

# Drug policy workbook

2025

*FRANCE*

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## 2025 National report (2024 data) to the EUDA by the French Reitox National Focal Point

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## T0. Summary

Please provide a 1,250 word (i.e. 5 by 250 word paragraphs) summary of the workbook: T1.1 national drug strategies (250 words); section T1.2 evaluation of national drug strategies (250 words); T1.3 drug policy coordination (250 words); T1.4 drug related public expenditure (250 words); new developments (250 words). The answers should include the following points:

Summary of T1.1.1

- Describe the current national drug strategy document (date approved, ministries responsible, timeframe, overview of main principles, priorities, objectives, actions, the main substances and addictions it is focused on, its structure, e.g. pillars and cross-cutting themes)

Summary of T.1.2

- Describe the latest drug strategy evaluation (title, time to complete it, the evaluation criteria, the evaluation team, the scope, the type of data used, conclusions and recommendations)

Summary of T.1.3

- Describe the main drug policy coordination mechanisms at the inter-ministerial; national, regional and local strategic and operational levels.

Summary of T1.4

- Please comment on the existence of annual drug-related budgets; their relation with other instruments of drug policy (strategy/action plans); annual value of total public expenditure and of supply *and* demand. If possible, annual value by class of policy intervention (prevention, harm reduction, treatment, social reintegration, police, law courts, prisons) and time trend.

### Summary of T1.1 national drug strategies (250 words)

2025 will see the ongoing implementation of the Interministerial Strategy for Mobilisation against Addictive Behaviours 2023-2027 (SIMCA), adopted by the government in March 2023.

The aim of the strategy is to act simultaneously on both supply and demand, whether at local, national or international level. It places particular emphasis on the development of psychosocial skills and knowledge of risks based on scientific data to allow citizens to make informed choices and protect the most vulnerable (minors, prisoners, etc.). The Interministerial Strategy defines 10 priorities, structured around prevention objectives, education, and the “denormalisation” of use (restriction of advertising, compliance with bans on sale, etc.), by proposing the creation of more protective environments, and reinforcing public action against the attractiveness, availability, and accessibility of products.

SIMCA is supplemented by operational, national and local plans and programmes, drawn up in consultation with professionals, elected officials and local partners. The established framework is implemented at a territorial level through regional roadmaps and departmental action plans, in partnership with decentralised State services (regional health agencies, national education services, internal security forces, public prosecutors, etc.).

In 2025, eleven regions (of the 13 regions in mainland France) and all the overseas departments and regions (Guadeloupe, French Guiana, Réunion, Martinique and Mayotte) had a regional roadmap for mobilisation against addictive behaviours for 2023-2027. Saint-Martin and Saint-Barthélemy (Overseas collectivities) have also drafted a local action plan for the implementation of the interministerial strategy.

### Summary of T1.2 evaluation of national drug strategies (250 words)

In 2023, The MILDECA led the evaluation of the [2018-2022 National Plan for Mobilisation against Addictions](#) as part of an internal evaluation process. This evaluation had a dual purpose: to establish an assessment of territorial dynamics and to design operational proposals that support the 2023-2027 SIMCA. The methodological approach was twofold, qualitative and quantitative. Its qualitative aspect was based on work and exchanges with State services involved in the fight against drugs and addictive behaviours, in two regions that are representative of the territorial dynamics underway: Occitanie and Normandy. Regional and departmental prefectures, regional health agencies, public prosecutors and education authorities were also involved. This initial evaluation exercise was completed by the monitoring of quantitative indicators, together with targets to be achieved by the end of the plan. Data indicators were updated on a yearly basis by the OFDT to monitor trends.

### Summary of T1.3 drug policy coordination (250 words)

The directions of public policy with regard to drug prevention and addressing addiction issues are defined by the "Interministerial Committee for Combatting Drugs and Addictive Behaviours", under the authority of the Prime Minister. Prior to this stage, MILDECA is responsible for drafting the decisions of the interministerial committee, then coordinating French government policy for combatting drugs and addictive behaviours, and for ensuring that the decisions of the interministerial committee are implemented. On the authority of the Prime Minister, its scope of action includes prevention, treatment, harm reduction measures, integration, trafficking, law enforcement and research, monitoring and training of staff involved in activities to reduce supply and demand. At regional and departmental level, the MILDECA's project managers (generally the senior local government officers of the offices of departmental and regional prefects) are responsible for leading at local level and coordinating decentralised government action. The circular dated 18 February 2025 issued to MILDECA project managers reaffirmed the central role of the prefectures in driving local policy and mobilising the relevant stakeholders to achieve the objectives set out in the regional roadmaps and departmental action plans, on both the supply and demand sides.

### Summary of T1.4 drug related public expenditure (250 words)

In 2023, public spending on the fight against drugs and addictive behaviour is estimated at 3.455 billion euros (against 3.198 billion euros in 2022 and 2.837 billion euros in 2021), representing 0.12% of the gross domestic product (GDP) in France. This percentage has remained stable over the past five years (compared with 0.11% of GDP in 2018).

This update includes revised details of the funds allocated by the State to interministerial policy against drugs and addictive behaviours, and national health insurance expenditure dedicated to the treatment of addictions (mainly including the cost of the medico-social addiction treatment system, traceable expenditures in hospitals for addiction care, the amounts reimbursed by all health insurance schemes for opioid substitution medicines dispensed in the community, as well as the financing of the Fund for Combating Addiction (FLCA) which supports and implements public health policy on addictions, including the SIMCA and the National Tobacco Control Programme, which is established on a five-year basis.

Efforts devoted to reducing supply account for 55% of total expenditure, compared with 44% of funds dedicated to demand reduction measures and 1% to cross-cutting initiatives. In terms of trends, the share of expenditure devoted to reducing supply increased in 2023, continuing the upward trend observed since 2019.

Only part of this estimate (26% of the total in 2023) is based on credits identified as such in public accounting documents, with non-earmarked expenditure accounting for the majority (74% in 2023).

Based on the latest data, the social cost of illicit drugs is estimated at €7.7 billion, way behind alcohol (€102 billion) and tobacco (€156 billion). The results of this latest estimate confirm that the social cost of drugs remains far higher than the tax revenues generated.

### Summary of new developments (250 words)

The main development concerns new measures envisaged by Parliament and supported by the Government, relating to the fight against drug trafficking in response to the rise in organised crime. Among the measures proposed by Law No. 2025-532 of 13 June 2025 aimed at getting France out of the drug trafficking trap are the creation of a national organised crime prosecutor's office, the introduction of a high-security prison system for international traffickers, the overhaul of the witness protection programme inspired by the so-called "anti-mafia" legislation in Italy, and the appointment of a lead agency in the fight against organised crime. The proposed measures mark a break with the previous system and aim to strengthen the means of action available to the state by introducing new procedures to combat organised crime. The law was promulgated on 13 June 2025 and published in the Official Journal the following day. It establishes a new national organised crime prosecutor's office (PNACO) and extends the powers of the intelligence services (experimental satellite interception system, introduction of a "separate report" or safe file, inspired by Belgian law, which will allow certain information regarding the use of special investigative techniques to be omitted from criminal proceedings files where their disclosure could seriously endanger an individual). It adapts the "witness protection" system and creates specific measures targeting trafficking and security in prisons.

## T1. National profile

### T1.1. National drugs strategies

The purpose of this section is to summarise the main characteristics of your national drug strategy(ies). Where there is no national strategy, and regional strategies take the place of a national strategy, please summarise the characteristics of these.

Please structure your answers around the following questions.

T1.1.1. List the titles and dates of all past national drug strategies and supporting action plans in your country in the following table, adding rows as needed.

Timeframe	Title and web link	Scope (main substances / addictions addressed)
Introduced on 2 February 1983 (implementation period not specified)	Programme de 25 actions [A 25-action program]	illicit drugs
Introduced on 17 September 1985 (implementation period not specified)	31 mesures de lutte contre la toxicomanie [31 measures to combat drug abuse]	illicit drugs
Introduced on 9 May 1990 (implementation period not specified)	Programme d'actions de 42 mesures de lutte contre la drogue [Action programme of 42 measures to combat drugs]	illicit drugs
Introduced on 21 September 1993 (implementation period not specified)	Plan gouvernemental de lutte contre la drogue et la toxicomanie [Government plan to combat drugs and drug addiction]	illicit drugs
Introduced on 14 September 1995 (implementation period not specified)	Programme gouvernemental de lutte contre la drogue et la toxicomanie de 22 mesures [22-measure government program to combat drugs and drug addiction]	illicit drugs
Introduced on 16 June 1999. Initially for a period of 3 years (1999-2001) but it remained in force until the next plan in 2004	Plan triennal de lutte contre la drogue et de prévention des dépendances (1999-2000-2001) <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=62725">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=62725</a> Summary in English: Triennial action plan against drugs and for the prevention of dependencies 1999-2000-2001 <a href="https://bdoc.ofdt.fr/doc_num.php?explnum_id=21032">https://bdoc.ofdt.fr/doc_num.php?explnum_id=21032</a>	Alcohol, tobacco, psychotropic drugs and illicit drugs
Introduced on 30 July 2004 for 4 years (2004-2008)	Plan gouvernemental de lutte contre les drogues illicites, le tabac et l'alcool (2004-2008) [Government plan to combat illicit drugs, tobacco and alcohol] <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=56924">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=56924</a> (No English version)	Alcohol, tobacco, and illicit drugs
2008-2011	Plan gouvernemental de lutte contre les drogues et les toxicomanies 2008-2011 <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=52448">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=52448</a> English version: Combating drugs and drug addiction: Government action plan 2008-2011 <a href="https://bdoc.ofdt.fr/doc_num.php?explnum_id=18359">https://bdoc.ofdt.fr/doc_num.php?explnum_id=18359</a>	Alcohol, tobacco, diverted psychotropic drugs, doping and illicit drugs

Timeframe	Title and web link	Scope (main substances / addictions addressed)
2013-2017	Plan gouvernemental de lutte contre les drogues et les conduites addictives 2013-2017 <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=73185">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=73185</a> English version: Government plan for combating drugs and addictive behaviours 2013-2017 <a href="https://bdoc.ofdt.fr/doc_num.php?explnum_id=34973">https://bdoc.ofdt.fr/doc_num.php?explnum_id=34973</a>	Alcohol, tobacco, psychotropic drugs, screens, Internet, gaming, doping and illicit drugs
2018-2022	Plan national de mobilisation contre les addictions 2018-2022 <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=81178">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=81178</a> English version: Alcohol, tobacco, drugs, screens: National plan for mobilisation against addictions 2018-2022 <a href="https://bdoc.ofdt.fr/doc_num.php?explnum_id=28786">https://bdoc.ofdt.fr/doc_num.php?explnum_id=28786</a>	Alcohol, tobacco, psychotropic drugs, screens, Internet, gaming, doping and illicit drugs
Introduced on 17 September 2019 for a period of 3 years	Plan national de lutte contre les trafics de stupéfiants [National anti-Narcotics Plan] <a href="https://www.interieur.gouv.fr/Archives/Archives-des-dossiers/Plan-national-de-lutte-contre-les-stupefiants">https://www.interieur.gouv.fr/Archives/Archives-des-dossiers/Plan-national-de-lutte-contre-les-stupefiants</a>	Psychotropic drugs
2023-2027	Stratégie interministérielle de mobilisation contre les conduites addictives 2023-2027 <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=85775">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=85775</a> English version: Interministerial Strategy for Mobilisation against Addictive Behaviours 2023-2027 <a href="https://bdoc.ofdt.fr/doc_num.php?explnum_id=34029">https://bdoc.ofdt.fr/doc_num.php?explnum_id=34029</a>	Addiction to psychoactive substances (alcohol, tobacco, illicit drugs, psychotropic drugs) and non-substance addictions (gambling and video games)

T1.1.2. Please summarise your current national drugs strategy document.

Information relevant to this answer includes:

- time frame,
- responsible ministries,
- overview of its main principles, priorities, objectives and actions,
- its structure (i.e. pillars and cross-cutting themes),
- the main substances and addictions addressed.
- Whether annual progress implementation reports are developed or not (if they are and are public documents, please provide a weblink). Please also briefly comment on the current status of strategy and action plan implementation.
- If your current national drugs strategy's stated timeframe has expired, please confirm whether or not it has the status of remaining in force pending the development and approval of a new one. Please also outline by when a new strategy is expected to be developed and approved.

The year 2025 follows on from the implementation of the Interministerial Strategy for Mobilisation against Addictive Behaviours 2023-2027 (SIMCA) adopted by the Government in March 2023 (MILDECA 2023).

This plan aims to **act equally and simultaneously to supply and demand, whether at local, national or international level**. In the new government strategy, all public stakeholders have a role to play in the fight against drugs and addictive behaviour, and the emphasis is placed on the need to include their respective interventions in a common strategic framework, in order to ensure the coherence and effectiveness of comprehensive public action.

The Strategy covers **addictive behaviours with and without substances** (in particular, gambling, games of chance and video/screen games), and looks at both licit drugs (alcohol, tobacco, medicines) and illicit drugs (narcotics).

**Coordinated and led by MILDECA** (Interministerial Mission for Combating Drugs and Addictive Behaviours, placed under the authority of the Prime minister), the implementation of the Interministerial strategy is articulated with other national and regional plans and programmes, such as the 2023-2027 National Tobacco Control Programme (Ministère de la Santé et de la Prévention 2023), the regional health plans drafted by Regional health agencies to prevent and combat addictive behaviours or also, the 2020-2024 National Crime Prevention Strategy.

Additionally, regional and departmental prefectures are responsible for leading MILDECA's local policy and developing regional road maps and departmental action plans. Those implement, through operational objectives and local actions, the strategic guidelines of the SIMCA and other public action programming, in support of the policy for preventing and combating addictions.

The 2023-2027 Strategy sets out about a dozen strategic goals.

- The first priority stipulated **is to provide citizens with the freedom to choose**. It emphasises the need to strengthen psychosocial skills in order to avoid risky behaviour. It aims to provide precise and clear information on risks, based on scientific knowledge and removed from ideological stances and financial interests. It also underlines the will of the public authorities to act beyond the dissemination of knowledge, by applying lessons in behavioural sciences (social marketing, denormalisation, etc.) to promote changes in behaviour that are more beneficial to health.
- The **protection of minors constitutes another central strategic axis of the interministerial policy**. To achieve this, the strategy sets the objective of reinforcing the key role of the family domain, by raising awareness within the family environment of the risks to which children are exposed and by highlighting the resources available in terms of advice and support allowing them to develop parenting skills and promote environments conducive to the development and growth of children.
- The Strategy also pays particular attention to those people facing challenges with their consumption. In this perspective, it emphasises the need to offer **appropriate and quality care, accessible to all**. Each user must be able to be directed to the appropriate professionals, regardless of the vector of inputs of the socio-health system initially used.
- In the workplace and in places of education and training as well as in institutions dealing with those in the hands of the judicial system, the Interministerial Strategy sets as a priority the denormalisation of the consumption of substances, by contributing **to making living environments more protective**.
- The 2023-2027 plan also highlights **the need to respond to the attractiveness of the supply and availability of products**, by proposing a stricter framework for advertising and by strengthening compliance with prohibitions on sales to minors. It also advocates the benefits of a sustained price increase policy for tobacco products as well as the effectiveness of specific measures aimed at restricting the accessibility of alcoholic beverages (prohibition of sale during certain time slots, during sport events, etc.). With a view to gambling operators, it proposes to revise the regulatory framework for rewards and commercial incentives targeting players. With regard to the supply of illicit drugs, and in particular with regard to the current situation concerning the threat generated by drug trafficking, the Interministerial Strategy reaffirms the Government's desire to focus the coordination of its action on the OFAST (the French Home Affairs Department's Anti-Narcotics Office) in the framework of a new plan dedicated to combating drug trafficking.
- Finally, the last strategic orientation for the 2023-2027 period concerns **data and scientific knowledge** informing the decision of the public authorities to better act in the face of the complexity of the issues related to substances and uses, which are constantly evolving. Three key issues are defined:
  - Consolidation of the systems aimed at observing the supply and demand of psychoactive products as well as non-substance addictive behaviours in France and abroad;
  - Structuring research in the field of addictions, thanks in particular to the support of the National Fund for Combating Addiction, paying particular attention to the development of applied research on the illicit supply of narcotics and to clinical research to develop effective new treatments;

- Promoting evaluation within the framework of specific experimental programmes in order to base action on conclusive actions.

T1.1.3. Is there another national strategy/action plan on policing, public security, law enforcement, etc. that is not specific to drugs but also defines drug supply reduction/drug-related law enforcement in your country? Please insert its title, a link to the PDF and a short summary.

**Title:** National Crime Prevention Strategy 2020-2024, supported by the Interministerial Committee on Crime and Radicalisation Prevention.

**Link to PDF document:** <https://www.cipdr.gouv.fr/strategie-prevention-delinquance-20202024/> [accessed 29/05/2025]

**Summary:** This national strategy is a continuation of the successive plans adopted by the Government within the framework of the [law of 5 March 2007 on the prevention of delinquency](#). Developed within the framework of a wide consultation of stakeholders, the 2020-2024 strategy mobilises State services, local authorities and associative networks. Its founding principles are intended to apply throughout the national territory, while highlighting local initiatives and the right to experiment. The new strategy sets priority actions for the next five years in relation to four shared objectives:

- Intervening with minors before the age of 12 by more systematically mobilising families and implementing awareness-raising and educational actions to counter new forms of delinquency.
- Protecting vulnerable people as early as possible (the elderly, people with disabilities, female victims of violence, minors, etc.)
- Involving the population and civil society in the prevention of delinquency and the creation of a peaceful society.
- Ensuring renewed governance through adaptation to each territory and coordination between the different actors (prefects, judicial authorities, mayors and presidents of inter-municipal authorities).

This strategy defines 40 measures to boost crime prevention (volume 1) and provides a toolbox proposing actions to be chosen by the territories (volume 2). Measure no. 3 targets new forms of delinquency and specifically targets drug trafficking in the context of preventing entry into or maintenance of organised delinquency (Premier ministre 2022).

In January 2024, institutional stakeholders met to review the national strategy and organise interministerial cooperation to define the action plan for the coming period. Three thematic working groups (prevention of juvenile delinquency, protection of vulnerable people, population/governance) and two cross-cutting groups (cybercrime, territorial specificities) were launched (<https://www.cipdr.gouv.fr/actualisation-de-la-strategie-nationale-de-prevention-de-la-delinquance/>) [accessed 29/05/2025]. Pending the new National Crime Prevention Strategy (SNPD) 2025-2030, which is currently being revised, the guidelines set by the SNPD for the period 2020-2024 will continue to apply in 2025.

T1.1.4. Does your country have additional national strategy or action plan documents for other substances and addictions? If so, please complete the table below with their titles and links to PDFs. If possible, please include a short description of each.

Additional national strategy documents for other substances and addictions	
<b>Alcohol</b>	
Strategy title	No specific strategy. It should be noted that, as part of the 2021-2025 roadmap resulting from the 2021-2030 ten-year cancer control strategy, it is planned to set up a national "alcohol" risk prevention programme which would mobilise the following levers in particular: research, regulation (marketing, accessibility of supply, etc.), reinforcement of information (public discourse and benchmarks for lower-risk consumption) with particular attention paid to young people. INSERM's collective expert report (French National Institute for Health and Medical Research) on reducing alcohol-related harm, published in May 2021, will feed into this work (INSERM 2021). Link of the English version: <a href="https://www.inserm.fr/wp-content/uploads/inserm-expertisecollective-alcool2021-syntheseva.pdf">https://www.inserm.fr/wp-content/uploads/inserm-expertisecollective-alcool2021-syntheseva.pdf</a> [accessed 29/05/2025]
Web address	<a href="https://sante.gouv.fr/IMG/pdf/feuille_de_route_-_strategie_decennale_de_lutte_contre_les_cancers.pdf">https://sante.gouv.fr/IMG/pdf/feuille_de_route_-_strategie_decennale_de_lutte_contre_les_cancers.pdf</a> [accessed 29/05/2025]
<b>Tobacco</b>	
Strategy title	National Tobacco Control Program (PNLT) 2023-2027. New National Anti-Smoking Plan 2023-2027 responding to two major challenges: 1. Young people with the reaffirmed objective of a tobacco-free generation in 2032 by mobilising all the levers: primary prevention, development of psychosocial skills, detrimentalisation of tobacco, respect for the protective ban and protecting young people from the incentives of the products developed by the "addiction industrialists". 2. Reducing social inequalities in health by activating all the levers in order to engage as closely as possible with the populations concerned.
Web address	<a href="https://sante.gouv.fr/IMG/pdf/dp_plan_lutte_tabac.pdf">https://sante.gouv.fr/IMG/pdf/dp_plan_lutte_tabac.pdf</a> [accessed 29/05/2025]
<b>Tobacco</b>	
Strategy title	2023-2025 Tobacco plan to combat tobacco trafficking. This new 2023-2025 action plan aims to adapt the response of French customs services to the scale of the illegal tobacco market. The tobacco plan mobilises all the levers available to the public authorities in the fight against fraud. It provides for customs interventions to be reinforced throughout the territory, in partnership with the police, in order to intervene more effectively with traffickers and dealers and dismantle organised networks. To punish traffickers, this plan sets itself the objective of launching with the ministry of Justice a reflection on how to impose stricter criminal penalties. The additional penalty of prohibition from French territory will be extended to customs traffic, in particular tobacco. This plan also provides for increased prison sentences for the fraudulent production or manufacture of manufactured tobacco, and for retail sale by those without retailer status.
Web address	<a href="https://www.douane.gouv.fr/sites/default/files/2022-12/05/DP_Plan_Tabac_2023-2025.pdf?v=1674133827">https://www.douane.gouv.fr/sites/default/files/2022-12/05/DP_Plan_Tabac_2023-2025.pdf?v=1674133827</a> [accessed 29/05/2025]
<b>Image and performance enhancing drugs</b>	
Strategy title	Plan national de prévention du dopage et des conduites dopantes dans les activités physiques et sportives 2020-2024 [National Plan for the Prevention of Doping and Doping-Related Behaviour in Physical and Sports Activities 2019-2024]
Web address	<a href="https://www.sports.gouv.fr/sites/default/files/2022-12/plan-national-de-pr-vention-du-dopage-et-des-conduites-dopantes-2020-2024-doc-en-pi-ce-jointe-minist-re-des-sports-2020-2833.pdf">https://www.sports.gouv.fr/sites/default/files/2022-12/plan-national-de-pr-vention-du-dopage-et-des-conduites-dopantes-2020-2024-doc-en-pi-ce-jointe-minist-re-des-sports-2020-2833.pdf</a> [accessed 29/05/2025]
<b>Gambling</b>	
Strategy title	2024-2026 National Gambling Authority (ANJ) Strategic Plan The ANJ's new roadmap advocates a suitable compromise between openness and the protection of young people and those vulnerable to the risk of excessive gambling. It is structured around three fundamental pillars. The first pillar responds to public health issues and aims to reduce the proportion and number of problem gamblers within the gambling market. Combating illegal gambling is the second

Additional national strategy documents for other substances and addictions	
	major axis of the regulator's actions and ultimately, their desire to provide effective economic solutions to changes in the sector.
Web address	<a href="https://anj.fr/sites/default/files/2024-01/Plan%20strat%C3%A9gique%20de%20l%27ANJ%202024-2026.pdf">https://anj.fr/sites/default/files/2024-01/Plan%20strat%C3%A9gique%20de%20l%27ANJ%202024-2026.pdf</a> [accessed 29/05/2025]
Gaming	
Strategy title	No specific strategy
Web address	
Internet	
Strategy title	No specific strategy There is no specific strategy regarding the digital space. Identifying and addressing problematic screen use, including video games, have been defined as priority themes within the current national strategy against addictions. More recently, following the "Children and Screens" report submitted to the President of the Republic in April 2024 (Bousquet-Bérard and Pascal 2024), interministerial work is underway to ensure the implementation of the expert committee's recommendations. For more information, see T3 on "New developments" in the 2024 Drug Policy WB.
Web address	Report "Children and screens, In search of lost time" <a href="https://www.elysee.fr/admin/upload/default/0001/16/fbec6abe9d9cc1bff3043d87b9f7951e62779b09.pdf">https://www.elysee.fr/admin/upload/default/0001/16/fbec6abe9d9cc1bff3043d87b9f7951e62779b09.pdf</a> [accessed 29/05/2025]
Other addictions	
Strategy title	No specific strategy for other addictions
Web address	

T1.1.5. Are there drug strategies/action plans also at the regional level? If yes, please specify at which level they exist (e.g. Länder, autonomous communities, counties) and complete the overview table below adding lines as necessary.

In 2023, MILDECA renewed the Interministerial Strategy for Mobilisation against Addictive Behaviours. The new strategy sees a continuation of efforts implemented in the 2018-2022 period, with the aim of developing territorial initiatives to combat addictive behaviours. To enhance support for regional project coordinators, MILDECA's mission officers, in addition to their existing remit, act as regional advisers.

MILDECA specifies the framework for preparing these programme documents in its [instruction for project managers<sup>1</sup>, of 28 March 2023](#) pertaining to the "Implementation of the Interministerial Strategy for Mobilisation against Addictive Behaviours 2023-2027 in the territories":

- The regional project manager drafts **the regional framework of the road map** and ensures the coherence of all departmental plans.
- Under the leadership of the departmental project manager, **an action plan for combating addictive behaviours** will be developed. The departmental action plan transforms government strategic guidelines into actions, by responding to local needs.

Interministerial steering of the national strategy is therefore entrusted at the local level to departmental and regional project managers in prefectures.

- To develop the regional roadmaps, prefectures in the regions are responsible for formalising the main aspects of the assessment, the results of consultations with institutional partners and the initiatives to be implemented at a regional level. Regional roadmaps are drafted in consultation with local partners

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Appointed within the prefectural team, the MILDECA project manager is responsible for leading the interministerial policy to combat drugs and addictive behaviour at regional and departmental level. This remit is generally entrusted to the Chief of Staff of the Prefect<sup>2</sup> For more details: [https://www.plus.transformation.gouv.fr/experiences/3260185\\_mon-commissariat-en-ligne](https://www.plus.transformation.gouv.fr/experiences/3260185_mon-commissariat-en-ligne) [accessed 29/05/2025].

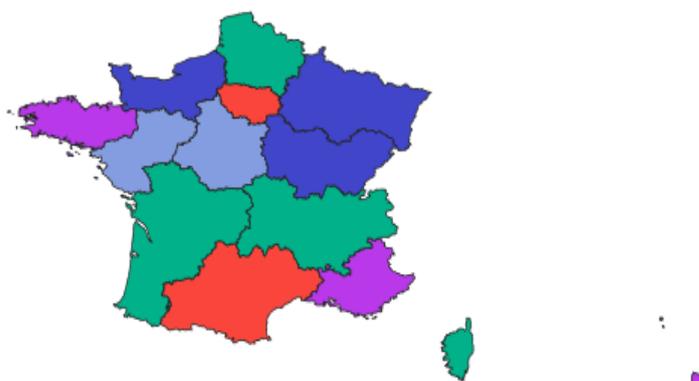
such as regional health agencies, educational institutions, the local justice system, internal security forces and NGOs.

- At the local level, each department is responsible for determining its respective focal areas, which are then broken down into specific initiatives, with a designated office to oversee implementation and scheduling. These departmental plans provide an opportunity to mobilise all partners in the territories (departmental delegations of regional health agencies, departmental education services, prosecutors and associated justice services, internal security forces, local elected officials and NGOs) and set appropriate local priorities.

Mid-2025, the situation was as follows:

- Eleven metropolitan regions (of the 13 regions in mainland France) and all the overseas departments and all the overseas departments and regions (Guadeloupe, French Guiana, Réunion, Martinique and Mayotte) have implemented a regional roadmap for mobilisation against addictive behaviours for 2023-2027. Thus, all regions except Centre-Val-de-Loire and Pays de la Loire have finalised their regional roadmaps.
- Depending on the region, some road maps were drafted and formally co-signed with Regional Health Agencies (ARS in French) (as in the Grand Est and Occitanie regions) or co-developed with other government agencies or departments (Education authority, judicial youth protection, prison authorities, etc.). Many regions involved the civil society and local authorities.
- Governance arrangements also vary by region. Some territories have established a dedicated regional steering committee which meets once a year; while other regions consider coordination methods which rely on more than one monitoring committee and/or thematic working groups. In many regions, the regional steering committee meets when calls for tenders for the allocation of MILDECA credits are published (see map below).

#### **Governance arrangements outlined in regional road maps 2023-2027**



- Multi-stakeholder steering committee set up at regional level
- More than one single committee
- Regional monitoring committee set up for the allocation of MILDECA funds
- No provisions for setting up a monitoring regional committee
- Region not having provided a regional framework

Source: OFDT's own draft based on 2023-2027 regional road maps identified by MILDECA on 30/05/2025, Metropolitan France, Corsica, Guadeloupe, Martinique, Guyane and la Réunion island.

- The coverage rate of departmental action plans for mobilisation against addictive behaviours in the mainland regions that have implemented a regional roadmap is encouraging: nearly half of the regions are fully covered (Corsica, Hauts-de-France, Ile-de-France, Normandy and PACA). In other regions, the coverage rate varies from 75% to 90% (Auvergne-Rhône-Alpes, Brittany, Grand-Est, Nouvelle-Aquitaine, Occitanie).
- Most of the departments in the two regions without a regional roadmap (Centre-Val de Loire and Pays-de-la-Loire) have implemented a departmental plan to combat addiction (4 out of 5 departments).
- Saint-Martin and Saint-Barthélemy (Overseas collectivities) have also drafted a local action plan for the implementation of the interministerial strategy.

*For more information:*

- [Guidelines of 28 March 2023](#) from MILDECA to the prefects in regions and departments relating to the implementation in the territories of the Interministerial Strategy for Mobilisation against Addictive Behaviour.
- [Circular of 14 December 2023](#) by MILDECA which places regional and departmental prefectures at the heart of the implementation of the strategic guidelines of the new 2023-2027 Interministerial Strategy for Mobilisation against Addictive Behaviours.
- [Circular of 18 February 2025](#) from MILDECA reaffirming the central role of the prefectures in driving local policy and mobilising all relevant stakeholders to achieve the objectives set out in the regional roadmaps and departmental action plans, on both the supply and demand sides.
- Activity report of the project managers for 2023 on regional initiatives to combat drugs and addictive behaviours, national summary (MILDECA 2024a).
- Activity report of the project managers for 2023 on regional initiatives to combat drugs and addictive behaviours, regional summary (MILDECA 2024b).

The regional roadmaps available for the 2023-2027 period are listed below.

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Auvergne-Rhône-Alpes	2023-2027	Auvergne-Rhône-Alpes Regional roadmap (2023-2027) <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87086">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87086</a>	Alcohol, tobacco, illicit substances, screens, gambling	<p>Within the implementation of the SIMCA and the EU Strategy and action plan 2021-2025, the road map is set out in line with the operational objectives of population and thematic health pathways defined by the Regional Health Agency, as part of the Regional health plan (PRS) 2018-2028. It highlights prevention and places particular emphasis on children and adolescents who are more vulnerable to the effects of psychoactive substances. It comprises the following 5 strategic objectives:</p> <ol style="list-style-type: none"> <li>1/ Prevent addictive behaviours among young people, as a health pledge.</li> <li>2/ Eliminate and control access to addictive substances.</li> <li>3/ Adapt and take preventive action in new party venue and events.</li> <li>4/ Involve business and public services in the prevention of addictive behaviours in the workplace.</li> <li>5/ Educate, engage, and support local councillors across all territories.</li> </ol>
Bourgogne-Franche-Comté	2024-2027	2024-2027 Regional mobilisation plan against addictive behaviours <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87072">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87072</a>	Alcohol, tobacco, illicit substances, screens, gambling	<p>This plan is structured around 6 objectives and 8 shared actions which reflect the issues related to the addictive behaviours in the region:</p> <ol style="list-style-type: none"> <li>1/ Give everyone the freedom of choice by enhancing psychosocial skills.</li> <li>2/ Ensure that every user receives suitable treatment.</li> <li>3/ Reduce the availability and accessibility of narcotic substances.</li> <li>4/ Make living environments more protective.</li> <li>5/ Use fairs and large-scale events as engagement opportunities.</li> <li>6/ Combat the sale of alcohol and tobacco to minors.</li> </ol>

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Bretagne	2023-2027	Regional roadmap <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87073">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87073</a>	Alcohol, tobacco, illicit substances, screens, gambling	The road map defines 5 main guidelines: 1/ Support children and parents to better prevent and treat addictive behaviours: prevention of addictive behaviours from an early age through offering support and resources to families to recognise and treat these problems. 2/ Identify users in order to offer them appropriate and targeted support: development of mechanisms to quickly identify individuals facing drug use-related problems and offer tailored solutions. 3/ Take action to reduce accessibility to licit and illicit substances and improve safety for all: implementation of measures to limit accessibility to addictive substances, particularly through awareness-raising activities, stricter regulations, and preventive mechanisms to reduce the availability of these substances. 4/ Prevent the harm associated with gambling and new technologies by implementing awareness and prevention measures: implementation of awareness and prevention campaigns to advise on the dangers of gambling and emerging technologies, particularly among young people. 5/ Establish effective governance to coordinate and implement these actions optimally: development of comprehensive strategies and consistent implementation of prevention policies between territories.
Corse	2023-2027	2023-2027 MILDECA roadmap: Corse Region <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87074">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87074</a>	Alcohol, tobacco, illicit substances, screens, gambling	Five strategic axes defined: 1/ Support the development of harm reduction programmes: actions in party settings. 2/ Continue to enhance prevention and take action in the early stages of drug use: give everyone the freedom of choice. 3/ Combat social media addiction and problem screen use. 4/ Ensure better compliance with the law and the ban on sale to minors, and strictly regulate advertising for risky products. 5/ Support the implementation of addiction awareness and training programmes.

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Grand Est	2024-2027	2024-2027 Regional roadmap for the fight against addictive behaviours in the Grand Est <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87076">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87076</a>	Alcohol, tobacco, illicit substances, behavioural addictions (screens, social networks, video games, gambling)	Definition of five axes aimed at covering both thematic and priority audiences (women of reproductive age up to the perinatal period and those around the child born or to be born, children/young people and those around them, professionals, vulnerable populations). It comprises the following axes: 1/ Inform, train, and communicate to educate the general public and support professionals. 2/ Protect young people and prevent them from developing addictive behaviours. 3/ Prevent and reduce harm in party settings, and at large-scale events. 4/ Enhance actions targeted towards vulnerable populations. 5/ Reduce exposure to substances.
Guadeloupe	2023-2027	Mobilising against addictions in Guadeloupe. Regional roadmap 2023-2027 <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87077">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87077</a>	Alcohol, tobacco, illicit substances, behavioural addictions (screens, video games, gambling)	The road map is divided into 4 strategic objectives, each of which concern priority audiences and all addictions. These objectives form part of the MILDECA 2023-2027 Interministerial strategy for mobilisation against addictive behaviours. Axis 1/ Addiction mapping in Guadeloupe: Increase collective awareness and engage local actors using reliable data and objective elements; Axis 2/ Early stages of drug use: Take action in the early stages of drug use, by means of effective awareness programmes and specific training for actors in the field of addiction. Axis 3/ Enhancing prevention: Enhance the health promotion and prevention policy with regard to addictive behaviours. Axis 4/ Public safety aspect: Contribute to public peace and safety by enhancing the coordination and effectiveness of interventions, through leveraging available resources and means: administrative closures, Departmental Anti-Fraud Operational Committee (CODAF), Local Council for Security and Crime Prevention (CLSPD), and Directorate of the Environment, Planning, and Housing (DEAL).

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Guyane	2023-2027	2023-2027 Regional roadmap for the fight against addictive behaviours <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87963">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87963</a>	Alcohol, cannabis (herbal), crack cocaine and other narcotics	<p>The regional plan for French Guiana is structured around 3 objectives, broken down into actions:</p> <ul style="list-style-type: none"> <li>• Objective 1: Protect vulnerable groups.</li> <li>• Objective 2: Raise awareness of the dangers of psychoactive substances (alcohol and illicit drugs).</li> <li>• Objective 3: Combat alcohol consumption.</li> </ul>
Hauts-de-France	2024-2027	2024-2027 Roadmap against addiction in the Hauts-de-France region <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87078">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87078</a>	Alcohol, tobacco, illicit substances (cannabis, nitrous oxide, poppers, CBS...), gambling	<p>The road map defines 4 priority axes divided into strategic objectives:</p> <p>Axis 1 - Pursue the prevention of addictive behaviours among young people.</p> <ul style="list-style-type: none"> <li>• Objective 1 - Protect minors by enforcing bans on the sale of tobacco, alcohol, and nitrous oxide.</li> <li>• Objective 2 - Give everyone the freedom of choice with a particular emphasis on children within the child welfare service and the PJJ Judicial Youth Protection Service.</li> <li>• Objective 3 - Strengthen the role of the family sphere.</li> </ul> <p>Axis 2 - Organise fairs and large-scale events as prevention opportunities.</p> <ul style="list-style-type: none"> <li>• Objective 1 - Involve students and universities in prevention, particularly in party settings.</li> <li>• Objective 2 - Use sporting events as opportunities to prevent addictive behaviours.</li> <li>• Objective 3 - Enhance training of sporting and party event organisers and engage partners.</li> </ul> <p>Axis 3 - A better response to the impacts of addictions.</p> <ul style="list-style-type: none"> <li>• Objective 1 - Protect unborn children.</li> <li>• Objective 2 - Reduce harm for people in contact with the criminal justice system.</li> <li>• Objective 3 - Engage workplaces in the prevention of addictive behaviours.</li> </ul> <p>Axis 4 - Combat the crimes and liabilities arising from drug trafficking.</p>

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Île-de-France	2023-2027	2023-2027 MILDECA Roadmap: Île-de-France region <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87071">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87071</a>	Alcohol, tobacco, illicit substances (nitrous oxide, crack...), behavioural addictions (screens, gambling).	In Île-de-France, the regional road map is a multiannual programme document pursuing the following two main objectives: - develop a long-term strategy responding to the territory's needs; - share common objectives. In light of SIMCA guidelines, the 2023-2028 Health Plan (PRS), and Île-de-France's territorial diagnosis, MILDECA project managers from departments in Île-de-France have chosen to prioritise the development of the following 4 axes: Axis 1: prevent and avoid the development of traditional and emerging forms of drug use among vulnerable populations. Axis 2: reduce harm associated with the abuse of psychoactive substances, particularly crack cocaine, the use of which affects all territories within Île-de-France. Axis 3: educate partygoers and local actors within the party scene on the harm associated with the heavy use of substances during parties and limit risky alcohol use. Axis 4: seize the opportunity presented by large-scale sporting events to promote prevention and change perceptions of addictive behaviour.
Martinique	2024-2027	2024-2027 Regional roadmap for the fight against addictive behaviours <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87964">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87964</a>	Alcohol, tobacco, cannabis, other narcotics, behavioural addictions	The regional strategy provides the strategic reference framework for combating addictions in Martinique. The regional roadmap reflects a shared and comprehensive commitment to combating addictions, through collaboration between the two administrations (Prefecture and ARS), in conjunction with institutional partners and local stakeholders. Four areas of intervention have been defined, together with specific objectives and actions. <ul style="list-style-type: none"> <li>• Area 1: Enhance information and communication with regard to addictions.</li> <li>• Area 2: Implement a prevention policy from an early age.</li> <li>• Area 3: Improve support for vulnerable populations.</li> <li>• Area 4: Restrict access to licit and illicit substances.</li> </ul>

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Réunion island	2023-2027	Conjuguons nos forces pour La Réunion [Joining forces for the Réunion island] - 2023-2027 MILDECA roadmap <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87080">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87080</a>	Alcohol, tobacco, illicit substances (including local specific products such as Zammal (cannabis), screens	Réunion's 2023-2027 territorial action plan is based on 3 strategic pillars, aligned with the priorities of the 2023-2033 Regional Health Plan. Axis 1: Promote a coordinated policy to prevent and combat addictions. Axis 2: Prioritise the enhancement of addiction prevention, and awareness among young people. Axis 3: Develop actions to combat addictions and drugs, particularly via the regulatory and legal routes.
Mayotte	2024-2027	2023-2027 MILDECA roadmap for Mayotte <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87081">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87081</a>	Alcohol, tobacco, illicit substances (including local specific products such as bangué (cannabis), « chimique » (mix of synthetic products), tibakou (chewing tobacco) or tremblou (palm wine), gambling	In line with the 2023-2028 Health Plan, and the National Health Strategy, three strategic axes have been assigned: Axis 1/ Take action to develop the skills of professionals working on addiction prevention. Axis 2 / Prioritise the enhancement of addiction prevention, and awareness among young people. Axis 3/ Develop actions to combat addictions and drugs, particularly via the regulatory and legal routes.
Normandie	2023-2027	Normandie regional roadmap <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87082">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87082</a>	Alcohol, tobacco, vaping products, illicit substances (including cocaine, nitrous oxide and diverted medications), screens, gambling	Normandy's road map identifies many priorities which departmental plans must respond to at local level. - Enhancement of prevention and pursuit of effective programmes targeted towards young people, particularly in the departments of Calvados, Manche, and Orne; - Roll-out of early detection and intervention programme; - Prevention in the workplace; - Actions adapted to populations in precarious situations; - Greater recognition of rural territories and suburbs; - Development of coordinated prevention and harm reduction interventions in party settings, particularly through the establishment of departmental and regional coordinating bodies; - A particular emphasis on female populations, especially young people.

Region	Year	Title and web link	Scope (main substances / addictions addressed)	Pillars / action areas
Nouvelle Aquitaine	2023-2027	Nouvelle-Aquitaine Regional roadmap (2023-2027) <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87962">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87962</a>	Tobacco, alcohol, cannabis, and other illicit substances (cocaine, amphetamines, synthetic drugs and other stimulants).	The roadmap includes three major strategic objectives as part of the SIMCA: <ul style="list-style-type: none"> <li>- Intensify the fight against narcotics and control access to addictive substances.</li> <li>- Prevent addictive behaviours among young people.</li> <li>- Adapt and implement prevention measures in new venues and at festive events.</li> </ul>
Occitanie	2023-2027	2023-2027 Occitanie regional roadmap <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87084">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87084</a>	Addictions with or without products	In line with the SIMCA and the 2023-2028 Health Plan (PRS), the road map highlights prevention and harm reduction associated with addictive practices in different living environments (professional, party, sporting) through consolidated regional governance. It defines 5 priority axes for intervention: <p>Axis 1: Strengthen partnerships, knowledge, and coordination between different actors.</p> <p>Axis 2: Prevent addictive behaviours among young people.</p> <p>Axis 3: Prevent and reduce harm in different living environments.</p> <p>Axis 4: Enhance actions targeted towards vulnerable populations.</p> <p>Axis 5: Pursue tobacco control, in line with national guidelines.</p>
Provence-Alpes-Côte d'Azur (PACA)	2023-2027	2023-2027 PACA regional roadmap <a href="https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87085">https://bdoc.ofdt.fr/index.php?lvl=notice_display&amp;id=87085</a>	Alcohol, tobacco and other psychoactive substances, gambling	Of the strategic objectives defined in the SIMCA, eight of them have been prioritised at regional level in the Provence-Alpes-Côte d'Azur region, to structure all actions to be co-financed by MILDECA in the period 2023-2027: <ol style="list-style-type: none"> <li>1. Give everyone the freedom of choice.</li> <li>2. Strengthen the key role of the family sphere.</li> <li>3. Ensure that every user receives suitable treatment.</li> <li>4. Strictly regulate the advertising and sale of risky products.</li> <li>5. Reduce the availability and accessibility of narcotic substances.</li> <li>6. Enjoy life together without psychoactive substances.</li> <li>7. Make living environments more protective.</li> <li>8. Create opportunities from fairs and large-scale events.</li> </ol>

*Note: Almost all departments in regions without a regional roadmap (Centre-Val de Loire and Pays-de-la-Loire) have a departmental plan (4 out of 5 departments).*

T1.1.6. Does the capital city of your country have a drug strategy/action plan? If yes, please state its full reference, website address and a short description of its scope (main substances / addictions addressed) and pillars/action areas and the main objectives addressed). If there is none and the national strategy or another strategy or key reports address the capital city's drug policy please describe that instead.

In 2019, the City of Paris, the prefecture of the Île-de-France region, the Paris police prefecture, the Île-de-France Regional Health Agency and MILDECA launched a mobilisation plan to address the issue of crack cocaine in Paris. Implemented in North-East Paris, it was adopted in order to regulate public places more effectively, in line with a policy of risk and harm reduction for crack cocaine and polydrug users living on the streets (<https://www.iledefrance.ars.sante.fr/system/files/2019-05/crack-plan-2019-2021-33-mesures.pdf>) [accessed 29/05/2025]. In 2023, full details of the strategy to combat crack cocaine consumption in Île-de-France were included in the regional health plan for the period 2023-2028 (<https://www.iledefrance.ars.sante.fr/media/116122/download?inline>) [accessed 29/05/2025]. More recently, institutional stakeholders presented the action report for the second phase of the plan, and approved new health, social and security measures for 2025 (<https://www.paris.fr/pages/lutte-contre-le-crack-un-plan-d-actions-2019-2021-6843>) [accessed 29/05/2025].

Among the major advances, the report highlights increased police presence, the development of street outreach teams and enhanced coordination between law enforcement and medico-social services.

For 2025, the stakeholders have reaffirmed their commitment to step up their efforts, by jointly mobilising health, social and law enforcement measures. While aligning with the guidelines of the 2023-2027 national strategy against addictive behaviours, the new measures are in accordance with the ongoing objectives of the 2019 Plan:

- increase the places in specialised accommodation units.
- create a residential treatment centre in the outer suburbs, with specific support for pregnant women and young mothers.
- expand the referral programme for treatment and aftercare outside the Île-de-France region.

develop a paid alternative work scheme to support the social and professional reintegration of users.

Also, the Paris City Council and the Seine-Saint-Denis Departmental Council have a service in charge of the metropolitan policy for the prevention of risk behaviours (MMPCR). The MMPCR is attached to the Public Health Department of the City of Paris and the Solidarity Unit of the Department of Seine-Saint-Denis. It is a resource for the two regions that intervenes at the crossroads of the fields of social cohesion, education, health, integration, and justice, to promote the prevention of risk behaviours (<https://mmPCR.fr/>) [accessed 29/05/2025].

T1.1.7. What elements of content (objectives, priorities, actions) of the EU Drugs Strategy 2021-25 and of the EU Drugs Action plan 2021-25 or the previous 2013-20 EU Drugs Strategy and its two action plans were directly reflected in your most recent national drug strategy or action plan?

The Interministerial Strategy for Mobilisation against Addictive Behaviour 2023-2027 places its action within the common strategic framework defined by European drug policy, guided by a balanced approach to reducing supply and demand, and transversally oriented in the fight against the consequences linked to psychoactive substances.

In line with the 2021-2025 EU strategy, the French strategy aims to ensure a high level of protection for populations against the health, social, security and economic consequences linked to the consumption and trafficking of illicit products, by paying special attention to vulnerable populations. In accordance with the fundamental principles of the European strategy, it aims to develop global, coordinated and coherent action based on solid knowledge which is both participatory and fully understood by all partners, users and the general public.

T1.1.8. *Optional. Please provide any additional information you feel is important to understand the governance of drug issues within your country.*

## T1.2. Evaluation of national drugs strategies

The purpose of this section is to

- Summarise the most recent national drug strategy evaluation.
- Where none has been completed, please summarise any available strategy review process.

T1.2.1. List the titles and timeframes of recent national drug strategy and action plan evaluations, and/or issue specific evaluations of initiatives that are considered as official representative assessments of the national drug strategy measures, providing links to PDFs.

The first evaluation conducted in France on government policy focused on the 1999-2000-2001 three-year plan (Setbon *et al.* 2003). The following 2004-2008, 2008-2011 and 2013-2017 plans also included evaluations but in the form of the monitoring of key indicators (PDF not available online). In addition, an external team from the academic world was asked to evaluate four actions in the 2013-2017 plan (Bergeron *et al.* 2018). The most recent evaluation exercise concerns the mobilisation plan against addictions 2018-2022 which gave rise to a final assessment (MILDECA 2022).

T1.2.2. Please summarise the results of the latest strategy evaluation describing:

- The evaluation team (internal / external / mixed evaluation team);
- Its timing (before, during, after the timeframe of the current strategy);
- Its scope (whole strategy or certain pillars, issues, or actions);
- The assessment criteria (e.g. relevance, implementation, outcome etc.);
- The method (qualitative / quantitative / mixed);
- The main findings and limitations;
- The recommendations and how they were or will be used in drug strategy revision.

The 2018-2022 national plan was the subject of overall monitoring, the results of which were made public in March 2023 (MILDECA 2022) during the official adoption of the new mobilisation strategy for the 2023-2027 period. The evaluation exercise was piloted by the MILDECA as part of an internal evaluation. Conducted upon expiry of the plan, the purpose of the evaluation was to take stock of the evolution of the dynamics advocated and the components facing challenges in order to come up with prospects for action with a view to the new strategy.

The methodological approach was twofold, qualitative and quantitative. Its qualitative aspect was based on work and exchanges with State services involved in the fight against drugs and addictive behaviours, in two regions that are representative of the territorial dynamics underway: Occitanie and Normandy. Regional and departmental prefectures, regional health agencies, public prosecutors and education authorities were also involved. This initial evaluation exercise was completed by the monitoring of quantitative indicators, together with targets to be achieved by the end of the plan. As the periodic surveys from which the indicators are taken are carried out, the OFDT has reported the results of the defined dashboard, in order to monitor trends.

With regard to the main results of this evaluation, the assessment identified several major advances in the policy conducted over the last five years (2018-2022):

- In the field of information, the emphasis has been placed on large-scale communication campaigns and social marketing operations on the risks associated with the use of licit drugs (tobacco and alcohol) and illicit drugs (cannabis, MDMA, nitrous oxide, GHB and cocaine). Special attention has been paid to children and adolescents, resulting in the accelerated roll-out of life skills programmes and the identification of problematic uses of screens (including video games). A priority area for prevention was also the workplace, which was disrupted by the Covid-19 public health crisis and where the risk of addictive behaviour has increased for some employees. The mobilisation of professional actors around the prevention of addictive behaviours has gone hand in hand with that of primary care professionals to identify, in the greatest number of patients, possible risky behaviours, and to support people in difficulty, by directing them if necessary to specialised structures and services.
- In terms of risk reduction, the experiment with lower-risk consumption rooms (DCR) has come to an end. The evaluation of the Paris and Strasbourg DCR conducted by INSERM confirmed the interest of these schemes in improving the health of users, avoiding significant medical costs and limiting nuisances for local residents (in particular, the reduction in the number of injections and syringes left in the public domain). The positive results of the evaluation allowed the system to be renewed under the title "Addiction care drop-offs" (Haltes soins addictions/HSA) for three years. The health crisis linked to Covid-19 has accelerated the deployment of so-called « reaching out » approaches and facilitated better consideration of the problems linked to addiction suffered by the most vulnerable groups.
- In the field of coordination of public action at a regional level, the assessment shows the efforts made in recent years to strengthen its support for regional actors to achieve effective action. The topics for which

coordination was successful are varied, reflecting the scope of this policy: forming an educational alliance to reinforce the psycho-social skills of children and adolescents; creating protective environments around them (observance on the ban on sales to minors, setting up of trusted places and family protection); reinforced coordination between the forces involved in the fight against drug trafficking under the aegis of the new OFAST branches; regulating local party settings, whether regular, in certain streets or neighbourhoods, or occasional (festivals, celebrations); coordinating health care providers to facilitate the inclusion of patients in clear health care pathways, with a strong remote support dimension; supporting vulnerable people (e.g. crack users in Paris; disseminating harm reduction practices in reception and accommodation facilities; experimenting with regional schemes to prevent young people from becoming involved in drug trafficking).

- With regard to festive gatherings, it is emphasised that prefectures have mobilised local players to reduce the risky use of psychoactive substances and the associated health and social damage (violence, disturbance of public order and peace). The resumption of the festive life in the summer of 2021 required particular vigilance.
- The Government's commitment to combating drug trafficking has resulted in a comprehensive and ambitious anti-trafficking plan, adopted in September 2019 (Ministère de la Justice *et al.* 2019) which should give rise to a new plan for the next five years, currently under development. The two major advances highlighted were the deployment of the fixed criminal fine (AFD) in the area of narcotics and the multiplication of operations to destabilise drug dealing locations, based on an inventory of these locations, now also thanks to the ability of citizens to report these locations online from the website<sup>2</sup>.
- More generally, and in the very particular context of the Covid-19 epidemic (marked by the destabilisation of traffic and the interruption of flows), the initiative action of the internal security forces was maintained in 2020 with an acceleration since the second half of 2021, extended into 2022, of seizures of products and seizures of criminal assets. On 18 May 2021 and 3 March 2022, the Prime Minister chaired interministerial committees to combat narcotics, thus reinforcing the Government's commitment in this area.
- Significant investments were highlighted in the field of research, notably through the Fund for Combating Addictions. An annual budget of €10 million allocated over the period 2019-2022 to the National Institute for Health and Medical Research (INSERM) and the National Cancer Institute in partnership for financing research projects in the field of the addictions illustrates such efforts. In particular, the evaluation of the drug consumption room experiment by INSERM and the INSERM collective expertise on alcohol constitute a solid new basis of knowledge for directing public action in these areas.
- With regard to international action, the assessment highlights the institutional position of the French authorities, who continue to promote a global and balanced approach to the fight against drugs, based on the defence of human rights, in international bodies (in particular the United Nations Commission on Narcotic Drugs, INTERPOL, WHO and UNODC) and European bodies (in particular EUROPOL, FRONTEX and OSCE), and to increase cooperation actions, in particular by rolling out expert missions to train internal security forces in partner countries on all aspects of the fight against drug trafficking.

The assessment also highlights the main challenges identified and the progress to be made, which will guide the next government strategy.

- A major concern is vulnerable sections of the population. For the general public, the protection of minors is highlighted as a key priority for the coming years. Emphasis is placed on the urgent need to identify new forms of action to put an end to the massive non-compliance with the ban on the sale of alcohol, tobacco and gambling to minors, and the need to provide appropriate responses for vulnerable people (people with disabilities, detained persons, etc.).
- Another key area highlighted by the assessment report concerns the restructuring of addiction services (review of missions, associated costs and budgets; better coordination between the health and medico-social sectors, etc.), which has been partially undertaken over the last five years and which represents a major challenge for the coming period.
- Finally, the mobilisation of local authorities has mainly concerned municipalities and departmental councils. Regional councils have not been asked to take a more systematic account of the problem of

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<sup>2</sup> For more details: [https://www.plus.transformation.gouv.fr/experiences/3260185\\_mon-commissariat-en-ligne](https://www.plus.transformation.gouv.fr/experiences/3260185_mon-commissariat-en-ligne) [accessed 29/05/2025].

addictive behaviours in the support provided to people covered by the training and employment policies managed at this level: job seekers, apprentices, vocational trainees in various branches of industry, etc. It would also be useful to give local missions more tools.

In addition to the evaluation carried out by MILDECA at the end of the government strategy, the monitoring scheme was based on a table of indicators that made it possible to monitor developments in around fifteen priority objectives. This monitoring table was filled in periodically by the OFDT, as and when the surveys from which the indicators are derived were carried out, and communicated to the MILDECA to enable it to guide public action on drugs.

A variety of sources were used:

- representative surveys (EROPP survey on French people's representations, opinions and perceptions, data from the *Santé publique France* Health Barometer on drug use among adults, or surveys of young people, such as ESCAPAD or EnCLASS on the age of first use, uses, access to products, etc.);
- additional surveys carried out in certain environments (RECAP system in health care centres, the EnCAARUD survey in harm reduction facilities, in the workplace, etc.) or among specific populations (pregnant women on drug use during pregnancy and recommendations received by health professionals to prevent it, the incidence of HIV among injecting drug users, victims of violence, etc.);
- health insurance data (patients who have received a brief intervention, beneficiaries of opioid substitution treatment, etc.) and data from existing registers (road accidents, fatal overdoses, etc.);
- statistics on the fight against trafficking (seizures of drugs, criminal assets, number of criminal organisations impeded, number of people charged with drug offences, etc.).

However, the data collected does not allow for a satisfactory measurement of changes in addictive behaviour over the duration of the plan (2018-2022). By mobilising the available data, however, the following can be noted:

- Contrasting trends in the use of psychoactive substances in the general population.
- A significant drop in experimentation and consumption among adolescents.
- High accessibility of products perceived by adolescents.
- Strong growth in sales of smoking cessation treatments but stable demand from patients for support as part of a brief intervention-based approach for their consumption of alcohol or tobacco.
- A decrease in fatal accidents on the road caused by alcohol and narcotics.
- A redoubling of efforts to combat narcotics.
- The unavailability of recent data on violence committed by perpetrators under the influence of alcohol or drugs.

T1.2.3. Are there any evaluations planned, e.g. annual progress reviews, mid-term, or final evaluations of the current national strategy? If yes, please specify the type of evaluation that is planned.

The Strategy of Mobilisation against Addictive Behaviour does not highlight the evaluation mechanism planned to assess its priorities for action or its concrete achievements over the next five years. However, the strategy for 2023-2027 sets the objective of promoting evaluation within the framework of specific experimental programmes (Strategic orientation n°. 10 "Observe, enlighten and evaluate for improved performance").

Two funding levers are mobilised:

- Credits from the MILDECA to support the initiatives of the ministries and to experiment, on a few sites and for a limited period, with innovative mechanisms for prevention, health and social care, law enforcement and the fight against trafficking which may be taken over by the ministries if they prove to be relevant following assessment.
- Credits from the Fund for Combating Addiction as part of the civil society mobilisation call for projects and the IreSP's "Research" call for projects focusing on the addictions component.

For example, the 2023-2027 strategy refers to the following assessments:

- The evaluation of programmes to strengthen psychosocial skills such as the "Good Behaviour Game" (GBG) tested in the Nice academy since 2016, and the PRIMAVERA programme deployed in the academies of Paris and Amiens.
- That carried out by INSERM on the DCRs, which enabled the drafting of new specifications for the future addiction treatment centres (HSA).
- Experimental programmes to prevent the involvement of young people in drug trafficking (LIMIT'S programme) which, since their initiation, have been accompanied by an external assessment.
- The problem-solving Justice mechanism will also be evaluated from the end of 2022.

Moreover, as part of annual monitoring, MILDECA relies on responses provided by departmental and regional project managers, who are responsible for leading government policy at local level, to evaluate territorial action in implementing national guidelines. The first monitoring elements pertaining to the implementation of public action on combating addictions for the period 2023-2027 are presented in the 2023 project managers' activity report (MILDECA 2024b). This report outlines the distribution of all initiatives implemented by the prefectures by main category regarding the use of funds allocated by MILDECA to project leaders. In 2023, over €8.6 million of initial funding was allocated. It was observed that:

- Prevention actions remained predominant. In 2023, prevention actions accounted for 54% of expenditure (51% in 2022 and 2021).
- Prevention actions are gradually being extended to new areas of intervention. While the share of initiatives in schools and professional environments remains stable, there has been an increase in resources dedicated to prevention in the alternative party scene (over €150 000 of additional funding between 2022 and 2023).
- Funding for security, public order and law enforcement measures has seen a slight increase.
- The share dedicated to initiatives targeting people in contact with the criminal justice system has fallen, dropping from 71% in 2022 to 63% in 2023.
- After a sharp decrease between 2021 and 2022, funding allocated to initiatives targeting crime and trafficking increased in 2023, amounting to just over €250 000, thus representing 17% of actions funded under the theme "strengthening security, public order and law enforcement".
- The proportion of initiatives targeting vulnerable groups is decreasing.
- The majority of initiatives target young people and are largely driven by associations. For the first time, the number of local authorities involved in projects exceeds the number of schools.

### T1.3. Drug policy coordination

The purpose of this section is to

- Provide a brief summary of the coordination structure involved in drug policy in your country
- Describe the main characteristics of each coordination body

T1.3.1. Describe your national drug policy coordination bodies. Explain their level and role (e.g. the inter-ministerial, national, regional and local, strategic and operational, hierarchical relationships, and the ministries they are attached to. Please include a summary graphic.

Founded in 1982 and reporting to the Prime Minister since 2008, the MILDECA prepares, leads and coordinates government strategy to combat drugs and addictive behaviour. Under the authority of the Prime Minister, the Interministerial Committee for the Fight against Drugs and Addictive Behaviour is responsible for approving the government strategy. It is made up of ministers and state secretaries and is the government's decision-making body in the area of drugs.

At regional and departmental level, MILDECA project managers lead interministerial policy. The [MILDECA circular of 12 December 2022](#) specifies the role of project managers. They are responsible for mobilising all decentralised State services and improving the implementation of sectoral policies (Regional Health Agency, Local Education Authority, Public Prosecutor's Office, in particular) on the one hand, and supporting the local network by consulting and by associating all the institutional partners and the associative actors on the other hand. They are designated within the prefectural team. With a few exceptions, it is the director of the Prefect's cabinet who is in contact with the MILDECA project manager. In direct collaboration with the Prefect, the director of the cabinet is the permanent correspondent of the ministerial cabinets. He/she endeavours to promote State policy by maintaining close relations with the media, elected officials and socio-

economic representatives. He is more particularly specialised in security and assists the Prefect directly to lead and coordinate the action of the services responsible for respecting public order and the protection of people and property (police, gendarmerie and emergency services). He/she particularly follows crime prevention policies, road safety issues, litigation for acts of terrorism or attacks, etc.

More specifically, the regional project managers steer the exercise of developing and monitoring the regional roadmap<sup>3</sup> -in application of the interministerial strategic orientations - and are responsible for ensuring the local network leading the response to needs, regional coordination of allocated intervention credits and to provide methodological support to departmental project managers. The departmental project managers are directly responsible for the operational implementation of the axes defined by the annual guidelines provided by the MILDECA and the axes of the regional roadmap. The [instruction of March 28, 2023](#) defines the mechanism for coordinating public action to combat addiction at departmental level, which is structured around a departmental action plan and a steering committee, distinct from the funding committee for MILDECA credits.

Each year, MILDECA issues guidelines to the prefectures setting out the main directions, priority projects and rules for the use of funds, enabling its project managers to drive, lead and coordinate the State's initiatives focused on the prevention of and fight against drugs and addictive behaviours at a local level. The drafting of multi-year agreements on objectives with institutional actors (prosecutors, local education authorities, Regional Health Agencies (ARS)...), the voluntary sector, and territorial partners is encouraged (see T1.1.5.).

In 2024, the total annual amount allocated to the prefectures was €8.6 million ([MILDECA Circular of 14 December 2023](#)). This same amount was renewed for 2025 to enable the prefectures to continue local coordination and mobilisation of stakeholders contributing to the implementation of government policy ([MILDECA Circular of 18 February 2025](#)).

Intervention funds allocated by MILDECA to the prefectures may be used in conjunction with other State funds within the framework of national guidelines for crime prevention (funds from the interministerial crime prevention fund), urban policy or the departmental road safety action plan. In addition, project managers can participate in decisions on the allocation of intervention credits delegated to the Regional Health Agencies (ARS), from the Regional intervention fund (FIR) and the Fund for Combating Addiction (FLCA) which make it possible to support, generally within the framework of calls for projects, local actions in line with their regional health project and their regional programme to reduce smoking.

As well as the delegation of MILDECA credits to prefectures, MILDECA directly funds local projects as part of a national call for proposals aimed at territorial communities who want to get involved, together with the government, in the construction of an action plan that contributes to the implementation of government policy at territorial level. Since 2018, six national calls for projects<sup>4</sup> have been issued by MILDECA, enabling agreements to be signed with 81 municipalities or intermunicipal authorities. Endowed with 1 to €2 million each, this funding represents a total amount of €8.8 million in grants, from the narcotics support fund.

Launched at the end of 2024, the latest call for projects aimed at municipalities and intermunicipalities (MILDECA 2024c) focused on preventing young people from getting involved in drug trafficking. More specifically, the objectives of the projects to be selected for 2025 are as follows:

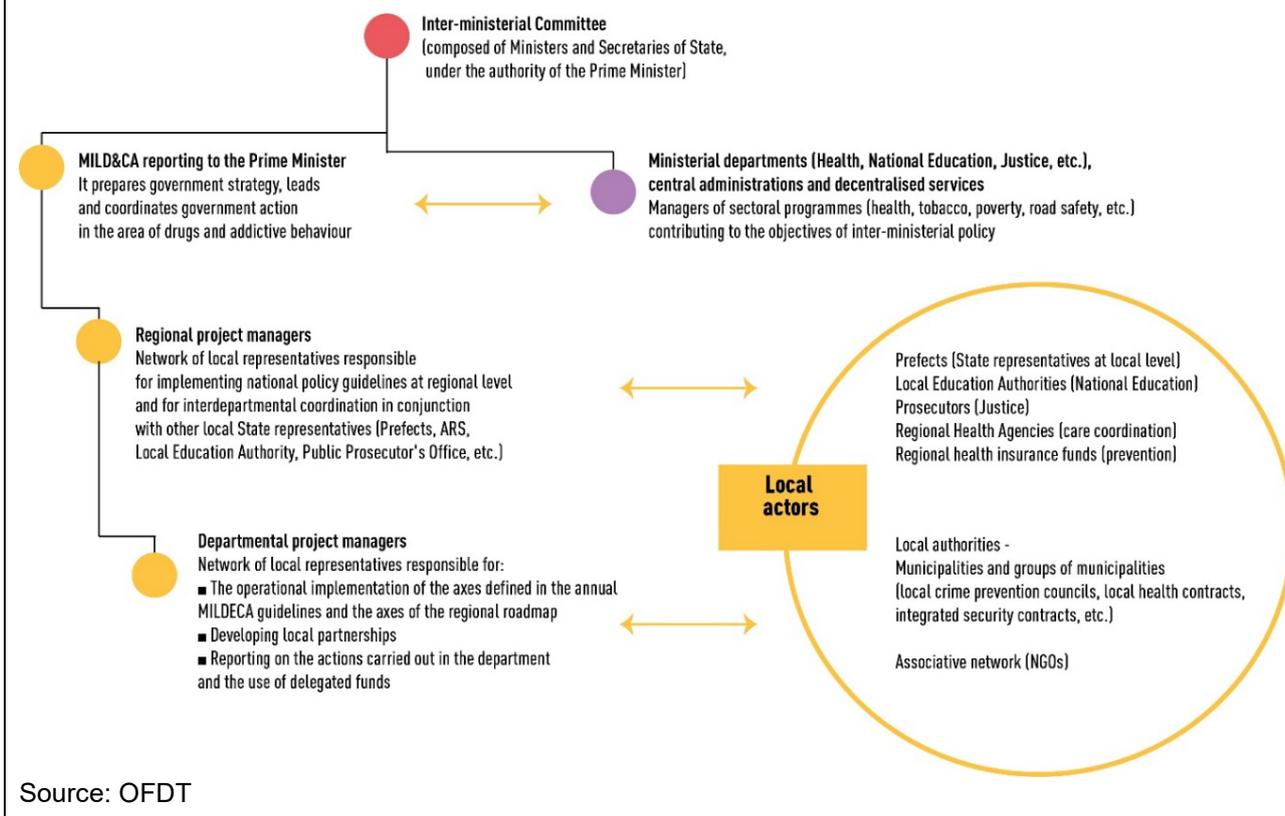
- Create a partnership-based, transdisciplinary dynamic on the theme of youth involvement in drug trafficking by mobilising all stakeholders (elected officials, representatives of public services, housing providers, NGOs, residents), enabling greater awareness of the phenomenon, the development of shared local assessments, and the collective selection of the main directions for the project.
- Foster the development of protective environments by mobilising psychosocial skills, training professionals who work with young people, supporting parents and strengthening their ability to counteract the appeal of criminal networks.
- Combat the appeal of trafficking by debunking misconceptions about trafficking (in particular the myth of easy money), challenging the positive image of drug traffickers (especially on social media), and offering alternative pathways to success.
- Better identify young people most at risk to offer them and their families tailored support, by promoting educational and professional integration.

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<sup>3</sup> It is the 2018-2022 Government plan which established regional road maps implementing the national guidelines of the mobilisation plan on addictions, in light of local needs.

<sup>4</sup> As part of the 2024 call for projects, the amounts granted by MILDECA to local authorities involved in local projects ranged from €50 000 to €240 000 over a period of three years per project.

– Rethink the use of public space in areas affected by drug dealing hotspots, in collaboration with residents, social housing providers and project partners.



## T1.4. Drug related public expenditure

The purpose of this section is to outline what is known about drug related public expenditure.

T1.4.1. Report on drug-related expenditure: the procedure followed to approve drug-related expenditure; drug budgets attached to national policy documents and provide a brief summary of recent estimates.

The State budget is prepared by the Government and voted by Parliament as part of the drafting of the finance law, following a programmatic rationale. As the "drugs" policy falls within the interministerial remit, a dedicated transversal policy document (DPT) is used to present the budgetary programmes contributing to the interministerial policy to combat drugs and the related tax expenditures. It is annexed to the finance law. It sets out the objectives of the transversal policy and the means implemented to achieve them within the interministerial framework. The DPT devoted to the policy to combat drugs and addiction is prepared by the MILDECA - ministerial responsible- in collaboration with the ministries contributing to the implementation of State action in this area. It presents the main expenditures related to all programmes contributing to government policy (execution N-2, voted appropriations N-1 and proposed appropriations for year N). Non-calculable expenses and those whose cost is insignificant are excluded. The list of expenses for the actions of the programmes concerned is proposed by the Budget Department at MILDECA. The ministerial responsible for each programme must ensure that an overview of all financial contributions from public administrations to cross-cutting policy is provided, including, where possible, expenditure incurred outside of the field of administration alone, and particularly, credits included in the Health insurance funding act, to

support the hospital sector in health care for addictions<sup>5</sup>, the medico-social system specialised in addiction<sup>6</sup>, and the reimbursement of medicinal products.

In addition, since 2019, the health insurance branch of the Health insurance funding act has included a new donation to be used to finance the “Fund for Combating Addiction”. Created by the Social Security Financing Act for 2019 ([law 2018-1203 of 22 December 2018](#)), the Fund for Combating Addiction has succeeded the Fund for Tobacco Control in order to finance substance-related addiction programmes, particularly for tobacco, alcohol, and cannabis. It has also covered behavioural addictions since 2022. In particular, it finances prevention and research actions at local, national, regional and international level<sup>7</sup>. The MILDECA is a member of the governance bodies of the FLCA, alongside the Ministry in charge of Health and Health Insurance. The Select Committee issues an annual opinion on the actions to be financed by the Fund for the current year from among the priority actions proposed by the Strategic Orientation Council. In 2023, the Fund for Combating Addiction was allocated a maximum of 130 million euros ([Decree of 28 December 2023](#) modifying the list of recipients and the amounts allocated to the Fund for Combating Addiction). In 2023, €34 million was paid into the regional intervention fund<sup>8</sup> (FIR) to finance the regional roll-out of priority national actions in the field of addiction, and the delivery of regional smoking reduction programmes (Ministère de la Santé et de l'Accès aux soins 2024).

The most recent update of the amount of public expenditure concerns the funds executed for the year 2023 (Premier ministre 2024).

This estimate put government expenditure at €2.381 billion (compared to €2.230 billion in 2022), in addition to National Health Insurance funding amounting to €1.074 billion (compared to €968 million the previous year). In total, combined government and national health insurance expenditure is estimated at €3.455 billion in 2023 (compared to €3.198 billion in 2022), equivalent to 0.12% of France's gross domestic product (GDP).

External evaluations focusing more broadly on the social cost of drugs are periodically carried out by specialised researchers. The social cost of drugs in France was estimated in 1996, 2003, 2010 (Kopp 2015; Kopp and Fenoglio 2004, 2006) and more recently in 2019 (Kopp 2023). The latest estimate has been carried out with the support of the Fund for Combating Addiction under the coordination of the OFDT. This study assesses the social cost of illicit drugs at 7.7 billion euros, a far cry from the amount estimated for alcohol (156 billion euros) and for tobacco (102 billion euros). The results of the study confirm a social cost of drugs that is much higher than the resulting tax revenue.

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<sup>5</sup> The supply of hospital care for addictions is funded primarily through regional donations from MIGAC (Missions of General Interest and Support to Contracting) for healthcare institutions. The [circular of 26 September 2008](#) pertaining to the Hospital addiction treatment sector defines its structure. The sector, composed of one or more healthcare institutions, is spread over 3 levels (local, referral across a territory, and regional referral). More recently, credits to support hospital-based Addiction liaison and treatment teams (ELSA) have been transferred to the regional intervention fund (FIR), managed by regional health agencies.

<sup>6</sup> Credits from the national objective for medico-social health insurance expenditure (ONDAM) are delegated to Regional health agencies to finance addiction care facilities, which propose specialised treatment for people suffering from addictions (CSAPA specialised drug treatment centres and CJC Youth Addiction Outpatient Services, CAARUD harm reduction facilities, therapeutic communities).

<sup>7</sup> As part of the five-year agreement on objectives and management between the French government and the French national health insurance scheme (Assurance maladie) for the period 2023-2027, the fund is financing nationwide initiatives, particularly “smoke-free workplaces” and psychosocial skills development programmes through financing the enhancement of communications operations among the general public (social marketing), led by Santé publique France (SpF) on addictions (tobacco, alcohol, illicit drugs and gambling). The FLCA also supports innovative actions carried out by civil society in particular (via calls for proposals and calls for expressions of interest), with the aim of contributing to combating the excessive consumption and addictive behaviours associated with them; and providing its financial support to research carried out by INCa (National Cancer Institute) and IReSP (Institute for Public Health Research), as well as studies, surveys, and monitoring work conducted by the French Monitoring Centre for Drugs and Drug Addiction (OFDT). At territorial level, the Fund for Combating Addiction has been used to finance projects spearheaded by Regional Health Agencies (ARS) and those led by the Public Health Insurance Fund and the Health Insurance Fund for Agricultural workers' and farmers offices. The fund has also financed international actions, particularly France's participation in the WHO Framework Convention on Tobacco Control, and the construction of a “French-speaking knowledge hub” aimed at promoting the transfer of knowledge and skills between international actors involved in tobacco control.

<sup>8</sup> Provided for in Article L. 1435-8 of the Public Health Code. The Regional Intervention Fund (FIR) is financed for the most part by compulsory national health insurance schemes (95% of the FIR 2022), which fall under a dedicated sub-target of the national objective for health insurance expenditure (ONDAM), supplemented by funding from the National Solidarity Fund for Autonomy (CNSA) and the Fund for Combating Addiction (FLCA). In addition, it may be supplemented by credits from the State budget.

**T1.4.2. Optional.** Breakdown the estimates of drug related public expenditure.

Use the Standard Table on public expenditure or Table IV to report data and break the information down according to supply, demand and transversal initiatives. Additionally, whenever possible use the COFOG classification, the Reuters classification or where not possible the classification applied in your country (with an explanation). Report also if estimates are based on Labelled or Unlabelled data. Last but not least, report Total expenditure.

In 2023, the contribution from the Government and Health Insurance reached €3.455 billion euros (representing 0.12% of the gross domestic product (GDP) in France (2023 value, current prices) (Eurostat 2025). Credits identified as such in public accounting documents represent 26% of the total, while unmarked expenditure represents 74% of tracked resources. Efforts devoted to reducing supply account for 55% of total expenditure, compared with 44% of funds allocated to demand reduction measures and 1% to cross-cutting initiatives).

Table IV. Break-down of drug related public expenditure

Expenditure	Year	COFOG Classification	National accounting classification	Trace (Labelled, Unlabelled)	Name of the programme
13 419 381	2023	01.3 - General services	129	Labelled	Coordination of government activities
16 298 770	2023	01.3 - General services	209	Unlabelled	Solidarity with developing countries
3 498 340	2023	01.3 - General services	105	Unlabelled	Action by France in Europe and throughout the world
885 015	2023	01.3 - General services	354	Unlabelled	Territorial administration (change in wording in 2019)
6 061 630	2023	09.1 - Pre-primary and primary education	140	Unlabelled	Primary State school education
150 423 138	2023	09.2 - Secondary Education	141	Unlabelled	Secondary State school education
17 869 893	2023	09.2 - Secondary Education	143	Unlabelled	Technical agricultural training
232 264 036	2023	09.2 - Secondary Education	230	Unlabelled	Student life
6 167 866	2023	09.8 - Education n.e.c.	207	Unlabelled	Road safety and education
11 325 012	2023	09.8 - Education n.e.c.	147	Unlabelled	Urban policy
250 000	2023	09.4 - Tertiary Education	142	Unlabelled	Agricultural higher education and research
3 070 000	2023	07.4 - Public Health services	204	Unlabelled	Prevention, health safety and health care delivery
12 405 326	2023	09.8 - Education n.e.c.	219	Unlabelled	Sport
23 000	2023	07.4 - Public Health services	123	Labelled	Overseas living conditions
34 000 000	2023	07.4 - Public Health services	Social security Budget	Labelled	FLCA supplementing the FIR in the region (allocation 1.2.30 supporting regional rollouts of the tobacco control programme and the SIMCA)
55 567 746	2023	07.4 - Public Health services	Social security Budget	Labelled	FLCA to support large-scale national interventions or specific schemes
1 180 096	2023	09.2 - Secondary Education	Social security Budget	Labelled	FLCA to support prevention actions in schools (rollout of the Tabado programme)
7 203 384	2023	10.4 - Family and Children	Social security Budget	Labelled	FLCA to ensure the protection of young children
1 110 114	2023	10.4 - Family and Children	Social security Budget	Labelled	FLCA to support the treatment of addictions in the accommodation and integration sector

Expenditure	Year	COFOG Classification	National accounting classification	Trace (Labelled, Unlabelled)	Name of the programme
549 330 000	2023	10.5 - Social protection and social exclusion n.e.c.	Social security Budget	Labelled	Specialised health expenditure (National target for medico-social health insurance expenditure excluding CNSA, known as "specific")
71 371 410	2023	0.7.1 - Medical products, appliances and equipment	Social security Budget	Labelled	Reimbursement for opioid substitution medication
143 497 165	2023	07.3 - Hospital services	Social security Budget	Labelled	Specialised healthcare expenditure (ELSA-Hospital-based Addiction liaison and treatment teams and hospital addictology consultations)
200 000 000	2023	07.3 - Hospital services	Social security Budget	Unlabelled	Hospital healthcare expenditure (addiction treatment)
415 670	2023	10.4 - Family and Children	304	Unlabelled	Social inclusion and protection of individuals (change in wording in 2016)
772 090 095	2023	03.1 - Police services	176	Unlabelled	National police force
4 533 060	2023	03.3 - Law courts	182	Unlabelled	Judicial youth protection service
119 426 211	2023	03.3 - Law courts	166	Unlabelled	Legal justice
2 353 034	2023	03.4 - Prisons	107	Unlabelled	Prison authorities
744 647 097	2023	03.6 - Public order and safety n.e.c.	302	Unlabelled	Facilitation and safeguarding of exchanges
260 441 192	2023	02.2 - Civil defence	152	Unlabelled	National <i>Gendarmerie</i>
810 867	2023	02.2 - Civil defence	178	Unlabelled	Preparation and use of forces
10 354 968	2023	07.5 - R&D Health	Social security Budget	Labelled	FLCA to implement the research programme on addictive behaviours (INSERM/Iresp/INCA) and the observation programme on addictive behaviours (OFDT)
430 000	2023	03.5 - R&D Public order and safety n.e.c.	Complementary MILDECA Budget	Labelled	"Narcotics" support fund for the implementation of PIRALAD
2 000 000	2023	09.8 - Education n.e.c.	Complementary MILDECA Budget	Labelled	"Narcotics" support fund to prevent young people's involvement in drug trafficking

Source: drafted by OFDT based on:

- the Initial Budget Act for 2025 (Premier ministre 2024),
- the [Interministerial instruction of October 23, 2023](#) pertaining to the budget campaign for medico-social facilities<sup>9</sup> for 2023,
- the Medic'AM 2023 Health insurance system database<sup>10</sup>,
- and 2023 budget and tariff circulars for healthcare institutions, making it possible to track allocations to the hospital addictology care network for 2023. (Circulars of June 6, 2023, October 19, 2023 and December 12, 2023<sup>11</sup> drafted as part of the Social Security Financing Act for 2023).

<sup>9</sup> Delegation of credits to medico-social facilities and services (ESMS) for 2023 to support centres for the reduction of drug-related harms (CAARUD) and treatment and prevention centres for addiction (CSAPA).

<sup>10</sup> Total opioid substitution medication reimbursements by all health insurance schemes for community pharmacy deliveries during 2023 (excluding medications delivered to hospital inpatients).

<sup>11</sup> [Circulaire n°2023/70 du 6 juin 2023](#) relative à la première campagne tarifaire et budgétaire 2023 des établissements de santé (NOR SPRH2312652C) ; [Circulaire DGOS/R1 n°2023/149 du 19 octobre 2023](#) relative à la deuxième campagne tarifaire et budgétaire 2023 des établissements de santé (NOR SPRH2325656C) ; [Circulaire DGOS/R1 n°2023/193 du 12 décembre 2023](#) relative à la troisième campagne budgétaire 2023 (NOR SPRH2332431C).

## T2. Trends. Not applicable for this workbook.

## T3. New developments

The purpose of this section is to provide information on any notable or topical developments observed in drug policy in your country **since your last report**.

T1 is used to establish the baseline of the topic in your country. Please focus on any new developments here.

If information on recent notable developments have been included as part of the baseline information for your country, please make reference to that section here. It is not necessary to repeat the information.

T3.1. Please report notable new drug policy developments since last report (e.g. cannabis policy, crack cocaine and/or methamphetamine problems and responses (e.g. targeted strategies, measures), open drug scenes, NPS specific strategies, the changing policy context of national drug strategy,

In France, the main developments in public policy on drugs related to the fight against drug trafficking.

In July 2024, a major bill was tabled in the Senate by senators from Les Républicains (French right-wing political party) and the Socialist, Ecologist and Republican group (French left-wing political party) including:

- a bill aimed at combating drug trafficking (known as the "Getting France out of the drug trafficking trap" law) and
- an organic bill establishing the status of the public prosecutor for organised crime<sup>12</sup>.

The texts tabled for first reading in the Senate (Commission des lois 2025), transpose at legislative level the main recommendations of the report by the commission of inquiry "A necessary leap forward: getting France out of the drug trafficking trap". This report highlights in particular the lack of sufficient means of action for public services, both organisationally and legally as well as in terms of human resources, to address the rise in organised crime (see T3.1 of the 2024 "Drug Policy" Workbook).

After an agreement between members of the National Assembly and senators in a joint committee<sup>13</sup>, the two bills, as amended by the Senate, were adopted by the National Assembly on 29 April 2025. These new measures to combat crime were the Bayrou government's first major piece of legislation.

The aim is to strengthen the tools available to the State by introducing new procedures to combat organised crime, from the investigation stage to the enforcement of sentences.

In particular, the new legislative framework provides for:

- The creation of a national organised crime prosecution office, handling the most serious and complex crimes<sup>14</sup> and tasked with coordinating judicial action.
- The establishment of a high-security prison system for major traffickers introducing special incarceration measures.
- The overhaul of the witness programme allowing people who agree to cooperate with the justice system to have their sentences reduced by up to two thirds.
- The principle of a separate report during investigations to avoid disclosing certain information to traffickers and their lawyers.
- The implementation of eviction measures from social housing for traffickers as well as the use of administrative closure of businesses suspected of money laundering.

While the vote in favour of the "Getting France out of the drug trafficking trap" bill was overwhelmingly in favour (396 votes for, 68 against, 34 abstentions), concerns about a possible infringement of civil liberties or the rights of the defence were raised during the parliamentary debates. In its statement on the

<sup>12</sup> This draft organic law aims to define the status of the public prosecutor appointed to head the national organised crime prosecution service, as provided for in the law entitled 'Getting France out of drug trafficking'.

<sup>13</sup> Thirteen of the fourteen members of the Joint Committee voted in favour, with one vote against from LFI (La France Insoumise political group).

<sup>14</sup> In legal terms, this public prosecutor's office is modelled on the financial and anti-terrorism public prosecutor's offices.

proposed bill, the National Consultative Commission on Human Rights (CNCDH)<sup>15</sup> expressed its concern about the extension of executive powers to the detriment of the judicial authorities, calling for better protection of safeguards to preserve fundamental rights in the fight against drug trafficking.

On 12 May 2025, the Constitutional Council informed the Senate that the text "Getting France out of the drug trafficking trap" had been referred to it by deputies of the La France insoumise, Ecologist and Socialist groups (French left-wing political parties). Following the Council's decision<sup>16</sup> of 12 June 2025 ([Decision no. 2025-885 DC](#)), the law aimed at getting France out of the drug trafficking trap was enacted on 13 June and published in the Official Journal dated 14 June 2025 ([Law no. 2025-532](#)).

Also adopted on 13 June 2025, the law establishing the status of the public prosecutor for organised crime will come into force on 5 January 2026, the same date as the provisions on the national organised crime prosecutor's office.

Pour en savoir plus :

<https://www.vie-publique.fr/loi/297230-narcotrafic-proposition-de-loi-sortir-du-piege-du-traffic-de-drogue> [accessed 07/07/2025]

<https://www.legifrance.gouv.fr/dossierlegislatif/JORFDOLE000051138266/> [accessed 07/07/2025].

## T4. Additional information

The purpose of this section is to provide additional information important to drug policy in your country that has not been provided elsewhere.

T4.1. **Optional.** Describe additional important drug policy information, studies or data, providing references and/or links.

T4.2. **Optional.** Please describe any other important aspect of drug policy or public expenditure that has not been covered in the specific questions above. This may be additional information or new areas of specific importance for your country

T4.3. **Optional.** Are you aware of any national estimate of the contribution of illicit drug market activity to the National Accounts? Please describe any sources of information, specific studies or data on the contribution of illicit drug activity to national accounts. Where possible, please provide references and/or links.

## T5. Sources and methodology

The purpose of this section is to collect sources and bibliography for the information provided above, including brief descriptions of studies and their methodology where appropriate.

T5.1. Please list notable sources for the information provided above.

Bergeron, H., Hassenteufel, P., Lartigot-Hervier, L. and Roa Bastos, F. (2018). [Evaluation de quatre actions du Plan gouvernemental de lutte contre les conduites addictives \(2013-2017\)](#). SciencesPo, Paris. Available: <https://hal-sciencespo.archives-ouvertes.fr/hal-01915043/> [accessed 10/06/2025].

<sup>15</sup> Declaration D-2025-3 of 18 March 2025, [https://bdoc.ofdt.fr/index.php?lvl=notice\\_display&id=88051](https://bdoc.ofdt.fr/index.php?lvl=notice_display&id=88051).

<sup>16</sup> The Constitutional Council found the bill to be partially in accordance with the Constitution and issued interpretative reservations.

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- Commission des lois (2025). L'essentiel sur... la proposition de loi visant à sortir la France du piège du trafic de drogues. Sénat, Paris. Available: <https://www.senat.fr/lessentiel/ppl23-735.pdf> [accessed 10/06/2025].
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- Kopp, P. and Fenoglio, P. (2004). Coût et bénéfices économiques des drogues. OFDT, Saint-Denis. Available: <https://www.ofdt.fr/publication/2004/cout-et-benefices-economiques-des-drogues-1237> [accessed 10/06/2025].
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- Kopp, P. (2015). Le coût social des drogues en France. Note 2015-04 [The social cost of drugs in France]. OFDT, Saint-Denis. Available: <https://www.ofdt.fr/publication/2015/le-cout-social-des-drogues-en-france-908> [accessed 10/06/2025].
- Kopp, P. (2023). Le coût social des drogues : Estimation en France en 2019. OFDT, Paris. Available: <https://www.ofdt.fr/BDD/publications/docs/eisxpk2d7.pdf> [accessed 10/06/2025].
- MILDECA (2022). Plan national de mobilisation contre les addictions 2018-2022. Bilan. MILDECA, Paris. Available: <https://www.drogues.gouv.fr/sites/default/files/2023-03/Bilan%20PNMA%202018-2022.pdf> [accessed 10/06/2025].
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- MILDECA (2024c). Appel à projets national à destination des communes et intercommunalités 2025 : Prévention de la participation des mineurs aux trafics de stupéfiants. Cahier des charges. Available: <https://www.drogues.gouv.fr/appel-projets-2025-prevenir-la-participation-des-mineurs-aux-trafics-de-stupefiants-destination-des> [accessed 10/06/2025].

Ministère de la Justice, Ministère de l'Action et des Comptes publics and Ministère de l'Intérieur (2019). Plan national de lutte contre les stupéfiants. Dossier de presse du mardi 17 septembre 2019. Available: <https://www.interieur.gouv.fr/Actualites/L-actu-du-Ministere/Plan-national-de-lutte-contre-les-stupefiants> [accessed 22/05/2025].

Ministère de la Santé et de l'Accès aux soins (2024). Fonds d'intervention régional - Rapport d'activité 2023. Available: <https://www.ars.sante.fr/media/134108/download?inline> [accessed 10/06/2025].

Ministère de la Santé et de la Prévention (2023). Programme national de lutte contre le tabac 2023-2027. Ministère de la Santé et de la Prévention, Paris. Available: [https://sante.gouv.fr/IMG/pdf/programme\\_national\\_contre\\_le\\_tabac.pdf](https://sante.gouv.fr/IMG/pdf/programme_national_contre_le_tabac.pdf) [accessed 02/06/2025].

Premier ministre (2022). Stratégie nationale de prévention de la délinquance 2020 > 2024. 40 mesures #PrévenirPourProtéger. Available: <https://www.cipdr.gouv.fr/wp-content/uploads/2020/03/Tome-1-SNDP-INTERACTIF-1.pdf> [accessed 10/06/2025].

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Setbon, M., Guerin, O., Karsenty, S., Kopp, P., Costes, J.-M., Díaz Gómez, C. *et al.* (2003). Evaluation du plan triennal de lutte contre la drogue et de prévention des dépendances (1999-2002). Rapport général. OFDT, Paris. Available: <https://www.ofdt.fr/publication/2003/evaluation-du-plan-triennal-de-lutte-contre-la-droque-et-de-prevention-des> [accessed 10/06/2025].

The following sources were used to identify healthcare expenditure included in the Social Security Funding Act (LFSS), in particular the authorised budget to fund the activities of hospital-based Addiction liaison and treatment teams, specialised treatment centres and new measures under national plans:

- [Interministerial instruction n°2023-170 of October 23, 2023](#) pertaining to the 2023 budget campaign for medico-social facilities and services for people facing specific problems.
- The 2023 budget and tariff circulars for healthcare institutions of [6 June 2023](#) (first campaign), of [19 October 2023](#) (second campaign) and of [12 December 2023](#) (third campaign).

To track the cost of the medico-social addiction system (CAARUD, CSAPA and therapeutic communities), the priority source is the Transversal policy document "Policy against drugs and addictive behaviour" (2025 DPT) (Premier ministre 2024). Although this expenditure does not directly fall within the scope of the Budget Act, annual Social Security payments (funds disbursed) can be traced to specialised addiction medicine facilities for their annual operations, from the annexes of successive DPT. This information is sourced from the regional health agencies directly responsible for the financial and accounting management of the subsidies paid.

Reimbursement amounts for opioid substitution medications (OSM) were extracted from the Medic'AM-CNAM-TS database (<https://assurance-maladie.ameli.fr/etudes-et-donnees/open-medic-dependences-beneficiaires-medicaments>). This source provides the amounts reimbursed by the National Health Insurance Fund based on the medication retail price.

T5.2. Where studies or surveys have been used please list them and where appropriate describe the methodology?

**Estimate of public expenditure for drug policy produced by the OFDT, 2021 data (point T1.4.2)**

Only a portion of drug-related spending is identified as such in public accounting documents ("earmarked spending"), and the vast majority of credits are assessed based on estimates. Since 2008, the appropriations contributing to the programmed actions are presented in an appendix to the finance law, the transversal policy document for the fight against drugs and addictive behaviour (DPT). It tracks the most significant expenses, excluding those that cannot be quantified or expenses whose cost is insignificant. In order to give as complete a picture as possible, the DPT mentions the main health insurance expenditure devoted to addictive behaviour. These include the financing of specialised centres providing care and risk reduction services and implementing prevention, treatment and social reintegration activities (CAARUD, CSAPA and therapeutic communities in particular) and expenditure relating to the financing of medico-social structures specialising in addictology which are provided directly by the Regional Health Agencies (ARS) on the basis of credits executed. The hospital sector completes the health care component for those suffering from addictions thanks to additional funding from health insurance for Hospital-based Addiction Liaison and Treatment Team (ELSA) and hospital addiction consultancies.

The circulars relating to the tariff and budgetary campaigns of health establishments constitute another additional source for tracking the new measures authorised by the Government within the framework of the health insurance financing law.

The last source used was Médic'AM, which makes it possible to extract the amounts reimbursed by all the health insurance schemes for opioids substitution drugs dispensed in the community. However, this source is incomplete as of 2018. The reimbursement amounts valued in section T1.4.2 are therefore underestimated (Feng 2024). Following the change in the method of remuneration for pharmacists, the amounts reimbursed for opioid substitution drugs that can be extracted from the health insurance database do not include dispensing fees paid to pharmacists. They include a packaging fee (per box), and a prescription fee for prescriptions containing at least 5 medicines. In 2017, they amounted to nearly 24.5 million euros per year (latest known data).