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From: Secretary-General of the European Commission,
signed by Mr Jordi AYET PUIGARNAU, Director

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To: Mr Jeppe TRANHOLM-MIKKELSEN, Secretary-General of the Council of
the European Union

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Subject: ANNEXES to the COMMUNICATION FROM THE COMMISSION TO THE
EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN
ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE
REGIONS EU Agenda and Action Plan on Drugs 2021-2025

Delegations will find attached document COM(2020) 606 final.

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ANNEXES 1 to 2

ANNEXES

to the

**COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN
PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL
COMMITTEE AND THE COMMITTEE OF THE REGIONS**

EU Agenda and Action Plan on Drugs 2021-2025

Annex 1

EU Action Plan on Drugs 2021-2025

A) ENHANCED SECURITY - DISRUPTING THE DRUG MARKETS

Strategic priority 1. Disrupt and dismantle major high-risk drug-related organised crime groups operating in, originating in or targeting the EU Member States and address links with other security threats

Actions	Corresponding priority area	Timetable	Responsibility
<p>Action 1. Further enhance: (i) the EU policy cycle for organised and serious international crime (EMPACT) on the basis of its 2020 evaluation and by taking into account the SOCTA¹ 2021; (ii) the findings and recommendations from the annual European Drug Reports by the EMCDDA² and the EU Drug Markets Report by the EMCDDA and Europol; and (iii) in line with the lessons learned from the impact of the COVID-19 pandemic on drug markets. Increase coordination and cooperation to achieve more tangible investigative results, including through EMPACT, as well as increased exchange of information on drug-related organised crime groups, domestic and international, and increased use of the Secure Information Exchange Network Application (SIENA).</p>	<p>1.1</p>	<p>2021-2025</p>	<p>European Commission Member States Europol EMCDDA</p>
<p>Action 2: Reinforce information sharing and analysis on the relationship between drug markets related criminality (production, trafficking and distribution) and (i) other forms of serious crime, including trafficking in human beings, migrant smuggling, trafficking of firearms and terrorism; (ii) enabling forms of serious crime including drug related violence/homicide, corruption and money laundering.</p>	<p>1.1 1.2</p>	<p>2021-2025</p>	<p>European Commission Member States Europol EMCDDA</p>

¹ Serious and Organised Crime Threat Assessment.

² European Monitoring Centre for Drugs and Drug Addiction

			Frontex
Action 3. Prioritise investigations on drug related organised crime groups and networks posing the highest security risk in the EU through a high-value target selection process established by the Member States with the support of Europol. An integral part of such investigations should be asset-tracing and financial investigations to lead to the effective confiscation of proceeds of drug crimes. Ensure increased cooperation and coordination of operational activities within EU and between Member States, relevant third countries and Europol; also increase cooperation with Eurojust on related judicial prosecution.	1.1 1.2	2021-2025	European Commission Member States Europol Frontex Eurojust
Action 4. Ensure that Member States give law enforcement authorities swift access to financial information to allow them to carry out effective financial investigations of drug related organised crime groups, including by: (i) Make full use of information held by Financial Intelligence Units (FIUs) under the conditions laid out by the Directive on the use of financial information (Directive (EU) 2019/1153). (ii) Make more effective use of information gathered by Asset Recovery Offices to identify and track profits linked to drug trafficking, with a view to their possible subsequent freezing and confiscation. Increase training for law enforcement and judicial investigators and the local and regional specialised units dedicated to the seizures of criminal assets.	1.2	2021-2025	European Commission Member States Europol Eurojust CEPOL
Action 5. Increase the cooperation and establish better links between tax/customs authorities and law enforcement in order to (i) enhance investigations, (ii) detect trade based money-laundering activities, (iii) disrupt criminal activities and (iv) stop profits from drug markets going back into furthering criminal activities or into the legal economy. Member States are encouraged to build their expertise and resources on alternative banking and money transfer systems used by drug related organised crime groups (e.g. Hawala).	1.2	2021-2025	European Commission Member States Europol Frontex
Action 6. Identify and prioritise cooperation with high-risk countries from drug production and smuggling perspective in order to (i) facilitate Member States' access to financial and	1.2	2021-2025	European Commission Member States

other information to strengthen the capacity of the competent authorities to conduct financial investigations, and (ii) trace and identify drugs-related criminal proceeds and ensure that EU based seizure and confiscation orders are executed.			Europol Eurojust
Action 7. Consider how to further tackle encryption and other new technology-related methods employed by organised crime groups active in the drug markets to avoid detection and hide their communications. Increase sharing in real-time of actionable and prosecutable information within and between Member States, Europol and Eurojust.	1.2	2021-2025	European Commission Member States Europol Eurojust EMCDDA
Action 8. Following the effective confiscation of assets, take under consideration the safe and secure reuse of seized and confiscated instrumentalities in support of drug demand and supply reduction measures. The European Commission will further consider this point within the scope of the possible revision of the Directive on the freezing and confiscation of instrumentalities and proceeds of crime in the European Union (Directive 2014/42/EU).	1.2	2021-2025	European Commission Member States
Action 9. Ensure that relevant EU cooperation programmes on drugs worldwide are in place and implemented with third countries and regions. Increase the joint strategic and operational analysis (i) by involving relevant EU agencies such as EMCDDA and Europol and (ii) by ensuring regular and timely reporting of relevant and operational information between cooperation programmes and these EU agencies.	1.3	2021-2025	European Commission EEAS Europol EMCDDA
Action 10. Improve EU dialogues on drugs that focus on specific drug trafficking routes, involving producer, transit and consumer markets. Regular dialogues should be conducted with the Western Balkan region and countries, Eastern Partnership countries, Central Asia region and countries, Russia, USA, Latin America and the Caribbean regions and countries. In addition, dialogues on drugs should be launched with China, Iran and Colombia. Further dialogues with other countries or regions will be explored depending on the evolution of the drug supply origin and routes and international developments.	1.3	2021-2025	European Commission EEAS

Strategic priority 2. Increase detection of illicit wholesale trafficking of drugs and drug precursors at EU points of entry and exit

Actions	Corresponding priority area	Timetable	Responsibility
<p>Action 11. Support activities in major drug trafficking entry and exit points by reinforcing and promoting the establishment of customs risk analysis, investigation methods, and other relevant policies, controls and procedures to combat drug trafficking. Ensure structured coordination and cooperation as well as exchange in real time of crime intelligence and coordinated investigations in the EU by using the services of relevant EU agencies such as Europol and Frontex to support Member States. Furthermore, the secure communication application of the World Customs Organization should be enabled to exchange information with SIENA via a system-to-system communication.</p>	2.1	2021-2025	<p>European Commission Member States Frontex Europol</p>
<p>Action 12. Support Member States in the development of effective screening technologies capable of detecting drugs and drug precursors for containers, trucks, ships, focusing on major ports, airports, train stations and major land border crossings.</p>	2.1	2021-2025	<p>European Commission Member States Frontex Europol</p>
<p>Action 13. Improve structured coordination and cooperation between customs and Frontex, Europol and EMCDDA, as well as exchange of customs information to be interoperable and combined with that of law enforcement and border control. Increase the number of custom experts within Europol, and reinforce the capability of Frontex border guards to detect drug trafficking at EU's borders.</p>	2.1	2021	<p>European Commission Member States Frontex Europol EMCDDA</p>
<p>Action 14. Establish the necessary link and cooperation with the relevant civil aviation and maritime authorities in order to ensure effective and efficient investigations and detection of drugs at airports and ports. Strengthen international cooperation with maritime and civil</p>	2.1 2.2	2021	<p>European Commission Member States Frontex</p>

aviation authorities in key partner countries along major drug trafficking routes.			EEAS
Action 15. Continue financing and providing the Maritime Analysis and Operation Centre - Narcotics (MAOC-N) with a sustainable long-term governance model. Ensure exchange of information and cooperation with the relevant EU agencies.	2.2	2021	European Commission Member States MAOC-N Europol Frontex EMCDDA
Action 16. Establish a joint drug intelligence fusion platform within Europol that includes Member States representatives, and has contact points with secured information exchange capacities in third countries and regions constituting drug trafficking hubs. Ensure exchange of intelligence in real time, analysis and support to live operations targeting international drug trafficking organised crime groups affecting the EU.	2.2	2021	European Commission Member States Europol Frontex EMCDDA
Action 17. Conclude agreements between the European Union and third countries where drug trafficking hubs are located, enabling relevant EU agencies such as Europol and Frontex to exchange information and data, including personal and operational data.	2.2	2021	European Commission

Strategic priority 3. Increase effective monitoring of logistical and digital channels exploited for medium and small-volume drug distribution and increase seizures of illicit substances smuggled through these channels in close cooperation with the private sector

Actions	Corresponding priority area	Timetable	Responsibility
Action 18. Monitor internet and darknet market places for drugs by implementing the preparatory action proposed by the European Parliament on 24/7 monitoring of the darknet	3.1	2021	European Commission

to ensure comprehensive results. ³ Reinforce EMCDDA's and Europol's capacities in this area.			Europol EMCDDA
Action 19. Operational feasibility analysis of how postal and express services can detect and prevent distribution of illicit substances in postal items ⁴ . Conclude Memoranda of Understanding with the objective to enhance cooperation between law enforcement, customs, postal and express services and electronic payment providers.	3.2	2021-2025	European Commission Member States Europol EMCDDA
Action 20. Promote the development, use and exchange of best practices and equipment among Member States on monitoring of suspicious postal items by employing solutions such as detection dogs and/or x-ray machines. Notably, the role of new technologies and especially of artificial intelligence should be examined.	3.2	2021-2025	European Commission Member States
Action 21. Raise awareness for the need to focus actions on drug trafficking channels currently insufficiently monitored by law enforcement, by establishing or reinforcing monitoring and investigation methods of smaller sea harbours and fluvial ports, airfields, and train stations. Involve relevant EU agencies to support Member States in these activities.	3.3	2021-2025	European Commission Member States Europol EMCDDA

Strategic priority 4. Dismantle drug production and processing, prevent the diversion and trafficking of drug precursors for illicit drug production, and eradicate illegal cultivation

Actions	Corresponding	Timetable	Responsibility
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³ For details, see Item 18 02 77 04 — Preparatory action — EU-coordinated Darknet monitoring to counter criminal activities, provided on page 61 of Annex 3 PP/PA budgetary remarks.

⁴ Postal item: an item addressed in the final form in which it is to be carried by a postal service provider. In addition to items of correspondence, such items also include for instance books, catalogues, newspapers, periodicals and postal parcels containing merchandise with or without commercial value.

	priority area		
Action 22. Boost the operational activities of law enforcement and their cooperation with administrative authorities and other relevant parties with regard to the fight against environmental crime related to illicit drug production and trafficking. Develop detection technologies, information exchange and coordinated investigations by involving relevant EU agencies to support Member States.	4.1	2021	European Commission Member States Europol EMCDDA
Action 23. Address the main challenges identified by the evaluation of the drug precursor legislation, in particular the need to address the challenge posed by designer-precursors.	4.1	2021	European Commission Member States
Action 24. Identify, track and dismantle illicit drug producing facilities in the EU, including by targeting precursors and designer-precursors, by improving and making better use of forensic investigations, intelligence and by developing and expanding detection techniques.	4.1	2021-2025	Member States Europol EMCDDA
Action 25. Consider launching a study assessing the effectiveness of 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, in view of amending possibly outdated aspects and strengthening areas as needed.	4.1	2022	European Commission
Action 26. Continue supporting and tracking the results of alternative development programmes and related development-centred drug policy interventions in source countries of illicit drugs, including through the exchange of best practices and technical expertise, peer-to-peer learning, and through engagement at global level and with international organisations.	4.2	2021-2025	European Commission Member States EEAS

B) PREVENTION AND AWARENESS RAISING

Strategic priority 5. Prevent the uptake of drugs, enhance crime prevention, and raise awareness of the adverse effects of drugs on citizens and communities

Actions	Corresponding priority area	Timetable	Responsibility
Action 27. Cross-EU campaigns targeted at parents, teachers and local decision makers, raising their awareness of their potential in preventing young people and other targeted groups from taking illicit drugs and engaging in risk behaviours and in drug market-related criminality/activities.	5.1 5.3	2021-2025	European Commission Member States EMCDDA
Action 28. Wider roll-out of the European Prevention Curriculum (EUPC) training courses and update to the handbook if needed.	5.1.	2022-2025	Member States EMCDDA
Action 29. Expansion of the section on prevention models and other practical and reliable information in the area of prevention, available on the EMCDDA Best Practice Portal and encourage the wider adoption of prevention programs with what have been shown to be effective.	5.1	2022-2025	Member States EMCDDA
Action 30. Roll-out of targeted rapid alert risk communications and intelligence notifications when dangerous substances, including new psychoactive substances (NPS), or other emerging threats appear on the market.	5.1	2021-2025	EMCDDA Europol
Action 31. (i) Promote and support the work and best practices of the European Crime Prevention Network (EUCPN) and other relevant projects in view of reducing recidivism for young offenders of drug-related crime; (ii) encourage comprehensive strategies to deal with neighbourhoods that experience high-levels of drugs and drug related crime and (iii) support measures that create a more protective environment for communities affected by the consumption and sale of drugs or drug related crime.	5.2	2021-2025	European Commission Member States EUCPN

C) ADDRESSING DRUG-RELATED HARMS

Strategic priority 6. Enhance access to treatment options that meet the range of health and rehabilitation needs of people who experience harm from substance use

Actions	Corresponding priority area	Timetable	Responsibility
<p>Action 32. Develop and enhance the access to effective drug treatment, harm reduction and rehabilitation services, including services for people with co-morbidity, to (i) reduce the use of illicit drugs and new psychoactive substances (NPS); (ii) problem drug use; (iii) the prevalence of drug dependency and drug-related health and social risks and harms and (iv) to support recovery and social re/integration of problematic and dependent drug users.</p>	<p>6.1 6.2 6.3</p>	<p>2021-2025</p>	<p>European Commission Member States EMCDDA European Medicine Agency</p>
<p>Action 33. (i) Support innovation in treatment delivery; (ii) improve and promote the use of electronic and mobile health delivery options and new pharmacotherapies in order to increase access to drug treatment for all target groups; and, (iii) assess effectiveness of such solutions with the possibility of scaling up those interventions that have been shown to be most effective.</p>	<p>6.1 6.2</p>	<p>2021-2025</p>	<p>European Commission Member States EMCDDA European Medicine Agency</p>
<p>Action 34. Identify the gender physiology of drug addiction. Identify and reduce barriers to treatment and other service utilisation for women who use drugs, and enhance treatment options to include gender specific approaches. Ensure such services are sensitive to the needs of women e.g. include childcare support. Launch outreach efforts to reach women drug users and make them aware of available women-focused treatment.</p>	<p>6.2</p>	<p>2021-2025</p>	<p>European Commission Member States EMCDDA</p>
<p>Action 35. Extend the evidence base in treatment delivery including an improved understanding of the scale and trends in problem use of stimulants and cannabis. Also to improve understanding of both treatment needs and what constitutes effective</p>	<p>6.1 6.2 6.3</p>	<p>2021-2025</p>	<p>Member States EMCDDA</p>

interventions when responding to stimulant or cannabis-related problems.			European Medicine Agency
Action 36. Provide the multidisciplinary treatment workforce (staff working in specialist services and those dealing with drug issues in generic health or social support services) with updated competencies that reflect the changing needs of the target population and new developments in our understanding of what constitutes effective care. (i) Encourage the sharing of best practices in terms of both basic and specialist skills; (ii) support the establishment of quality standards in training; (iii) encourage partnerships between training providers and (iv) identify curriculums that cover both core and advanced competencies.	6.1 6.2 6.3	2021-2025	Member States EMCDDA
Action 37. Continue and further develop the implementation of the EU minimum quality standards adopted by the Council in 2015 ⁵ and evidence-based guidelines into national drug policies and programmes.	6.1 6.2 6.3	2021	European Commission Member States EMCDDA

Strategic priority 7. Increase the efficiency of risk and harm reduction interventions to protect the health of drug users and the public

Actions	Corresponding priority area	Timetable	Responsibility
Action 38. Develop, scale up, and enhance access to effective harm reduction measures. Further extend the exchange of best practices in this area among Member States, and with partners such as third countries, regions and international organisations.	7.1 7.3	2021	European Commission Member States EMCDDA
Action 39. Improve and increase the ability to identify, assess and respond at Member	7.1	2021	European Commission

⁵ Council conclusions on the implementation of the EU Action Plan on Drugs 2013-2016 regarding minimum quality standards in drug demand reduction in the European Union 11985/15.

States and EU levels, including through cooperation with European Centre for Disease Prevention and Control (ECDC) and via the EU Early Warning System, to epidemic outbreaks as well as important behavioural changes in drug use and new psychoactive substances (NPS) consumption.			Member States EMCDDA ECDC
Action 40. Encourage and support research and innovation on drug detection tools to prevent drug impaired driving.	7.4	2021-2025	European Commission Member States EMCDDA
Action 41. Determine possible policy options in the context of driving under the influence of drugs, including assessing whether to include considerations on drugs in the EU Recommendation on permitted blood alcohol content for drivers.	7.4	2022	European Commission
Action 42. Scale up the availability, effective implementation, monitoring and evaluation of measures provided as an alternative to coercive sanctions for drug using offenders, such as (suspension of sentence with) treatment, rehabilitation and recovery, and social reintegration. Follow-up to the Study on alternatives to coercive sanctions as response to drug law offences and drug related crimes concluded in 2016, such as e.g. through a possible Commission Recommendation on the topic. Include this dimension in the political dialogue and cooperation with partner countries.	7.5	2021-2025	European Commission Member States EMCDDA
Action 43. Introduce and enhance measures to reduce fatal and non-fatal overdoses. Including increasing availability, use and access at the community level of opioid antagonists (Naloxone) and other harm reduction and policy measures and support the evaluation of effective approaches and the exchange of best practices in this area.	7.2 7.6	2021	Member States EMCDDA
Action 44. Strengthen efforts to share forensic and toxicological data: (i) enhance analytical methods, test and promote new techniques; (ii) exchange best practices and develop joint trainings; (iii) increase cooperation with the Commission's Joint Research Centre and the EMCDDA, and through existing networks, such as the Drugs Working Group of the European Network of Forensic Science Institutes and the Customs Laboratories European Network. Develop and recommend for implementation a set of	7.6	2021	European Commission Member States EMCDDA

European forensic toxicology guidelines for drug-related death investigations.			
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Strategic priority 8. Develop a balanced and comprehensive approach to the use of drugs in prisons (reduce demand and restrict supply)

Actions	Corresponding priority area	Timetable	Responsibility
Action 45. Provide guidelines for Member States to facilitate the development of a balanced and comprehensive policy response to the use of drugs in prisons.	8.1 8.2	2024	European Commission EMCDDA
Action 46. Implement trainings for prison staff to better detect drugs entering prisons, increase awareness of the issue, and implement evidence-based health related drug responses within the prison environment.	8.2	2023	Member States CEPOL EMCDDA Eurojust

Governance, implementation and monitoring of the EU Agenda on Drugs

Actions	Timetable	Responsibility
Action 47. Enhance monitoring, data collection, research analysis and reporting, and provide comprehensive analyses of relevance to the EU drug situation and the EU drug markets, including new challenges around international policy developments in both the licit and illicit areas in respect to cannabis. (i) Reinforce EMCDDA and its analytical capacity including in terms of new and innovative technologies and methods. (ii) Promote evidence-based evaluations of policies and interventions at national, EU and international levels. (iii) Provide adequate support for the EMCDDA’s Reitox network of National	Ongoing	European Commission EMCDDA Europol

Focal Points both in the areas of public health and security, including the Early Warning System.		
Action 48. Strengthen responses and improve preparedness to possible future challenges by identifying the lessons learnt from the Covid-19 pandemic and by monitoring its short, medium and long term impact on service delivery, drug markets, patterns of use and their associated harms.	2021	European Commission Member States EMCDDA
Action 49. Promote and strengthen dialogue with and involvement of civil society in implementation, evaluation and providing input to the development of drug policies at Member State, EU and international levels.	Ongoing	European Commission Member States Civil Society Forum on Drugs
Action 50. Contribute to shaping the international agenda on drugs policy in line with the approach and objectives of the EU Agenda on Drugs, including by accelerating the implementation of joint multilateral commitments such as the 2016 Outcome Document of the Special Session of the UN General Assembly on the World Drug Problem and in the context of the mid-term review of the Ministerial Declaration of the Commission on Narcotic Drugs in 2024.	Ongoing	European Commission EEAS
Action 51. Ensure that the protection and promotion of human rights are fully integrated in the EU's relations with, and external assistance to, third countries, regions and international organisations. In particular, the EU is strongly and unequivocally opposed to the death penalty in all circumstances, including for drug-related offences.	Ongoing	European Commission EEAS
Action 52. Review the mandate of the EMCDDA following the evaluation completed in 2019. ⁶	2021	European Commission
Action 53. Launch an evaluation of the EU Agenda and Action Plan on Drugs.	2024	European Commission

⁶ For more, see Drugs and drug addiction – expanding the mandate of the European monitoring centre: <https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/12432-Revision-of-the-mandate-of-the-European-Monitoring-Centre-for-Drugs-and-Drug-Addiction>

Annex 2

Performance Indicators

Performance indicator 1. Drug-related organized crime and gang violence (Europol, EMCDDA Drug Related Homicide data/indicator and studies on gang related violence and intimidation and involvement of organised crime)

Performance indicator 2. Emerging threats based on data from timely and forward looking sources (where available) including levels of drug volumes consumed in community/cities from waste water analysis from those cities currently participating in this exercise. (Composite EMCDDA European level indicator based on EMCDDA reporting and barometer; SCORE group and EMCDDA; emergency room data; and targeted studies)

Performance indicator 3. Trends in asset recovery and number of financial investigations conducted that were triggered based on drug related crimes. (Europol, EMCDDA and targeted sources)

Performance indicator 4. Trends in number of and quantities of seized illicit drugs, new psychoactive substances (NPS) and precursor chemicals – indicator should make a clear distinction between small and large seizures (EMCDDA and Europol Drug Seizure data per substance: cannabis including herbal cannabis, heroin, cocaine, crack cocaine, amphetamine, methamphetamine, MDMA, and new psychoactive substances; European Commission, EMCDDA and Europol on precursors)

Performance indicator 5. Early Warning System on new psychoactive substances (EMCDDA/Europol) and Risk Assessment on new psychoactive substances (EMCDDA)

Performance indicator 6. Percentage of citizens' perception of safety and security in relation to drug-related crime and violence and in terms of drugs, and perceived availability and accessibility, including online, of illicit drugs and new psychoactive substances (NPS) in Europe. (by age and gender) (two Eurobarometer studies in the beginning of 2021 and in 2025)

Performance indicator 7. Percentage of population who use drugs currently (within last month), used drugs recently (within last year), and who have ever used (lifetime use) by drug and age group (EMCDDA General Population Survey)

Performance indicator 8. Trends in the age of first use of illicit drugs based on school survey data taking into account the European School Survey Project on Alcohol and Drugs (ESPAD), the Health Behaviour in School-aged Children (HBSC) or other relevant studies, and, where applicable, the General Population Drug Use Survey (EMCDDA Key Epidemiological Indicator)

Performance indicator 9: Trends in drug related morbidity and mortality. Composite EMCDDA reporting and barometer on the health impact of drug use. Covering analysis of the available data from both established and developing sources on: trends in drug related deaths, infectious diseases and behaviours associated health problems, including injecting drug use and other risk drug use or associated behaviours. (EMCDDA)

Performance indicator 10. Measures of availability of treatment and harm reduction services. Availability and coverage of opioid substitution treatment, availability of Needle and Syringe Programmes and coverage of HCV testing and treatment for drug injectors. (EMCDDA)

Performance indicator 11. Member States with a comprehensive and balanced drugs in prisons policy - based on number of Member States with a balanced drugs strategy for prisons. (MS reporting)

Performance indicator 12. Contribution to applicable 2030 Agenda for Sustainable Development Goals. (Eurostat annual monitoring report on the progress towards the SDGs in an EU context)