



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels, 29.02.1996
COM(96) 71 final

REPORT FROM THE COMMISSION

TO THE COUNCIL, THE EUROPEAN PARLIAMENT,
THE ECONOMIC AND SOCIAL COMMITTEE
AND THE COMMITTEE OF THE REGIONS

ON THE EVALUATION

OF THE EUROPEAN DRUG PREVENTION WEEK (EDPW) 1994
IN RELATION TO THE COMMISSION'S ACTIVITIES IN THIS SECTOR

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**I. PRESENTATION OF THE 1994 EUROPEAN DRUG PREVENTION WEEK
(16-22 October 1994)**

- 1 In its declaration on the European Drug Prevention Week 1994¹ (EDPW), the Council considered that "the organisation of a second European Drug Prevention Week in October 1994 should, together with the Commission's activities in this field, make an effective and visible contribution to better cooperation in Europe". This report is intended to provide elements for a quantitative and qualitative evaluation of the European dimension to this Drug Prevention Week, situating it within the context of the activities developed in this field by the Commission since 1993².
- 2 The transmission of this information meets the requirement for transparency incumbent upon the Commission in carrying out its executive function. The report also provides useful information relating to the proposal for a Community action programme for the prevention of drug dependence, which identifies "contributing to the improvement of public awareness" as a priority for Community activity in the field concerned, and the European Weeks as measures to be repeated to that end.
- 3 The EDPWs represent a specific means for European cooperation in the field in question. The evaluation of the first Week³ (November 1992) provided valuable indications in a number of fields, which the Council took into account when establishing the framework for the 1994 EDPW with:
 - the statement that this type of initiative should make an effective and tangible contribution to improving European cooperation;
 - a request for particular attention to be paid to the effectiveness and evaluation of long-term primary prevention measures;
 - a concern to ensure that the second European Week is particularly targeted at young people;
 - with regard to working methods, a proposal for support from a network of national coordinators, themselves assisted by national organising committees.
- 4 On this basis, the Commission asked each Member State to appoint a national coordinator with responsibility for all measures relating to the Week in relation to both governmental and non-governmental structures. The whole process of preparing the Week was supervised and administered by this European coordinating group, chaired by a representative from the Commission.
- 5 The Commission also proposed that the activities of national coordinating committees be co-financed. The latter had the task of relaying all useful

¹ OJ C 15, 18.1.1994, p. 7, Council Declaration of 3.12.1993.

² See Annex 1 regarding execution of the budget heading on the health aspect of drug prevention over the period considered.

³ COM(93)353 final.

information at local level, particularly on opportunities, methods and conditions for taking part in the event, and of ensuring the monitoring and coordination of efforts at national level in close cooperation with the national coordinator. The establishment of these bodies was made the responsibility of national coordinators, so that they would be more closely suited to the realities and constraints of each Member State.

- 6 The 1994 EDPW consisted not only of the simultaneous organisation in the Member States of a large number of activities in the field of drug prevention but also of a series of "Community initiatives". Member States were requested to devote particular attention to the guidelines laid down by the Council when drawing up national programmes of activities co-financed by the European Commission. By supporting national programmes forwarded to it by the coordinators, the Commission co-financed 150 measures or groups of measures in the Member States, out of over 1 500 initiatives undertaken during the Week. As far as the "Community initiatives" were concerned, the Commission selected transnational projects on the basis of the criteria set out in resolution 94/C 15/05: a European dimension, potential impact (direct or indirect) on young audiences, timescale of the planned measure (emphasis on long-term projects or those with lasting impact) and, on the contractual side, an emphasis on the importance of assessing the said measures.
- 7 The diversity of activities undertaken and the institutional structure of the EDPW made it possible to envisage evaluation on the basis of a pyramid, involving project leaders, national coordinators and coordinating committees and the Commission. Through an invitation to tender, the Commission selected an independent and specialised structure in the field of evaluation which produced a technical evaluation report on this European Week (to be published shortly) based on information gathered in advance and on a series of semi-guided interviews with national coordinators and operators in the field. These tools make it possible to determine the main lines of the 1994 European Drug Prevention Week on a quantitative and qualitative basis.

II. QUANTITATIVE ANALYSIS

II.1 Global quantitative data

- 8 Among the 1 500 initiatives launched during the EDPW, four types of measure account for over 60% of all measures undertaken, namely: social-cultural activities (17%) ; conferences (17%); training (15%); project fairs/exhibitions (13%). Two thirds of the measures relate to the target audience and those close to them or to professionals (in education, health, justice, etc.) motivated in various ways by the question of drug prevention. Over and above the apparent diversity of the types of measures carried out, they can be categorised under three main headings: Public information and awareness-raising; Exchanges between professionals; Prevention activities for/with target audiences (a point to note here is the convergence of national programmes).

- 9 The category "Public information and awareness-raising" covers press and poster campaigns, radio and TV campaigns, special programmes and various materials. The evaluation highlights the diversity of initiatives aimed at communicating, informing and supporting debate within society on the question of drugs and promoting and publicising initiatives during the Week. These measures represent 25% of all measures carried out. The category "Exchanges between professionals" covers training and conferences. The evaluation makes particular note of the attention given to anchoring primary preventive measures at local level and the prevalence of multidisciplinary approaches. These measures represent 30% of all measures carried out. The category "Activities with/for target audiences" covers social and cultural activities, sport-related activities, project fairs and exhibitions, and others. Noting the considerable number of techniques used (peer groups, integrated programmes, project leadership, etc.), the evaluation highlights the will of Member States to place the young people themselves at the heart of prevention strategies. These measures represent 45% of all measures carried out.

II.2 Target audiences for the European Week

- 10 The methods chosen by each Member State, the measures carried out relating to the audience and dissemination, and the periods during which these studies were carried out mean that the figures gathered with regard to the audience reached by the EDPW are random, and it is preferable to talk of a global estimate. The data collected therefore refer to trends rather than definitive quantified results.
- 11 The results of the evaluation make it possible to give a reasonable estimate that approximately 100 million people (from all groups) were reached⁴ by the various measures carried out during European Drug Prevention Week. It is noteworthy that 90% of these people were contacted through the main communication media (TV, press, radio, posters). If the audiences involved and the types of measures carried out are compared, it can be seen that:

* with regard to communication measures, over 90% of the audience reached during the Week by a major communication medium was aware of 25% of the measures carried out;

* with regard to preventive activities with/for the public, 3% of the audience reached during the Week was aware of 45% of the measures carried out;

*with regard to exchanges between professionals, less than 1% of the audience reached during the Week was aware of 30% of the measures carried out.

- 12 The general public represents approximately 74 million people. The main medium was television (over 50%). Those aged under 15 represent approximately 3.3 million people. The most appropriate medium for this audience appears to be radio (60% of them were reached through this medium). It should also be noted that 5% of them were reached through the activities addressed to them. Approximately 6 million 15-25 year olds were reached during the European Drug Prevention Week. As with those under 15, 60% were reached through communication media, and in particular through the mass media (press, radio,

⁴ "Reached": at least saw an advertisement, read an article, listened to a broadcast, etc..

TV). With regard to parents, this group, although identifiable, appears to have been difficult for the coordinators to estimate (frequently assimilated with the general public). This group is quantified primarily on the basis of measures addressed to it. It may also be noted that a significant number of parents were invited to take part in various measures such as conferences, training courses and activities with/for the public. Although they represented less than 1% of the audience for the Week, approximately 100 000 professionals benefited from the measures carried out. These professionals were mainly from the fields of education (70%) and health (10%).

II.3 Area covered by the Week

13 The evaluation shows a heavy predominance of measures at local and regional level (approximately 85% of measures were carried out at these two levels) as well as the relatively low proportion at national level. It appears that the smaller the scale, the larger the proportion of preventive measures with and for the public. The local level therefore appears the most appropriate for a direct exchange with audiences. Where communication is concerned, regional and national levels were most widely used for information and awareness-raising (particularly with regard to television), and communication at local level was devoted mainly to upgrading initiatives (press and radio).

* Local level accounts for 65% of measures, distributed as follows: 50% - activities with/for the public; 30% - exchanges between professionals; 20% - public information and awareness-raising.

* Regional level accounts for 21% of measures, distributed as follows: 32% - activities with/for the public; 26% - exchanges between professionals; 42% - public information and awareness-raising.

* National level accounts for 10% of measures, distributed as follows: 25% - activities with/for the public; 30% - exchanges between professionals; 45% - public information and awareness-raising.

* Community level accounts for 4% of measures, distributed as follows: 45% - activities with/for the public; 40% - exchanges between professionals; 15% - public information and awareness-raising.

It may be noted that initiatives with a Community dimension fall mainly into two categories: conferences and social and cultural activities. Their relatively low number, and the minimalist concept of a "Community dimension" adopted by the coordinators (participation by at least one person in another Member State) underline the need to encourage information exchanges very early on in the process of organising the Week, so that professionals may find partners easily in other Member States when the measures are defined.

II.4 Financial analysis

- 14 Overall expenditure by the Commission⁵ for the European Drug Prevention Week was ECU 2 921 547, covering participation in the costs of the national coordinating committees, national programmes and Community initiatives. Direct investment in the Week by the Member States, governed by contracts with the Commission, was ECU 12 320 076. This represents a total expenditure of ECU 15 241 623. The technical evaluation report on the Week highlights the multiplier effect of Community investment. It appears that one ECU invested by the Commission generated ECU 7.5 in the Member States; in fact, in addition to the investment highlighted in contracts between the Member States and the Commission, the coordinators noted a concentration of expenditure at national level in the field of drug prevention to coincide with the Week and investments by the media (space made available in the press, radio and television),

III QUALITATIVE ANALYSIS

- 15 This is a Community-level evaluation of the EDPW, tackled on the basis of the level of organisation of the EDPW: European (Commission and coordinating group), national (national coordinating committees), regional and local (promoters) and the types of Community measures implemented.

III.1 Analysis by level of organisation

III.1.1 European level

- 16 For the Commission, the primary objective was to meet the Council's request, particularly by supporting the carrying out of measures aimed at improving European cooperation in the field of drug prevention and in raising the awareness of the (young) European audience.
- 17 In addition to the role taken on by the Commission of providing impetus and coordination, the technical evaluation report points out that the combination of activities supported during the EDPW (national programmes and "Community initiatives") made it possible to provide a European dimension which goes beyond the simultaneous organisation of the event in the Member States. The Commission also relied on the EDPW to disseminate information on Community activities relating to drug prevention and affirm the Union's role in this field. These positive aspects are balanced by certain limitations. In particular, the coordinators have stressed the difficulties involved with communication and its media at European level and the fact that Community budget rules are poorly suited to the constraints of the EDPW.
- 18 With regard to the coordination procedures, the European Group was used not only for preparing the event but also as the preferred place for exchanges between

⁵ Details of Commission investment are given in Annex 2.

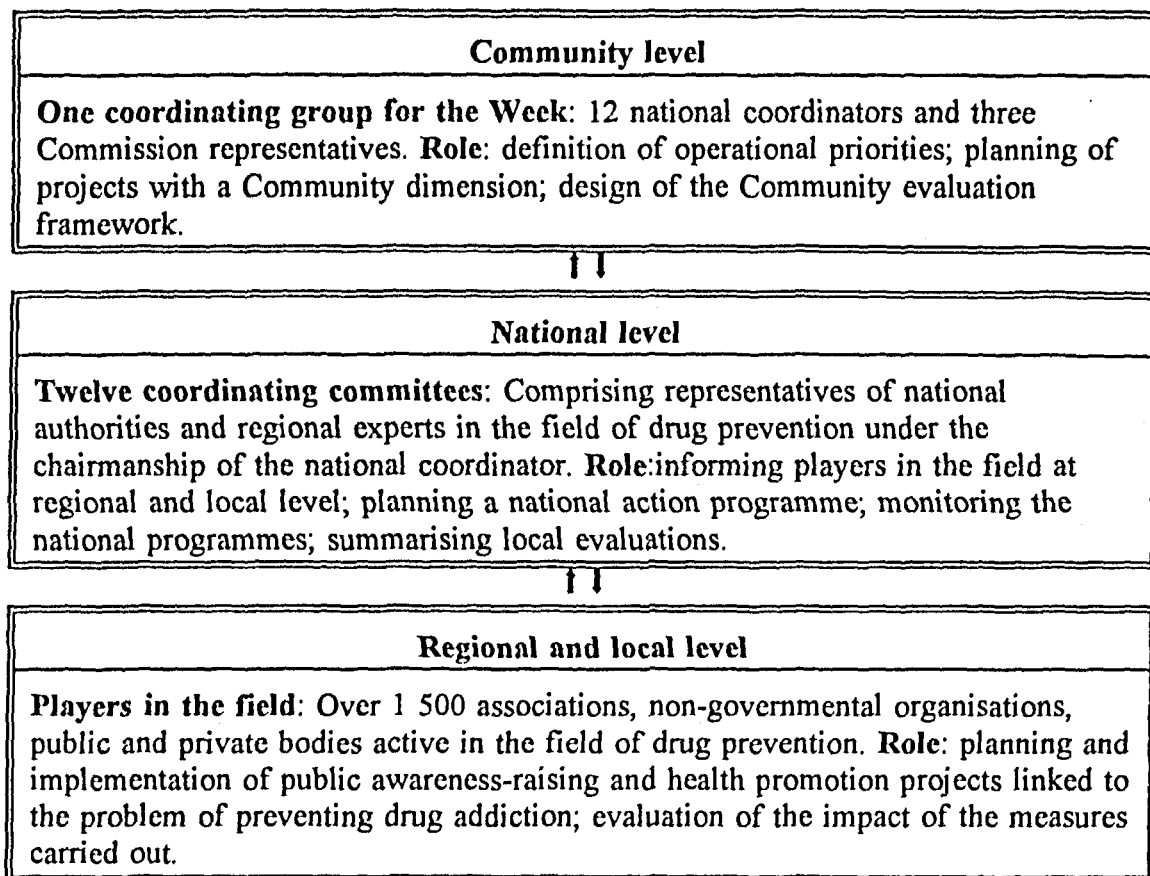
representatives of the Member States on the principles of primary prevention. The evaluation highlights the interest of coordinators in such a method of operation. The group was able to rely on the relative stability of the "home" administrations of the coordinators (11 of the 12 coordinators belong to administrations which were involved in the first European Week), and there was close matching of the structures to which the coordinators belonged (health administrations or coordination structures in the Member States) with the subject of prevention. The coordination network thus established offered a high degree of institutional coherence, which was recognised by many as a trump card in preparing and running the European Week.

III.1.2 National level

- 19 The technical evaluation report presents a summary by Member State of the aims and working methods followed during the EDPW, together with the likely prospects and a series of cross-referenced data. While the theoretical approaches, practices and technical and financial resources may differ to some extent between the twelve Member States, comments confirm that the Week made it possible to affirm the priority given to primary prevention in the field of drug demand reduction policies and provided an opportunity to experiment with, launch, relaunch and strengthen the debate on and the methods for primary prevention.
- 20 An examination of the programmes of activities developed by each Member State brings out some common trends, for instance the stress on a "positive approach" to prevention, measures at local and regional levels, the importance given to a multidisciplinary approach, the development of cooperation at all levels and the involvement of the media. A number of transnational initiatives were organised which, in particular, met the Week's aim of helping to strengthen European cooperation in combating drug addiction.
- 21 The summarised presentation of the national programmes made by the Commission and disseminated during the EDPW makes it possible to quantify the many factors involved in a project of this type: political, particularly through the involvement of the Ministries of Health (responsible for organising the Week in most Member States), other Ministries (culture, education, sport, social affairs, foreign affairs, justice, the interior, finance, etc.) and regional and local authorities (Länder, regions, districts, cities, communes, etc.); budgetary, at national level; social, in determining target groups which differ widely from one measure to another: the general public, parents, young people, professionals, etc., and the mobilisation of a wide range of players together with recourse to a range of activities extending from the more traditional (conferences, training) to the more innovative (dance, graffiti, theatre, sporting events). The world of education appears to be one of the major beneficiaries of measures undertaken in the Member States. Analysis of the programmes highlights genuine efforts to use the context of the Week to reach young people within their environment.

III.1.3 Regional and local level

- 22 The promoters of measures gave priority to primary prevention during the Week. They represent the educational sector to a large extent and, to a lesser extent, the social and "drugs" sectors. Comments confirm that the European dimension of the EDPW was an important factor in their commitment to a measure. For many, the Week was the first concrete experience of a European-level initiative, or one in which the European dimension was apparent. Many players in the field also point out that the Week made it possible to relaunch initiatives and partnerships at local level.
- 23 Players in the field are concerned that the European Weeks should be a time for upgrading their long-term initiatives, and that the possibilities for exchanging experience and for European cooperation on a joint project should be exploited. These assessments show the value of the EDPW as a European educational "tool". Despite the small number of European-scale measures initiated by the Member States, the evaluation shows that the EDPW encourages an awareness among players of the interest in and possibilities for cooperation at European level, with the aim of improving preventive practices in the long term. This refers back to the main aim assigned to the event by the Council.
- 24 The following diagram sets out the information channels used during the EDPW. The introduction of a relay with the national coordinating committees facilitated information transfer and made it possible to establish the European Week at local level. During the first Week in 1992, few decentralised activities were organised in the Member States due to the lack of such a structure.



III.2 Analysis by type of Community initiative

- 25 In addition to providing communication materials on the European Week (flags, television announcements, posters, press kits, summary documents and badges), the Commission selected four transnational initiatives which complemented the aims of strengthening cooperation between Member States and raising the awareness of the European general public:

III.2.1 The Aachen conference

- 26 The Commission supported the organisation by the German authorities of the international conference to open the Week. This brought together 500 participants from the Member States on the subject of primary prevention of drug addiction. The aim was to stimulate exchanges of information and experience between players in the field, experts and decision-makers on subjects identified in conjunction with all the coordinators as being particularly relevant:

- evaluation of measures to prevent drug addiction;
- prevention of drug addiction in schools;
- prevention of drug addiction in the family;
- peer-group approaches;
- the difficulty of reaching target groups for prevention;

- networks for preventing drug addiction;
 - mass drug prevention campaigns;
 - drug abuse prevention training for professionals;
 - the role of the audiovisual media in preventing drug addiction.
- 27 The Aachen conference was regarded by a large majority of coordinators and by the participants as a major Community measure. The "participative" method of preparation and the subjects dealt with, in conjunction with the problems of primary prevention, were the main factors underlying this view. In general, the points of view expressed concerning the EDPW keynote conferences or events stress the fact that they should be planned and coordinated between Member States in such a way as to increase the visibility of Community measures. Programming should enable as many European professionals as possible to take part. The Commission took the opportunity afforded by the conference to help bring together those transnational networks active in the field of drug prevention, who gave a joint presentation on their activities. This initiative was aimed at opening the way to the development of long-term cooperation between those networks.
- 28 To help reinforce cooperation with the countries of central and eastern Europe, measures were taken under the PHARE regional programme to combat drugs in order for the 11 beneficiary countries to be associated with the EDPW 1994. Representatives of the PHARE countries took part in the international conference to open the Week, and a number of activities were organised in these countries to coincide with the Week.

III.2.2 The radio campaign

- 29 On the basis of the experiment carried out in 1992, the Commission supported a European drug prevention campaign on radio, based on a partnership between drugs helpline services in the Member States and national, regional and local radio stations. The aim in so doing was to emphasise the existence of the Week, inform European citizens about helpline services and contribute to strengthening links between preventive structures of this type and a medium widely listened to by young audiences. The evaluation established that the campaign covered 19 helplines in 11 Member States and involved 400 radio stations. Approximately 5 000 preventive messages were broadcast in the Member States, and 1 500 000 brochures and prevention and information leaflets were distributed. The telephone helplines involved dealt with over 51 000 calls during the campaign, representing an increase of up to 300% for some of them.
- 30 This concerted and coherent prevention measure opened up long-term prospects: helping to legitimise helpline services as a means of prevention; helping to make services sufficiently well-known to generate calls after the campaign; helping to consolidate or provide impetus for the development of this activity (three new helplines were opened during this Week). In parallel, the Commission supported the production and distribution of a compact disc to promote the Week. A compilation of songs popular among young people, this CD included information

on existing helpline services in the Member States; by 1 January 1995, 44 000 copies had been sold, with profits going to the European Foundation of Helpline Services (FESAT). The aim was to reach a specific audience of young people by means of a television campaign organised and financed by a production company, promoting drug prevention messages by well-known entertainers and presenting a positive alternative to drug consumption ("High on dance").

- 31 On the financial level, for each ecu invested by the Commission, the programme generated ECU 6.4 invested by the various media and the partners in this initiative. With regard to media involvement, the campaign evaluation⁶ shows that one of the imperatives was to combine prevention messages with referrals to helplines. Involvement of television varied between Member States. The MTV Europe network cooperated with this media awareness-raising campaign (reports, distribution of a compact disc, broadcasting on teletext of the telephone numbers of helplines involved in the campaign in all Member States during and after the Week.
- 32 Improvements to be made to future campaigns of this type should concentrate on strengthening synergy with national programmes by associating the coordinators more closely in the implementation and on reinforcing the European dimension of the campaign for all players involved.

III.2.3 First encounters: "Drugs and images"

- 33 As part of a project based on audiovisual means of prevention, the Commission supported the establishment and distribution of the first European film and video library on the subject of drug prevention and the production of a video film setting out the priorities of television drug prevention campaigns carried out in the Member States. The aim was to support an analysis of such campaigns and to stimulate a learned, comparative discussion of the subject.
- 34 The group of coordinators played an active role in designing these tools, which were distributed in the Member States and promoted at the Aachen conference. The technical evaluation analyses the medium-term prospects for the work of the network established at the time of this production, bringing together a discussion of the place of images in prevention strategies in Europe and the production of documents to meet the needs of local players. This initiative corresponds to a possible model for the development of European networks:
- a theme linked to primary prevention borne by a structure based on experience in the field of drugs;
 - significant support for this structure by a Member State;
 - the bringing together of equivalent expertise in each Member State to provide an example to follow;

⁶ Cf. final report No 94CVVF1-201-0 on the evaluation of the European awareness-raising campaign - BSS - 1994.

– the defining of medium-term objectives at European level using the Week as the chosen starting point for discussion or realisation.

- 35 It is noteworthy that, with support from the Commission, the library has now been updated and supplemented (particularly to cover the three new Member States) in parallel with an evaluation of the procedures for structuring a European audiovisual network for drug prevention.

III.3. Impact of the European Week on European citizens

- 36 The second European Drug Prevention Week has made it possible to design a methodological framework to support the simultaneous or coordinated implementation of drug prevention measures at Union level, helping to clarify the role which the Community could play. The information collected confirms the scale of the Week with regard to the number and range of measures undertaken, the level of commitment by Member States and by those involved and the audience reached.
- 37 However, the data do not allow measurement of the actual impact of the event on European citizens. With regard to assessing changes in behaviour over the medium to long term, which are the aim of the prevention campaigns, specialists agree that there are no reliable methods. Mention must be made of the role which the European Monitoring Centre for Drugs and Drug Addiction can play in this respect; its first three-year work programme, in particular, makes provision for mobilising capital and the working networks of the two EDPWs to establish an information system with particular regard to the scientific evaluation of preventive measures.
- 38 In the context of the regular monitoring of citizens' attitudes and opinions on the scourges of cancer, AIDS and drug addiction⁷, the Commission subsequently financed a survey on drugs. While not designed to provide information directly relevant to the EDPW, the survey gives a recent snapshot of European opinion on the following six subjects: attitudes to drug users and drugs; the reasons people take drugs; knowledge of and access to various drugs; priorities in combating drugs; opinions on the treatment of drug addiction; opinions on urine testing. On most subjects, the report largely confirms the trends shown in the previous Eurobarometers. A detailed analysis is to be published.

⁷ This survey follows on from three others carried out in 1989, 1990 and 1992 on the perceptions, attitudes and opinions of Europeans on drugs (Institut d'Hygiene et Epidémiologie (1992) and INRA (1990 and 1991)). It was carried out simultaneously in the 15 Member States of the European Union in the context of the two successive Eurobarometer surveys (43.0 - 43.1) between March and May 1995. A representative sample of the national population aged 15 and above were asked 12 multiple-choice questions. In all, approximately 18 500 people were interviewed, with an additional sample of young people aged between 15 and 24. A total of 3 031 interviews were carried out with young people aged between 15 and 24.

- 39 The data collected via these surveys reflect current opinion among Europeans. In the medium term, such periodic data will provide a valuable source of information on trends in the attitudes and behaviour of Europeans with regard to drugs.

IV. GUIDELINES FOR REPEATING THE EDPW

- 40 Despite the difficulties in obtaining an absolute estimate, cross-checking the information available in the Member States would appear to show that drug addiction is on the increase. Efforts must therefore be stepped up on all fronts to combat drugs. Where young people are concerned, the priority is the primary prevention of drug addiction.
- 41 The organisation of new European Drug Prevention Weeks on the basis of experience acquired is one of the measures recommended by the Commission, the European Parliament⁸ and the Council⁹ under the first programme of Community action on the prevention of drug dependence¹⁰. The Commission will be responsible for implementation, in close cooperation with the Member States and assisted by the Committee to be established by the Decision concerning the programme.
- 42 This report provides a basis for discussion and guidance on the organisation of future Weeks. While the principle of repeating the Week is supported by all those involved in the 1994 EDPW, the technical evaluation shows that their level of commitment will be affected by methodological, organisational and conceptual choices made at Union level. In due course, the Commission will present to the Committee a draft of measures to be taken, based on the following elements:
- 43 The frequency recommended by the majority of those taking part in the evaluation of the 1994 EDPW is three years, with a number of successive Weeks being planned. The Commission also considers that a three-year interval would optimise the conditions for preparing measures and make it possible to take account of the budgetary implications. A decision on the date and organisational procedures for the next EDPW should be taken once the above-mentioned Decision on the programme of Community action is taken.
- 44 The question of the frequency of the Week has often been linked to that of a thematic review. The Commission considers that the guiding principle for the Weeks should be their contribution to improving cooperation in Europe and to a "citizens' Europe" in the field of public health. The EDPWs will thus have to be based on drug prevention strategies developed over the long term, and help to promote best practices and results obtained within the Community. The Week could be dedicated to particular subjects or targets, which could be identified in conjunction with the priorities of the programme for preventing drug dependence.

⁸ Opinion on first reading, 20 September 1995.

⁹ Health Council of 2 June 1995.

¹⁰ COM(94) 223 final, 21 June 1994.

- 45 With regard to activities receiving Community financial support, closer attention should be given to measuring their Community added value (dissemination of information and experience, operations by European networks, projects with a European dimension).
- 46 Where the organisational structure of the Week is concerned, the evaluation shows the relevance of a European coordinating group and of national coordinating committees. The function of the coordinators as interfaces between national and European levels is considered essential. They are regulators who must ensure correspondence between national and European objectives and incorporate the latter effectively into the projects submitted to them. An alternative should be examined in due course: the Committee established under the Decision on the programme could meet as a European coordinating group for the Week, or a specific group of coordinators could be established along the lines of the model for the 1994 EDPW.
- 47 The task of the national coordinating committees must be defined in such a way as to enable promotion of the Week at national and local level, with dissemination of its objectives and procedures and criteria for participation and support; examination and preselection of projects on the basis of criteria drawn up by the European coordinating group where co-financed programmes are concerned; monitoring of their implementation and participation in the evaluation; and distribution of materials.
- 48 Motivating and mobilising all the players involved is an essential prerequisite for the success of the Week. This commitment is linked to the more general question of informing the authorities, those involved and the general public about Community activities in the field in question. In addition to routine information on Community activities, a communication strategy should be drawn up very early on in the process of organising the Week, to provide a context for the event in relation to the Community prevention programme on the one hand and to disseminate practical information on opportunities for transnational partnerships on the other.
- 49 In accordance with the provisions relating to international cooperation in the Community action programme for the prevention of drug dependence, cooperation with third countries should be considered at an early stage when preparing the next Week.
- 50 The procedures for evaluating the Week should also be dealt with very early on in the organisational process, if necessary with the support of the European Monitoring Centre for Drugs and Drug Addiction.
- 51 Financial procedures and contractual procedures for supporting national programmes should, while complying with existing regulations, take into account as much as possible the specific organisational characteristics of the Week.

V. ANNEXES

ANNEX 1 THE EDPW 1994 IN RELATION TO COMMISSION ACTIVITIES IN THIS FIELD: REPORT 1993-94

Over the period in question, Community action in support of activities in the Member States to prevent drug dependence saw developments in terms of both quality and quantity. This trend is the result in particular of an evaluation carried out in 1991 of projects supported since 1988, the first year in which a budget was allocated to this field. Its characteristic feature is a structuring, on the basis of conclusions, resolutions and declarations by the Council and the Ministers for Health, of the fields of activity likely to benefit from Community support: information for the public and certain target groups; education and training; reduction of risks; early detection; social and occupational rehabilitation; data collection; formulation of the research and dissemination of the results. Another characteristic is the building-in of a trans-European dimension in the projects supported, with backing for the establishment of cross-border regional or European networks, their expansion and their coordinated activity programmes. This trend reflects a concern to avoid spreading too thinly the budget available for Community action in this field of activity, while meeting the criteria for subsidiarity and Community added value and ensuring optimum cost-effectiveness. Such an approach over the long term encourages the development at transnational level of lasting activities. It also produces a knock-on effect, encouraging the expansion or establishment of other networks. This effect also makes possible a rapid appraisal, for all Member States covered, of trends in drug use (new drugs, new methods of consumption, etc.) and the correlative transfer of best practices. The 1994 EDPW benefited from the experience of a number of these networks, which were involved in the planning of the Week. In addition, at the Week's opening conference, the Commission encouraged exchanges of information between these networks. In parallel with the support provided for the networks, the Commission supported exchanges of experience, information and good practice between the Member States and measures to help strengthen cooperation between national structures and NGOs. All projects submitted to the Commission were evaluated prior to the commitment of Community funds. In this transitional period preceding the adoption of the five-year Community programme for the prevention of drug dependence, projects are selected by the Commission on the basis of applications for financing from organisations working in the field of drug prevention and evaluated in accordance with the following criteria:

–The first consists of measuring the relevance of a project within the general framework of Community action to prevent drug dependence. Particular attention has been given to projects concerned with informing the public and young people and with training.

–The second criterion involves participation in the proposed measure by the Member States of the European Union. Projects involving only one Member State or non-member countries were not accepted. The idea was to select projects offering a Community added value, taking particular account of the level at which activity is carried out.

–The third relates to the clarity and precision of the activities which an organisation intends to implement during a given period. The aim is to co-finance projects and not to

subsidise the setting-up or operating costs of structures. Evaluation of measures undertaken and the intended follow-up are also taken into account.

–The final criterion is based on an assessment of the financial dimension of projects. The Commission provides financial support for projects, but cannot provide total financing. Budget estimates are carefully examined and compared. Particular attention is paid to projects receiving support from national, regional or local authorities.

Based on the applications submitted to it, the Commission has tried to strike a balance in the distribution of funds between Member States. All Member States have been involved in the implementation of projects and, in particular, in the activities of the networks. On this basis, out of a total of 242 applications for financing presented to the Commission for 1993 and 1994, 41 were selected, amounting to ECU 3 884 149. In addition, 32 projects and/or action programmes received a total of ECU 2 921 547¹¹ for organising the European Drug Prevention Week 1994. The budget data are as follows: between 1993 and 1994, the Commission supported activities by seven networks with an investment of ECU 1 440 028, representing 37.7% of the available budget, excluding the EDPW. **Total allocation 1993:** MECU 3.3: 29 contracts amounting to ECU 2 597 424, i.e. an average of ECU 89 566.44 per contract, including support for five networks amounting to ECU 603 060, representing 23% of 1993 expenditure excluding the EDPW. **Total allocation 1994:** MECU 3.3: 12 contracts totalling ECU 1 286 725, i.e. an average of ECU 107 227 per contract, including support for four networks amounting to ECU 836 968, representing 65.05% of 1994 expenditure excluding the EDPW.

Examples of Community initiatives since 1993, characterised by their scale and impact, are set out below by area of activity.

Raising public awareness: In addition to measures supported in connection with the European Drug Prevention Week, the Commission financed ten projects in this field. For example: over the period in question, the Commission supported action programmes by the European Foundation of Drugs Helplines, including the award of grants to professionals wishing to improve their knowledge of the operating methods of their colleagues in other Member States, the running of training courses for newly established services, a transnational discussion on assessing the services and the production of reference documents in relation to helplines. The Foundation's network was also heavily involved in the second radio-based prevention campaign supported by the Commission during the 1994 EDPW. This commitment illustrates the opportunities for linking the European Weeks with long-term primary prevention measures. Since 1991, the Commission has supported the networking of these helpline services. The content and form of and means of disseminating preventive messages must be adapted to the intended target. In order to support exchanges of information and good practice in this field, the Commission co-financed a series of seminars on innovative approaches to the prevention of drug dependence, held in the United Kingdom and involving experts from Germany, Italy, Spain, the Netherlands, France and the World Health Organisation. The seminars were intended for both the exchange of specific information and the initiation of long-term cooperation.

Health education: The concept of health education refers to global strategies aimed at promoting healthy lifestyles. The measures proposed as part of the Community

¹¹ The increase from MECU 6.6 to 6.8 was made possible by the Bourlanges procedure.

programme on health promotion, information, education and training¹² follow this generalist approach. Operations specifically aimed at preventing drug use in a school or extra-curricular environment, involving young people, teachers, parents and all who play a role in education, are a useful complement to the measures currently carried out under the programme. The Commission supported three projects in this field. Those active in the field of drug prevention in the Rhine-Meuse-Moselle Basin formed a network in 1986. In 1993-94, with Commission assistance, this network held two summer schools on the subject of drug prevention in the school and extra-curricular environment, giving around 100 teachers and social workers from the regions concerned the opportunity to acquire basic theoretical and technical knowledge for drawing up and carrying out coordinated drug prevention measures adapted to their audience and taking account of existing best practices. It also promoted training courses on drug prevention aimed at elected local representatives in the Rhine-Meuse-Moselle Basin. This network played an active part in the 1994 EDPW. Drug problems do not necessarily develop at school. Since the end of the 1980s a form of drug prevention has been developing which could be defined as a global and Community approach. The aim is to create momentum at municipal level for supporting and monitoring young people, involving as many young people themselves as possible, their parents, teachers, social workers and anyone interested in becoming involved in local prevention strategies. On the basis of experience gathered in the German-speaking community of Belgium with regard to a global and Community approach, a series of similar initiatives have been launched in Germany, Portugal and Luxembourg. A touring European theatre group, "Jeunes d'Europe en jeu", comprising former drug addicts supported by artists and social workers, has made it possible to open debates in France, Belgium, Germany and the United Kingdom with adolescents and young adults from "disadvantaged" backgrounds on drug addiction and the associated risks. It has also made accessible to other young people a series of messages produced by their peers.

Training: The effective implementation of coordinated drug-prevention measures requires suitably trained professionals and/or volunteers. Ten projects in this field were supported by the Commission, including: the activities of a federation (established in 1991) of 62 institutions from Belgium, Spain, France, Greece, Ireland, Italy, the Netherlands, Portugal and the United Kingdom involved in reducing drug demand, aimed at promoting inter-institutional exchanges and carrying out training using the professionals' ability for joint training. In 1994, 80 courses were run with Commission support by social and medical professionals in 44 institutions distributed among nine Member States. In addition, a summer school in Portugal brought together 100 professionals on the subject: "Prevention of drug addiction and public health requirements: what are the responses?". Professionals in the prison sector are faced with the problem of a significant drug addict population in the Member States of the European Union, and are particularly interested in additional training to enable them to adopt an approach geared to this specific audience. Over the period in question, the Commission supported the strengthening of a network of prison and non-prison personnel in Belgium, France (Lorraine), Luxembourg, Germany (Saarland) and the Netherlands (Limbourg). The aim of the project was to exchange experience, by means of training courses, on practices in different prisons, enabling practices to be transposed where appropriate.

¹². COM(94)202 final, 1 June 1994.
COM(95)138 final, 18 April 1995.

Reduction of risks: Drug addicts as a group are difficult to reach using traditional information and prevention systems. Nevertheless, they are a priority in preventive strategies in so far as the health risks arising from drug use are considerable. In addition to the activities carried out under the "Europe against AIDS" programme, four projects were supported in this field during the period in question. In particular, at the instigation of an organisation in the Netherlands, a pilot project was set up on the basis of a transnational network covering six Member States (Netherlands, France, United Kingdom, Spain, Germany and Belgium). The aim of this project is to train professionals and drug addicts in prevention of the health risks associated with drug use, particularly HIV infection, and to produce information material on the problems associated with drug use, lower-risk methods of drug use and information on opportunities for care and support in the various Member States.

Early detection and surveillance: In response to a request from the Council and the Ministers of Health meeting within the Council of 16 May 1989¹³, the Commission supported a pilot study by a Spanish research centre to examine the reliability of screening tests for illicit drugs in body fluids, in which 195 laboratories in the Member States took part¹⁴.

Social and occupational rehabilitation: Drug addicts are marginalised by their dependence. After a difficult course of detoxification and re-education into a life without drugs, they must be reintegrated into society, and the risks of a relapse are great. The Commission supported a pilot initiative in this field aimed at involving people who have broken their dependence of drugs in sports training leading to a qualification. The project also included a series of training courses in high-risk sports techniques aimed at social workers in the field of drug prevention in France, Belgium and Germany.

Data collection: In order to provide a tangible basis for planning preventive measures, it is essential to have reliable and precise information on the drugs phenomenon. In particular, the Commission supported the establishment of the European Monitoring Centre for Drugs and Drug Addiction, whose first three-year work programme is devoted to the demand (and reducing the demand) for drugs. In parallel, the Commission supported six projects in this field during the period in question, including a review of laws, regulations and practices for the use of methadone in the Member States, carried out by a research centre with the aim of obtaining a snapshot of the situation which would be of use to political decision-makers and experts in the Member States, and a report on the drug problem in the prison system, following up a Council Resolution of 11 November 1991¹⁵, which provided a basis for the organisation in Athens in March 1994 of an international conference with the assistance of the Pompidou Group. At the close of this conference, the 500 participants, including representatives of the Member States, produced a series of recommendations on the care of drug addicts in a prison environment.

¹³ Conclusions of the Council and the Ministers for Health of the Member States meeting within the Council of 16 May 1989 concerning the reliability of tests on body fluids to detect the use of illicit drugs (OJ C 185, 22.7.1989, p. 2).

¹⁴ The conclusions are listed in the Commission staff working paper on tests to detect the use of drugs (SEC(95) 667).

¹⁵ Resolution of the Council and the Ministers for Health meeting within the Council of 11 November 1991 on the treatment and rehabilitation of drug addicts serving sentences for criminal offences (OJ C 91, 23.11.1991, p. 7).

Formulation of research and dissemination of results: As with data collection, dissemination of research results is essential for drawing up preventive strategies in relation to drug addiction. The Commission supported six projects in this field during the period in question, including the dissemination of scientific information on matters relating to drugs by means of a British magazine translated into two languages and distributed without cost to professionals in the other Member States, and computerisation and provision to researchers or other interested people of "grey" literature on the care of drug addicts, i.e. 1 850 documents made accessible in the form of a database.

This report shows that measures aimed at increasing public awareness and providing health education and training account for nearly 55% of the projects which received Community support. Such measures are also at the heart of the initiatives undertaken in the context of the 1994 European Drug Prevention Week.

BUDGET SUMMARY

Non-EDPW grants: distribution by Member State 1993-94

Total in ECU per Member State

Member State	Total allocated	%	Contracts	%	Participation ¹⁶
France	740.151,76	19,05	8	19,51	9,78%
Germany	245.167,36	6,31	5	12,19	10,14%
United Kingdom	323.968,00	8,34	5	12,19	9,05%
Belgium	205.111,00	5,28	4	9,75	9,42%
Luxembourg	241.811,00	6,22	2	4,87	7,60%
Netherlands	806.985,00	20,77	4	9,75	8,69%
Denmark	83.500,00	2,14	1	2,43	6,52%
Portugal	0,00	0,00	0	0,00	9,05%
Spain	305.625,00	7,86	3	7,31	8,33%
Italy	38.300,00	0,98	1	2,43	9,78%
Ireland	67.892,00	1,74	2	4,87	6,88%
Greece	825.638,00	21,25	6	14,63	4,71%
Total	3.884.149,12		41		

Summary by area of activity 1993-94; non-EDPW

Area of activity	%	Total committed
1. Raising public awareness	28,45	1.108.668,00
2. Health education	3,51	140.040,00
3. Training	25,19	982.084,76
4. Reduction of risks	9,45	370.818,00
5. Early detection and surveillance	5,82	197.746,00
6. Social and occupational rehabilitation	2,05	83.333,00
7. Data collection	22,08	863.237,00
8. Formulation of research and dissemination of results	3,45	138.222,36
Overall total		3.884.149,12

¹⁶

Degree of participation by Member States in the projects supported.

ANNEX 2

European Drug Prevention Week 1994

Member State	Year	Subject	Amount	Total
France				
	93	Committee ¹⁷	60.000,00	
	94	Programme ¹⁸	150.000,00	
	94	Evaluation	44.400,00	
	94	Video	165.000,00	
	94	Video	24.000,00	443.400,00
Germany				
	93	Committee	49.500,00	
	94	Programme	143.128,00	
	93	Conference	267.755,00	
	94	Conference	275.900,00	736.283,00
United Kingdom				
	93	Committee	60.000,00	
	94	Programme	136.959,00	
	Camp	Radio campaign	254.945,00	451.904,00
Belgium				
	93	Committee	20.985,00	
	94	Programme	67.499,00	
	94	Summaries	4.164,00	92.648,00
Luxembourg				
	93	Committee	0,00	
	94	Programme	54.006,00	54.006,00
Netherlands				
	93	Committee	53.300,00	
	94	Programme	71.492,00	124.792,00
Denmark				
	93	Committee	58.950,00	
	94	Programme	49.133,00	
	93	Communication	196.000,00	304.083,00
Portugal				
	94	Committee	60.000,00	
	94	Programme	75.000,00	135.000,00
Spain				
	93	Committee	50.081,00	
	94	Programme	150.000,00	200.081,00
Italy				
	93	Committee	0,00	
	94	Programme	150.000,00	150.000,00
Ireland				
	93	Committee	44.700,00	
	94	Programme	50.000,00	94.700,00
Greece				
	93	Committee	60.000,00	
	94	Programme	74.650,00	134.650,00
		32 contracts		2.921.547,00
EDPW 93: ECU 921 271			EDPW 94: ECU 1 940 276	

¹⁷ Cf. I. 5.

¹⁸ Cf. I. 6.