



2026/2056(INI)

24.9.2026

DRAFT REPORT

on chemical submission: addressing its consequences on women's rights and
safety in the EU
(2026/2056(INI))

Committee on Women's Rights and Gender Equality

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on chemical submission: addressing its consequences on women's rights and safety in the EU

(2026/2056(INI))

The European Parliament,

- having regard to the Treaty on European Union, in particular Articles 2 and 3 thereof, and to the Treaty on the Functioning of the European Union (TFEU), in particular Articles 8, 10, 19, 83, 153 and 157 thereof,
- having regard to the Charter of Fundamental Rights of the European Union, which entered into force together with the Treaty of Lisbon in December 2009, and in particular to Articles 1, 2, 3, 4, 6, 21, 23 and 31 of the Charter,
- having regard to Directive (EU) 2024/1385 of the European Parliament and of the Council of 14 May 2024 on combating violence against women and domestic violence¹,
- having regard to Directive 2012/29/EU of the European Parliament and of the Council of 25 October 2012 establishing minimum standards on the rights, support and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA²,
- having regard to the Commission communication of 5 March 2026 entitled ‘Gender Equality Strategy 2026-2030’ ([COM\(2026\)0113](#)),
- having regard to the European Institute for Gender Equality (EIGE) 2025 Gender Equality Index,
- having regard to the EIGE study of 12 June 2019 entitled ‘Understanding intimate partner violence in the EU: the role of data’,
- having regard to the EIGE study of 18 November 2019 entitled ‘A guide to risk assessment and risk management of intimate partner violence against women for police’,
- having regard to the joint report by EIGE, Eurostat and the EU Agency for Fundamental Rights entitled ‘EU gender-based violence survey – evidence for policy and practice’, published on 3 March 2026,
- having regard to the joint report on the European Protection Order, published by the EU Agency for Criminal Justice Cooperation (Eurojust) and EIGE on 21 February 2025,
- having regard to the analyses carried out by the former European Monitoring Centre for Drugs and Drug Addiction, now the EU Drugs Agency, in particular its 2008 technical

¹ OJ L, 2024/1385, 24.5.2024, ELI: <http://data.europa.eu/eli/dir/2024/1385/oj>.

² OJ L 315, 14.11.2012, p. 57, ELI: <http://data.europa.eu/eli/dir/2012/29/oj>.

datasheet entitled ‘Sexual assaults facilitated by drugs or alcohol’³,

- having regard to the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention), which entered into force on 1 August 2014⁴ and was ratified by the EU in 2023, and to the country monitoring reports by the Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO),
- having regard to the 2006 report of the Parliamentary Assembly of the Council of Europe entitled ‘Sexual assaults linked to “date-rape drugs”’,
- having regard to the Explanatory Report to the Council of Europe Convention on preventing and combating violence against women and domestic violence, in particular the interpretation of Article 36 on consent and the context-sensitive assessment of whether consent was freely given,
- having regard to Recommendation 1777 (2007) of 22 January 2007 of the Parliamentary Assembly of the Council of Europe on ‘Sexual assaults linked to “date-rape drugs”’,
- having regard to Recommendation Rec(2002)5 of 30 April 2002 of the Council of Europe Committee of Ministers on the protection of women against violence,
- having regard to general recommendations 12, 19, 33 and 35 on violence against women of the UN Committee on the Elimination of Discrimination against Women (CEDAW),
- having regard to the 1993 UN Declaration on the Elimination of Violence against Women,
- having regard to UN General Assembly Resolution A/RES/75/161 entitled ‘Intensification of efforts to prevent and eliminate all forms of violence against women and girls’, adopted on 16 December 2020,
- having regard to Communication No 34/2011 of 21 February 2014 of the CEDAW Committee,
- having regard to the report of the UN Special Rapporteur on violence against women and girls, its causes and consequences of 19 April 2021 entitled ‘Rape as a grave, systematic and widespread human rights violation, a crime and a manifestation of gender-based violence against women and girls, and its prevention’, which was submitted to the 47th session of the UN Human Rights Council, as well as to the accompanying framework for legislation on rape,
- having regard to the World Health Organization (WHO) 2018 report entitled ‘Violence against women prevalence estimates, 2018’⁵,

³ EUDA, ‘[Sexual assaults facilitated by drugs or alcohol](#)’.

⁴ The [Council of Europe Convention on preventing and combating violence against women and domestic violence](#) (Istanbul Convention).

⁵ WHO, ‘[Violence Against Women Prevalence Estimates, 2018](#)’.

- having regard to the WHO clinical and policy guidelines of 16 June 2013 entitled ‘Responding to intimate partner violence and sexual violence against women’⁶,
- having regard to the UN Office on Drugs and Crime (UNODC) publication entitled ‘Guidelines for the forensic analysis of drugs facilitating sexual assault and other criminal acts’, published in December 2011, developed pursuant to Commission on Narcotic Drugs Resolution 53/7, which establish international standards for the detection, investigation and forensic analysis of drug-facilitated sexual assault and other related criminal acts⁷,
- having regard to the judgment of the European Court of Human Rights (ECtHR) of 4 December 2003 in *M.C. v Bulgaria* (Application No 39272/98), in which the ECtHR established the positive obligation of states to enact criminal law provisions to effectively investigate and punish rape, clarified that requiring proof of physical resistance risks leaving certain types of rape unpunished, and held that Articles 3 and 8 of the European Convention on Human Rights require the penalisation and effective prosecution of any non-consensual sexual act, including in the absence of physical resistance,
- having regard to the judgment of the ECtHR in *A.J. and L.E. v Spain* (Application Nos 40312/23 and 40388/23) of 23 October 2025, in which the ECtHR found that the Spanish authorities have failed to conduct an effective investigation into allegations of sexual assault involving chemical submission, in breach of their procedural obligations under Articles 3 and 8 of the European Convention on Human Rights,
- having regard to the judgment of the ECtHR of 27 May 2021 in *J.L. v Italy* (Application No 5671/16), which found that reliance on stereotypes and victim-blaming during rape trials constitutes a violation of the right to respect for private life under Article 8 of the European Convention on Human Rights,
- having regard to the judgment delivered on 19 December 2024 by the Criminal Court of Vaucluse (Avignon, France) in the *Mazan* case, which exposed the systematic and organised nature that drug-facilitated sexual violence may assume and the involvement of multiple perpetrators from diverse social and professional backgrounds,
- having regard to its resolution of 26 November 2009 on the elimination of violence against women⁸,
- having regard to its resolution of 26 October 2017 on combating sexual harassment and abuse in the EU⁹,
- having regard to its resolution of 16 September 2021 with recommendations to the Commission on identifying gender-based violence as a new area of crime listed in Article 83(1) TFEU¹⁰,

⁶ WHO, ‘[Responding to intimate partner violence and sexual violence against women WHO clinical and policy guidelines](#)’.

⁷ UNODC, ‘[Guidelines for the forensic analysis of drugs facilitating sexual assault and other criminal acts](#)’.

⁸ OJ C 285 E, 21.10.2010, p. 53.

⁹ OJ C 346, 27.9.2018, p. 192.

¹⁰ OJ C 117, 11.3.2022, p. 88.

- having regard to its resolution of 6 October 2021 on the impact of intimate partner violence and custody rights on women and children¹¹,
 - having regard to its resolution of 28 April 2026 on the importance of consent-based rape legislation in the EU¹²,
 - having regard to the hearing held by its Committees on Women’s Rights and Gender Equality and on Public Health on ‘Chemical submission: Non-consensual administration of psychoactive substances’ of 9 April 2025,
 - having regard to Rule 55 of its Rules of Procedure,
 - having regard to the report of the Committee on Women’s Rights and Gender Equality (A10-0000/2026),
- A. whereas chemical submission is the non-consensual administration of psychoactive substances to impair a person’s consciousness, judgement, memory or ability to consent; whereas chemical vulnerability refers to impairment from voluntarily consumed alcohol or other substances, which is deliberately exploited to facilitate an offence; whereas substance consumption cannot be equated with consent or shift responsibility to the victim; whereas women and girls are disproportionately affected and face stigma and victim-blaming; whereas this gender-based violence undermines bodily autonomy and compromises the right to free and informed consent;
 - B. whereas chemical submission occurs in settings including intimate relationships and nightlife; whereas perpetrators follow a recurring pattern of targeting, gaining the trust of and isolating a person in a vulnerable situation; whereas victims often know their perpetrators, challenging stereotypes focused solely on drink spiking by strangers;
 - C. whereas the Mazan case and former French senator Joël Guerriau’s first instance conviction show that drug-facilitated sexual assault (DFSA) is committed by men from all backgrounds, including public officials, challenging the myth of isolated or deviant offenders;
 - D. whereas chemical submission and DFSA may involve multiple offenders and coordinated conduct; whereas online platforms and encrypted communication services may facilitate the exchange of offending methods and information on psychoactive substances;
 - E. whereas chemical submission and DFSA remain significantly under-reported, as victims may be unaware of their exposure, or experience unconsciousness, confusion or amnesia, shame or fear of not being believed;
 - F. whereas many substances are rapidly eliminated or metabolised by the body, creating specific forensic challenges; whereas effective investigation requires specialised toxicological expertise and the prompt collection and preservation of biological, digital and other evidence; whereas a negative toxicological result cannot exclude chemical submission, particularly following delayed reporting or sampling;

¹¹ OJ C 132, 24.3.2022, p. 27.

¹² Texts adopted, P10_TA(2026)0120.

- G. whereas criminal justice responses to sexual violence, including chemical submission cases, are undermined by gender stereotypes, victim-blaming, secondary victimisation, inadequate investigations, insufficient specialised expertise and a lack of trauma-informed and victim-centred approaches; whereas chemical submission cases require specialised handling of reports and forensic evidence to ensure victims' access to justice and perpetrators' accountability;
- H. whereas DFSA may cause impaired memory, confusion, unconsciousness and delayed recognition or reporting; whereas lasting physical, psychological, sexual, reproductive and social harm includes post-traumatic stress, depression, anxiety, relationship difficulties, unemployment and reduced participation in education and public life;
- I. whereas responses remain fragmented across Member States due to differences in legal definitions, evidence assessment, prosecution, data collection, forensic protocols and specialised victim support services; whereas this produces unequal access to protection, healthcare and justice for victims across the EU and limits comparable data and evidence-based policies;
- J. whereas Eurobarometer data¹³ show that nearly one in five respondents consider women who are subjected to sexual violence while under the influence of alcohol or drugs to be partly responsible;
- K. whereas consent must be freely given, informed and reversible; whereas silence or lack of physical or verbal resistance cannot imply consent; whereas voluntary substance use neither constitutes consent nor shifts responsibility to the victim; whereas chemical submission, intoxication, unconsciousness or other substance-induced states may preclude valid consent, assessed in the light of the surrounding circumstances;
1. Calls for the EU and its Member States to establish an EU-wide aggravating circumstance wherein a perpetrator intentionally administers a psychoactive substance to facilitate an offence, or exploits the vulnerability of a person under the influence of such substances; requests that it be combinable with any other applicable aggravating circumstance, particularly where the victim is a minor, multiple perpetrators are involved or a position of trust or authority is abused;
 2. Calls on the Commission and the Member States to ensure that responses to chemical submission and DFSA are fully aligned with a consent-based approach to sexual violence;
 3. Calls on the Member States to guarantee prompt, confidential and free access for victims to comprehensive medical and forensic care, psychological support, emergency contraception or abortion services, post-exposure prophylaxis and treatment for sexually transmitted infections, without requiring a criminal complaint; calls for the preservation and documentation of evidence;
 4. Calls on the Commission to fund EU-level research and establish a common methodology and a monitoring system for substance-facilitated violence, given its

¹³ Public Opinion at a glance, Eurobarometer briefing for the Committee on Women's Rights and Gender Equality (FEMM), spring 2026, <https://www.europarl.europa.eu/at-your-service/files/be-heard/eurobarometer/2026/en-public-opinion-femm-spring-2026.pdf>.

significant under-reporting and cross-border dimension; calls for comparable and disaggregated data on substances, settings, victim-perpetrator relationship and case outcomes, in compliance with data protection legislation, to better capture the impact of substance-facilitated violence on women's safety, dignity and health;

5. Calls for the full application of the Digital Services Act¹⁴, including the relevant systemic risk and illegal content obligations where platforms facilitate DFSA; calls for cooperation with competent authorities and effective sanctions in accordance with that act;
6. Calls on the Member States to provide specialised training and professional guidelines for healthcare, police, judicial and forensic professionals on substance-facilitated violence, including identification, screening, evidence preservation, trauma responses and the prevention of sexist and racist stereotypes, victim-blaming and secondary victimisation;
7. Calls on the Commission and the Member States to fully implement Article 35 of Directive (EU) 2024/1385 through awareness-raising and education on consent, sexual integrity and bodily autonomy; stresses that substance consumption cannot be equated with consent and that consent cannot be given where intoxication or unconsciousness prevents a person from expressing their free will, with particular attention to minors;
8. Calls on the Commission and the Member States to monitor medicinal products and other substances liable to be used for DFSA and strengthen pharmacovigilance cooperation between competent authorities and the European Medicines Agency;
9. Condemns chemical submission and substance-facilitated violence as means of coercion and exploitation in human trafficking, including to facilitate rape, sexual violence and sexual exploitation; urges the Member States to address these practices, with particular attention to migrants and persons in vulnerable situations;
10. Instructs its President to forward this resolution to the Council and the Commission.

¹⁴ Regulation (EU) 2022/2065 of the European Parliament and of the Council of 19 October 2022 on a Single Market For Digital Services and amending Directive 2000/31/EC (Digital Services Act) (OJ L 277, 27.10.2022, p. 1, ELI: <http://data.europa.eu/eli/reg/2022/2065/oj>).

EXPLANATORY STATEMENT

Substance-facilitated violence is neither a marginal phenomenon nor a new reality. It forms part of the continuum of gender-based and sexual violence and reveals mechanisms of domination, control and exploitation of bodies. Chemical submission and chemical vulnerability should be understood as specific ways in which perpetrators exploit a person's physical and psychological state in order to violate their bodily integrity, dignity and autonomy.

Chemical submission refers to the administration, without the victim's knowledge or under coercion, of a psychoactive substance for criminal or illicit purposes. Chemical vulnerability refers to the exploitation, by the perpetrator of an offence, of a state of vulnerability resulting from the voluntary consumption of a psychoactive substance by the victim. While these situations must be distinguished in legal terms, they should be addressed within a common framework of prevention, victim protection and prosecution of perpetrators.

In both cases, the violence frequently relies on strategies of gaining the victim's trust, isolating and manipulating them, enabling the perpetrator to exploit their vulnerability to commit an act of violence, rape or another offence. The substance is not the cause of the violence: it may be used as an instrument, facilitator or means of control. Therefore, regardless of whether or what a victim has consumed, responsibility lies with the perpetrator, never with the victim.

The Mazan rape trial brought the scale of chemical submission and the possibility of its repeated use as part of an organised system of sexual violence to public attention. Gisèle Pelicot's decision to waive her right to a closed hearing brought to light a reality that had long remained hidden and shifted public attention towards the perpetrators, their strategies and the social mechanisms that allow such violence to persist, rather than towards the behaviour of victims. The trial also revealed the diversity of perpetrators' profiles: they are men of all ages and from all social, professional and cultural backgrounds. It also requires us to recognise chemical submission as a practice that is neither exceptional nor new, but one that has existed for decades.

Substance-facilitated violence forms part of a broader system of gender-based and sexual violence, in which power relations, domination and the exploitation of bodies are central mechanisms. Such violence can occur in intimate, family, domestic, professional or social and recreational settings.

Chemical submission may also be used in the context of trafficking in human beings and sexual exploitation. The administration of substances, or the exploitation of a state of intoxication, may contribute to isolating, controlling, manipulating and exploiting people in situations of vulnerability, thereby facilitating sexual violence, rape or forced prostitution. The European policy to combat trafficking in human beings should therefore explicitly address the dimension of substance-facilitated violence, in order to better identify victims and prosecute perpetrators.

The voluntary consumption of alcohol or psychoactive substances can never be equated with consent to sexual activity. A person's capacity to exercise judgement, make decisions, express or withdraw consent may be impaired when they are intoxicated. The knowing exploitation of such a state engages the criminal responsibility of the perpetrator. Efforts to combat such

violence must therefore be based on a consent-centred approach.

The Union's response must be commensurate with the scale of the issue. Substance-facilitated violence is an issue that transcends national borders. Substances can circulate between Member States, perpetrators may operate across several countries, and online platforms may facilitate contact, the sharing of methods and the preparation of offences. Trafficking and sexual exploitation networks may also exploit these cross-border dynamics. The European Union should therefore strengthen cooperation between Member States, judicial authorities, Europol and competent authorities, in order to better identify organised networks, exchange relevant information and combat impunity.

The Union cannot rely solely on fragmented criminal-law responses or disparate national frameworks. It must develop a coherent strategy bringing together prevention, public health, justice, victim protection, the fight against trafficking and digital regulation.

The Union and the Member States should recognise the specific nature of the *modus operandi* consisting in the intentional administration of a substance to facilitate an offence, or the deliberate exploitation of a person's state of chemical vulnerability. Where these elements do not already constitute an aggravating circumstance or an element of an offence, their legal recognition should be considered, in particular where the victim is a minor.

The institutional response must also ensure that victims have access to accessible, timely and free support, irrespective of whether they immediately report the offence. Toxicological samples and analyses should be carried out within timeframes compatible with the detection of substances, alongside appropriate medical, psychological and forensic support. The preservation and documentation of evidence should be ensured through harmonised protocols. Victims must not be subjected to a further form of institutional violence because of their substance use: toxicological results should not be used against them solely on the basis of their use of illicit substances where such use is unrelated to the violence suffered.

Healthcare professionals, police services, judicial authorities and forensic personnel should receive specialised training enabling them to identify such offences, collect evidence as rapidly as possible and provide appropriate support to victims.

The European Drugs Agency has highlighted that inadequate monitoring obscures the full scale of the phenomenon, while the United Nations Office on Drugs and Crimes notes that fewer than 20 % of sexual assaults are reported to law enforcement and that DFSA cases are reported even less frequently because psychoactive substances impair victims' consciousness and memory. Furthermore, the effects of these substances may also be mistaken for voluntary alcohol consumption, hindering recognition, reporting and prosecution.

The lack of comparable data at European level constitutes a major obstacle to the development of effective policies. The Commission should fund a European-wide study and establish a common methodology for data collection.

The Union and the Member States should also ensure sustainable and adequate funding for grassroots organisations that support victims and play an essential role in prevention, information, referral and the identification of such violence. These organisations have indispensable expertise, particularly in reaching victims who do not wish or are unable to immediately approach the authorities. European funding programmes should therefore better take into account the specific needs of organisations specialising in sexual violence and

substance-facilitated violence, ensuring that they have stable and accessible resources.

Finally, the Commission and the Member States should address the risks posed by the substances themselves. Strengthening addictovigilance, establishing European health monitoring mechanisms, cooperating with the European Medicines Agency and funding research into pharmaceutical formulations that incorporate, from the outset, mechanisms to reduce the risk of diversion or fraudulent use constitute complementary avenues for action. These long-term solutions should aim to reduce risks without compromising the efficacy, accessibility or safety of medicines.

Combating substance-facilitated violence requires a change in perspective: the objective is not to ask women and people in vulnerable situations to change their behaviour in order to avoid violence, but to transform the conditions that enable perpetrators to commit such acts and remain unpunished. Responsibility must be placed on perpetrators and exploitation networks.

The European Union must make combating substance-facilitated violence an integral part of its policy to prevent and combat gender-based and sexual violence. Faced with an under-documented, cross-border phenomenon deeply rooted in relations of domination, inaction is not an option. The Commission and the Member States must act in a coordinated, ambitious and sustained manner to ensure that all victims have access to protection, justice and redress, and to reduce impunity for perpetrators.

ANNEX: DECLARATION OF INPUT

Pursuant to Article 8 of Annex I to the Rules of Procedure, the rapporteur declares that she included in her report input on matters pertaining to the subject of the file that she received, in the preparation of the draft report, from the following interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register¹, or from the following representatives of public authorities of third countries, including their diplomatic missions and embassies:

1. Interest representatives falling within the scope of the Interinstitutional Agreement on a mandatory transparency register
The French Coordination of the European Women's Lobby (CLEF)
The French Feminist Collective Against Rape (Collectif féministe contre le viol)
Leïla Chaouachi: Pharmacologist specialising in chemical submission and addiction vigilance, founder of CRAFS (Centre de Références sur les Agressions Facilitées par les Substances – Reference Centre for Substance-Facilitated Assaults)
Saskya Vandoorne: Editor-in-Chief at CNN Paris and lead journalist on the investigation into the “rape academy.”
2. Representatives of public authorities of third countries, including their diplomatic missions and embassies

The list above is drawn up under the exclusive responsibility of the rapporteur.

Where natural persons are identified in the list by their name, by their function or by both, the rapporteur declares that she has submitted to the natural persons concerned the European Parliament's Data Protection Notice No 484 (<https://www.europarl.europa.eu/data-protect/index.do>), which sets out the conditions applicable to the processing of their personal data and the rights linked to that processing.

¹ Interinstitutional Agreement of May 2021 between the European Parliament, the Council of the European Union and the European Commission on a mandatory transparency register (OJ L 207, 11.6.2021, p. 1, ELI:http://data.europa.eu/eli/agree_interinstit/2021/611/oj).