



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 23.11.1995  
COM(95)579 final

95/0135 (COD)

Amended proposal for a

**EUROPEAN PARLIAMENT AND COUNCIL DECISION**

adopting a

**programme of Community action on the prevention of drug dependence within  
the framework for action in the field of public health**

**(presented by the Commission pursuant to Article 189 a (2)  
of the EC-Treaty)**



## EXPLANATORY STATEMENT

Amended proposal for a European Parliament and Council decision adopting a programme of Community action on the prevention of drug dependence within the framework for action in the field of public health (1995-2001)

1. The initial proposal for a European Parliament and Council decision adopting a programme of Community action on the prevention of drug dependence was adopted by the Commission on 21 June 1994.
2. The Economic and Social Committee<sup>1</sup> and the Committee of the Regions<sup>2</sup> delivered favourable opinions on this initial Commission proposal.
3. In the light of the European Parliament's opinion after its first reading on 20 September 1995 an amended proposal for a decision was submitted by the Commission in accordance with Article 189a of the Treaty. The text incorporates essentially two types of amendment:
  - amendments which strengthen the initial proposal by broadening out Community action to target areas or groups for prevention identified as priorities by the European Parliament;
  - amendments which make certain points in the initial proposal more explicit and clearer.
4. The European Parliament adopted 56 amendments when it voted on 20 September 1995, of which 20 were acceptable in toto or in part by the Commission (15, 22, 31, 32, 11, 21, 23, 26, 28, 30, 33, 35, 36, 38, 40, 41, 49, 51, 52, 61).
5. The amendments which are not acceptable by the Commission can be separated into three groups:
  - those raising problems which should be dealt with horizontally inasmuch they go beyond the specific framework of this programme (42) or problems to be handled in other health-related programmes (7, 37, and 55) or as part of the integrated EU action plan against drugs. (3, 4, 17, 39 and 60);
  - amendments which make a political judgement on the international and national strategies and the legislations in force in the Member States, and so go beyond the sphere of Community powers based on Article 129 (1, 5, 8, 10, 13, 14, 24, 56, 57);
  - amendments which propose a less flexible wording than that proposed by the Commission, which introduce elements which already feature in the proposed decision implicitly or at a more appropriate point, or which overlap with amendments which are acceptable (6, 9, 12, 16, 18, 20, 25, 27, 29, 34, 45, 47, 48, 53, 54 and 59).

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<sup>1</sup> Opinion delivered on 22 February 1995.

<sup>2</sup> Opinion delivered on 16 November 1994.

**CODECISION PROCEDURE - FIRST READING**

**Amended procedure for a European Parliament and Council decision adopting a programme of Community action on the prevention of drug dependence within the framework for action in the field of public health**

(COM (94) 223 final)

COM(94)223 final	Amended proposal
<p>PROPOSAL FOR A EUROPEAN PARLIAMENT AND COUNCIL DECISION ADOPTING A PROGRAMME OF COMMUNITY ACTION ON THE PREVENTION OF DRUG DEPENDENCE WITHIN THE FRAMEWORK FOR ACTION IN THE FIELD OF PUBLIC HEALTH (1995-2000)</p> <p>THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,</p> <p>Having regard to the Treaty establishing the European Community, and in particular Article 129 thereof,</p> <p>Having regard to the proposal from the Commission,</p> <p>Having regard to the opinion of the Economic and Social Committee,</p> <p>Having regard to the opinion of the Committee of the Regions,</p> <p>1) Whereas drug dependence has grown alarmingly in the Member States and has serious implications for the health of individuals and the welfare of the general public;</p> <p>2) Whereas, in creating in 1985 a Committee of Inquiry into the problem of drugs in the Member States, the European Parliament demonstrated its desire to study in depth the factors which trigger drug demand and enable drugs to continue being produced and distributed;</p> <p>3) Whereas in its resolutions concerning this problem the European Parliament formulated a series of proposals with a view, in particular, to Community action on the prevention of drug dependence;</p>	<p>PROPOSAL FOR A EUROPEAN PARLIAMENT AND COUNCIL DECISION ADOPTING A PROGRAMME OF COMMUNITY ACTION ON THE PREVENTION OF DRUG DEPENDENCE WITHIN THE FRAMEWORK FOR ACTION IN THE FIELD OF PUBLIC HEALTH (1995-2001)</p>
<p>4) Whereas the European Council, at its meeting in Dublin on 25 and 26 June 1990, stressed that it was the responsibility of each Member State to develop an appropriate drug demand reduction programme and considered that effective action by each Member State, supported by joint action of the Twelve and the Community, should be a main priority over the coming years;</p>	

<p>5) Whereas the actions undertaken at Community level on the basis of the Council resolutions, declarations and conclusions relating to the prevention of drug dependence, and in particular subsequent to the adoption of the European Council, meeting in Rome on 13 and 14 December 1990, of the European Plan to Combat Drugs, have helped to sustain the Member States' efforts;</p> <p>6) Whereas these actions need to be continued and consolidated within the framework of the action in the field of public health set out by the Commission Communication of 24 November 1993 and must take into account, as the Council requested in its resolution of 17 May 1993, other actions undertaken by the Community in the field of public health or which have an impact on public health;</p>	
<p>7) Whereas Council Regulation (EEC) No 302/93 established a European Monitoring Centre on Drugs and Drug Addiction to provide the Community and its Member States with reliable and comparable information concerning drugs and drug addiction;</p> <p>8) Whereas the declaration on the occasion on the entry into force of the Treaty on European Union adopted by the European Council, meeting in Brussels on 29 October 1993, emphasised that the Treaty provides "a structured institutional framework, so that in particular greater control can be achieved over those of society's problems that run across frontiers, such as drugs (...)";</p> <p>9) Whereas the problems associated with the drugs phenomenon are such that they require a fully coordinated and global strategy, as has been stated by the European Council, meeting in Brussels on 10 and 11 December 1993;</p>	
<p>10) Whereas drug dependence, the only scourge expressly mentioned in the provisions of the Treaty establishing the European Community dealing with public health, is therefore a priority for Community action within the framework for action in the field of public health set out by the Commission;</p>	<p>Recital 9a [new]  <u>Whereas drug addicts are frequently persons suffering from health problems.</u></p> <p>Recital 9b [new]  <u>Whereas any strategy aimed at preventing drug addiction must take into account every aspect of the drugs problem;</u></p>

<p>11) Whereas this programme forms one of the essential component parts of the Communication from the Commission to the Council and the European Parliament of 23 June 1994 on a European Union Action Plan to combat drugs (1995-1999);</p> <p>12) Whereas, in accordance with the principle of subsidiarity, actions on matters not under the exclusive competence of the Community, such as those on drug dependence, must only be undertaken by the Community when, by reason of their scale or effects, their objectives can be better achieved by the Community;</p> <p>13) Whereas cooperation with the competent international organisations and the non-member countries should be strengthened;</p>	
<p>14) Whereas a multiannual programme should be launched with clear objectives for Community action, and priority actions selected with a view to preventing drug dependence and the associated problems, as well as appropriate evaluation mechanisms;</p> <p>15) Whereas the programme should have as its objective to contribute to the enhancement of awareness on the use of narcotics and psychotropic substances, on the abuse of alcohol and pharmaceutical products, on the misuse of chemical substances or products for drug abuse purposes; to contribute to improve recognition of risk situations, early detection, counselling and advice, health and social support with a view to preventing drug use, facilitating the end of drug use, lowering the mortality rate, reducing the risks of infection by agents of infection and reducing marginalisation;</p>	<p>Recital 15a [new]</p> <p>Whereas the drugs problem, being multidimensional, makes it essential to adopt a multidisciplinary and integrated approach; and whereas the programme should help to achieve coordination of action to prevent dependence and reducing the risks associated therewith in the context of public health.</p> <p>Recital 15b [new]</p> <p><u>Whereas there is a need both for general preventive action and for preventive measures focusing on specific target groups, particularly the young and those living on the fringes of society, taking care to avoid stereotypes when it comes to dependent persons.</u></p>

16) Whereas, from an operational point of view, the investment made in the past in terms of both the establishment of Community networks of non-governmental organisations and of the mobilisation of all those involved in preventing drug dependence should be safeguarded and developed;

17) Whereas, however, possible duplication of effort should be avoided by the promotion of exchanges of experience and by the joint development of basic information modules for the public, for health education and for training members of health professions;

18) Whereas, in order to increase the value and impact of the programme, a continuous assessment of the measures undertaken should be carried out, with particular regard to their effectiveness and the achievement of objectives both at national and Community levels and, where appropriate, to make the necessary amendments;

19) Whereas this programme should last five years in order to allow sufficient time to carry out the actions required to achieve the objectives set;

HAVE DECIDED AS FOLLOWS:

Recital 15b [new]

Recital 15c [new]

Whereas the level of knowledge concerning drugs and dependent persons and their consequences needs to be improved, as do the ways and means of preventing addiction and reducing the risks associated thereto;

Recital 16a

Whereas the involvement in the implementation of the programme of public, private, non-governmental and voluntary organisations, and of therapeutic communities and various associations should accordingly be encouraged;

Recital 19a [new]

Whereas this Decision establishes for the duration of the programme an overall budget which constitutes a preferential point of reference, pursuant to point 1 of the Declaration by the European Parliament, the Council and the Commission of 6 March 1995, for the budgetary authority for the purposes of the annual budget procedure;

<p>Article 1</p> <p>A Community action programme on the prevention of drug dependence is adopted for a five-year period from ..... to .....</p> <p>Article 2</p> <p>1. The programme will involve the following areas of activities:</p>	<p>Recital 15b [new]</p>
<p>a) improving public awareness, in particular by means of coordinated transnational actions;</p> <p>b) using the opportunities provided in other Community policies, programmes and instruments, when appropriate, to prevent and combat drug dependence;</p> <p>c) initiatives and actions relating to young people of school-going age in relevant environments - home, leisure and school - and the promotion of best practices in this regard.</p> <p>2. The Commission shall ensure implementation of the activities set out in paragraph 1 and in the Annex, in accordance with Article 4, and in close cooperation with the Member States and the institutions and organisations active in the prevention of drug dependence.</p> <p>3. The Commission shall also ensure that the activities undertaken take due account of the information activities of the European Monitoring Centre on Drugs and Drug Addiction.</p>	<p>Article 2/1</p> <p>a) <u>working to improve public awareness of the phenomenon of drug dependence and the risks associated with this</u>, in particular by means of coordinated transnational actions;</p> <p>c) initiatives and actions relating to young people in their relevant - environment, home, leisure, school and <u>university</u> - and the promotion of best practices in this regard.</p> <p>d) [new]action targeted at high-risk groups</p> <p>e) [new]<u>working to improve the level of knowledge concerning drugs and dependence and their consequences and concerning the ways and means of preventing addiction and reducing the risks associated thereto;</u></p> <p>f) [new]<u>working to improve training and to step up cooperation on the prevention of drug dependence and on the reduction of the risks associated thereto;</u></p>

<p>Article 3 The budgetary authority shall determine the appropriations available for each financial year.</p> <p>Article 4 For the implementation of the programme the Commission shall be assisted by an advisory committee, hereinafter referred to as "the Committee", comprising two representatives from each Member State and chaired by a Commission representative.</p> <p>The representative of the Commission shall submit to the Committee a draft set of the measures to be taken. The Committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.</p>	<p>Recital 15b <b>[new]</b></p> <p>Article 2.3 a <b>[new]</b> The Commission shall also ensure, in conjunction with the Member States, that due account is taken of Community priorities and requirements in the programmes of the EMCDDA.</p> <p>Article 2.4 <b>[new]</b> The Commission and the Member States shall ensure that there is consistency between this programme and the EU plan for action against drugs where it addresses the reduction of demand.</p> <p>Article 3 1. The budget for the implementation of this programme for the period stipulated in Article 1, shall be set at ECU 28.5 million. 2. The annual appropriations shall be authorised by the budgetary authority within the limits of the financial perspective.</p>
<p>The opinion shall be recorded in the minutes; in addition, each Member State shall have the right to ask to have its position recorded in the minutes.</p> <p>The Commission shall take the utmost account of the opinion delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.</p>	
<p>Article 5</p> <p>1. In the course of the implementation of the programme, cooperation with non-member countries, and with international organisations active in the field of public health, will be encouraged.</p>	

2. The EFTA countries and the countries from Central and Eastern Europe may be associated with the activities under the programme under the conditions set out in the agreements concluded with the Community.

3. The Commission shall cooperate with the Council of Europe's Pompidou Group. It shall *inter alia* strengthen its regular contacts with international intergovernmental organisations such as the World Health Organisation (WHO), the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the International Labour Office (ILO) and the United Nations Drug Control Programme (UNDCP).

#### Article 6

1. The Commission shall regularly publish information on the actions undertaken in the context of this programme.

2. The Commission shall submit to the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions a mid-term report on the actions undertaken, as well as an overall report at the end of the programme.

#### Article 7

This decision shall enter into force on the 20th day following that of its publication in the Official Journal of the European Communities.

#### ANNEX

##### Programme activities:

a) Improving public awareness in particular by means of coordinated transnational actions. Activities under this heading might model on the European Drug Prevention Week, particularly relevant to highlight and stimulate Community and transnational efforts and on previous coordinated transnational actions.

#### Recital 15b [new]

2. This programme shall be open to the participation of the associated countries of Central and Eastern Europe in accordance with the conditions set out in the additional protocols to the association agreements covering participation in Community programmes to be signed with these countries. This programme shall also be open to Cyprus and Malta on the basis of additional appropriations and according to the same rules as those applicable to the EFTA countries, in accordance with procedures to be agreed on with these countries.

a) - working to improve public awareness of the phenomenon of drug dependence and the risks associated with this, in particular by means of coordinated transnational actions;

- support for projects to assess the effectiveness of information campaigns and determine the awareness of Europeans, especially the young, with regard to drugs, including changes in their attitudes towards drugs;

b) Using opportunities provided in other Community policies, programmes and instruments, when appropriate, to prevent and combat drug dependence. This could be relevant in areas such as social affairs, particularly concerning migrants, poverty, employment, protection of workers' health and safety and the Structural Funds including Community initiatives; the single market and consumer policy, particularly as regards drug precursors, pharmaceutical and medicinal products and dangerous substances and preparations; education and training; activities in the field of culture, communication and information, research and health systems, on addiction behaviour as described in the Commission proposal for a specific RTD programme and in the area of biomedicine and health (1994-1998) and, of course, other programmes based on Article 129 e.g. AIDS and other communicable diseases, health promotion, information, education and training.

Recital 15b [new]

- the organisation of further European Drug Prevention Weeks on the basis of information to date;

- identifying, testing and developing the most effective methods of conveying information, especially to certain groups, in particular by:

- promoting the use of purpose-prepared information for particular target environments and groups;

- support for action to adapt messages to the needs and specific characteristics of particularly vulnerable groups;

- support the development of help-lines and examining the feasibility of introducing a single telephone number for such services in all the Member States;

b) Using opportunities provided in other Community policies, programmes and instruments, when appropriate, to prevent and combat drug dependence. The Commission and the Member States shall ensure consistency and complementarity between the action to be pursued under this programme and under other relevant Community actions and initiatives, including Socrates, Leonardo and Youth for Europe III, the research programme in the field of biomedicine and health under the Community's framework R & D programme, and the Structural Funds. Particular attention will be paid to prevention projects likely to have an impact on the social causes of drug-taking, e.g. deprivation and exclusion, and to contribute to the social reintegration of dependent persons.

c) Initiatives and actions relating to young people of school-going age in relevant environments - home, leisure and school - and the promotion of best practices in this regard. Young people are considered as the primary target group for the purpose of drug prevention. The diversity of the preventive approaches adopted can provide examples of good practices which help those responsible in the field of drug prevention in Member States to learn from experience elsewhere. A specific support in particular to the dissemination of information and advice directed towards young people in relevant environments - home, leisure, school - is therefore likely to be of most value.

Recital 15b [new]

c) Initiatives and actions relating to young people in relevant environments - home, leisure, university and school - and the promotion of best practices in this regard:

- specific support in particular to the dissemination of information and advice directed towards young people in high-risk areas and in all environments where they are likely to come into contact with the problem,

- support for the creation of a Community network based on a selection by Member States of schools located in areas at risk;

- support for integrated projects, programmes and other drug prevention initiatives in the schools involved in this network, with the participation wherever possible of children, young people and parents;

-d) [new] Specific risk groups:

- support for studies (particularly for evaluation purposes) and actions, and promotion of exchange of experience on the ways and means of preventing the risks associated with drug dependence, including backup health measures such as substitution programmes, targeting in particular the IVUDs, dependent women who are pregnant and addict detainees;

- encouraging exchange of information and experience on how to prevent relapse, and also covering rehabilitation;

support for the compilation of a Community guide listing organisations involved in the management of drug addicts and giving practical details concerning capacity and range of services available.

e) [new] working to improve the level of knowledge concerning drugs and dependence and their consequences and concerning the ways and means of preventing addiction and reducing the risks associated thereto;

- developing a research strategy on drugs, particularly in order to improve knowledge concerning the impact of policies targeting drug users in the field of public health, and concerning the effects of drugs and the use of treatment techniques in prevention;

Recital 15b [new]

- support for pilot projects and studies on the social factors which may trigger the use of drugs;

f) working to improve training and to step up cooperation on the prevention of drug dependence and on the reduction of the risks associated thereto;

- seeking to establish drugs prevention more firmly as an integral part of the vocational training of teachers and youth workers;

- promote the development of the skills of those people likely to come into contact with groups of users or potential users, and support the development of additional training programmes, of educational material and modules for people likely to come into contact with drug users, including in particular those working in the social, health, police and legal professions;

- encouraging a common focus on the policies and programmes pursued by the Member States to combat the phenomenon of drug dependence, with a view to achieving greater coordination in this field;

- support for exchanges of information and experience, particularly on a regional cross-border basis, concerning local prevention initiatives, with a view to developing joint actions, and support for the organisation of a seminar on prevention models and practices in towns in different Member States which are particularly affected by the problem of drugs.



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# DOCUMENTS

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