General report of activities

1998

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A great deal of additional information on the European Union is available on the Internet. It can be accessed through the Europa server (http://europa.eu.int).

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Foreword

The European Monitoring Centre for Drugs and Drug Addiction has great pleasure in presenting its fourth *General report of activities* to the European Parliament, the European Commission and the Member States following its adoption by the Centre's Management Board on 15 January 1999.

The report gives a retrospective view of a year which saw the EMCDDA make significant progress in fulfilling its tasks. Furthermore, new challenges were taken on and cooperation in the international field intensified.

My very special thanks go to the Director and staff of the Monitoring Centre for their work in 1998. Together with the members of the Scientific Committee and the national focal points of the Reitox network, they succeeded in strengthening the EMCDDA's reputation at national, European and international level. I also wish to thank all the members of the Management Board and their representatives for their commitment and cooperation.

As one of the pillars of the EMCDDA's work, the Reitox network was of special concern to the Management Board in 1998. As a result, I am delighted that, after intensive work, the paper on 'The role and financing of national focal points', presented to the Board by the working group created specifically for this task, was adopted unanimously in autumn 1998. In this way, the work of the national focal points was set on a firmer foundation.

Looking back on the achievements of 1998, I am convinced that the committed, loyal and open collaboration of all those working in and with the Centre that was demonstrated over the course of the last year will confirm the EMCDDA's success in fulfilling its future tasks and challenges. I look forward to meeting the same spirit in 1999.

Franz J. Bindert
Chairman of the EMCDDA Management Board

Introduction

In 1998, the EMCDDA moved into a new phase with the start of its second three-year work programme (1998-2000), designed to consolidate and build on much of the groundwork undertaken during the first three years of the Centre's existence. The two priority areas of the 1998-2000 work programme are: to enhance the Centre's achievements in the field of demand for drugs and the reduction of that demand; and to develop its activities in the field of national and Community strategies and policies.

This brief introduction will not attempt to enumerate all the Centre's achievements in 1998, but will let the different chapters speak for themselves. It will, however, highlight what were among the most significant changes and events of the year for the EMCDDA.

The very real growth in both scope and scale of the EMCDDA's activities was illustrated over the course of the year by the increase in the number of staff employed by the Centre which grew to 40 full-time members. In this context, an important structural change was the creation of a new section to coordinate the Centre's work relating to the joint action on new synthetic drugs adopted on 16 June 1997 in Brussels by the Council of the European Union ([1]). A coordinator formally responsible for this section was appointed on 1 September 1998. Among the main results of this section's work were: the production of 'Guidelines on the risk assessment of new synthetic drugs', which were formally adopted by the EMCDDA's Scientific Committee in October; a detailed 'Report on the risk assessment of MBDB' (the synthetic drug N-Methyl-1-(1,3-benzodioxol 5-yl)-2-butanamine); and cooperation with Europol in establishing the joint information reports foreseen under Article 3 (exchange of information) of the joint action.

The Reitox coordination department, strengthened by the appointment of a head of department in July, also made great strides during the year in reinforcing the Reitox network of national focal points on both a human and technical level. Among its activities, it forged closer relationships with the central and east European countries (CEECs) involved in the PHARE multi-country project on drug information systems (DIS), and inaugurated a private website accessible only to members of the Reitox community providing services including document-sharing and newsgroups. Following extensive discussion throughout 1997, a working group composed of members of the EMCDDA Management Board was established in 1998 to produce a comprehensive paper on 'The role and financing of national focal points' in consultation with the national focal points themselves. The paper states that the network should be based on equal and open collaboration and acknowledges that previous funding to the national focal points was inadequate for the tasks expected

([1]) Joint action concerning the 'information exchange, risk assessment and the control of new synthetic drugs' (Official Journal L 167, 25.6.1997) adopted on 16 June 1997. A joint action is a decision adopted unanimously by the EU Member States within the framework of the third pillar of the Treaty on European Union (Cooperation in the field of justice and home affairs). Synthetic drugs are psychoactive substances produced in laboratories and not derived from natural products. They include MDMA (ecstasy), other amphetamines and LSD.

of them. A new funding arrangement was therefore agreed based on a 50-50 split: from 1999, the EMCDDA will raise its contribution to each focal point from EUR 40 000 to EUR 100 000 per annum, provided that the Member State concerned also contributes EUR 100 000 annually to the focal point's work. The paper was formally adopted by the EMCDDA Management Board in October.

On 18 December, the EMCDDA launched its 1998 *Annual report on the state of the drugs problem in the European Union*. The launch took place at the Federal Ministry of Labour, Health and Social Affairs, Vienna, in the presence of Lore Hostasch, Austrian Federal Minister for Labour, Health and Social Affairs; Marcel Reimen, Vice-Chairman of the EMCDDA Management Board; Georges Estievenart, Director of the EMCDDA; and Peter Hacker, Coordinator for Drug Affairs of the City of Vienna.

During the year, the EMCDDA made its first formal contacts with regions outside the EU, notably the United States, Latin America and central and eastern Europe. Cooperation with the United States was marked by the visit on 17 July of General Barry R. McCaffrey, Director of the US White House Office of National Drug Control Policy (ONDCP), for the first US-EU Informal Drug Forum. This event was held at the Centre's headquarters in Lisbon with the participation of some 30 high-level US and European officials. The Forum was followed up by a working visit in November from John Carnevale, Director of the ONDCP's Office of Budget, Research and Evaluation, to discuss concrete collaboration and joint projects between the two organisations.

The EMCDDA's links with Latin America were strengthened in October with the Euro-Ibero American Seminar, 'Cooperation on drugs and drug addiction policies', held in Oporto, Portugal, under the chairmanship of President of the Portuguese Republic, Jorge Sampaio, and the patronage of Vice-President of the European Commission, Manuel Marín. The seminar was organised in cooperation with the Portuguese Government and with the support of the European Commission and the EMCDDA. The resulting 'Oporto Declaration' was annexed to the conclusions of the subsequent Ibero-Latin American Summit and — in anticipation of the Euro-Latin American Summit to be held in Rio de Janeiro in 1999 — suggested that the EMCDDA could become a link between Europe and Latin America in the drugs field and a facilitator of forums providing information and fostering the exchange of experiences in the fields of demand and harm reduction.

In the context of the forthcoming accession to the EU of central and east European countries, the EMCDDA increased its cooperation with the PHARE multi-country programme for the fight against drugs, one of the priority objectives of the Centre's 1998 work programme. The EMCDDA contributed to the evaluation of the PHARE project on technical assistance to drug demand reduction and participated in several seminars in central and eastern Europe in the course of the year. Another PHARE initiative, the PHARE multi-country project on drug information systems, is assisting the countries of central and eastern Europe in developing an information network similar to Reitox by setting up prototype national focal points in each participating country. During the year, these focal points became actively involved in the Centre's activities and for the first time provided data on the drug situation in their countries for the EMCDDA's 1998 *Annual report on the state of the drugs problem in the European Union*, significantly broadening the report's geographical scope. This level of collaboration will no doubt increase as the accession process develops and is greatly welcomed by the EMCDDA.

The Centre also hosted several visits from European bodies. Delegations from the European Parliament's Committee on Civil Liberties and Internal Affairs and Committee on the Environment, Public Health and Consumer Protection visited the

Centre in March and September respectively. The Parliament further demonstrated its interest in the European drugs problem by producing two reports in 1998: one, adopted on 16 September in Strasbourg, evaluating the EMCDDA's 1997 *Annual report on the state of the drugs problem in the European Union*; and a second, adopted on 6 October, on enhancing European cooperation on drugs in light of the United Nations General Assembly Special Session on Drugs (Ungass) held in New York in June.

In 1998, it was the turn of the EMCDDA to hold the Chair of the 11 decentralised EU agencies. In this capacity, the Centre hosted a meeting of the Directors of the agencies in July. Among other issues, the meeting discussed ways to strengthen inter-agency cooperation and the role these bodies should play in the accession to the EU of the CEECs.

A major step forward for the Centre in its links with international organisations was the signing of a Memorandum of Understanding (MOU) with the United Nations International Drug Control Programme (UNDCP) in March. The terms of the MOU formally establish cooperation between the two bodies and will be reviewed in 2000. A similar MOU with the Pompidou Group of the Council of Europe was drafted in 1998 for signature during 1999. These two events will significantly enhance the EMCDDA's role in the field of drugs, both at European and at international level.

The Centre's international role was also demonstrated by its presence at the Ungass in New York in June. The Ungass adopted a draft declaration on the guiding principles of drug demand reduction and a political declaration in which all Member States committed themselves to establish and implement demand-reduction policies by the year 2008. The Director of the EMCDDA addressed the Committee of the Whole and welcomed the guiding principles as providing 'a real chance to translate political intentions into concrete action and hard facts'.

Overall, 1998 was a varied and fulfilling year for the Monitoring Centre in which advances were made both in terms of its internal structure and activities and in its external cooperation with other regions and organisations. The international recognition that the Centre's work received contributed greatly to increase its visibility to policy-makers, scientists and practitioners in the drug field. As the year drew to a close it was particularly gratifying that the conclusions to the European Council meeting held in Vienna in December explicitly endorsed the Centre's role by stating: 'Full use should be made of the expertise of the European Monitoring Centre on Drugs and Drug Addiction' in developing further 'an integrated and balanced post-1999 drugs strategy'. The EMCDDA will do its utmost in the coming years to develop further this expertise and to become more and more a central point of reference in the global fight against drugs.

Georges Estievenart
Director

EMCDDA work programme 1998

Priority objectives for 1998-2000

Consolidating and enhancing the achievements: Priority area No 1 (demand and demand reduction)

A. Collection and analysis of existing data (2)

Priority objective 1

Consolidating and improving the Centre's epidemiological and demand-reduction information systems on the basis of agreed sets of core data

(a) Current trends and patterns: monitoring traditional illicit drugs

(b) New trends: setting up and developing a mechanism for the information exchange, risk assessment and control of new synthetic drugs

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

B. Improvement of data-comparison methods (2)

Priority objective 3

Improving and developing reliable and comparable methods, data systems and key indicators

C. Dissemination of data (2)

Priority objective 4

Improving the quality of the *Annual report on the state of the drugs problem in the European Union,* the visibility of the work of the EMCDDA and the Reitox network and the dissemination of the information collected and produced by the EMCDDA

D. Cooperation with European and international bodies and organisations and with non-Community countries ([2])

Priority objective 5

Developing structured cooperation with the EMCDDA's international partners and ensuring synergies and complementarity with EU programmes and activities, avoiding any duplication of work

Developing the achievements: Priority area No 2 (national and Community strategies and policies)

A. Collection and analysis of existing data ([2])

Priority objective 6

Developing tools and methodologies for comparing interventions, legislation, strategies and policies in the EU (including cost-effectiveness evaluation)

([2]) Fundamental tasks of the EMCDDA as stated in Article 2 of its founding Regulation (EEC) No 302/93.

Chapter 1

Epidemiology

In 1998, the EMCDDA's work in the field of epidemiology concentrated on priority objectives 1, 2 and 3 of the annual work programme. Major tasks included: synthesising epidemiological information for the EMCDDA's *Annual report on the state of the drugs problem in the European Union*; developing comparable key indicators; developing tools for more in-depth and policy-related data analysis; cooperation with other institutions; and finalising an extensive range of project reports.

1998 work programme
Epidemiology

Priority objective 1

Consolidating and improving the Centre's epidemiological ... information systems on the basis of agreed sets of core data

(a) Current trends and patterns: monitoring traditional illicit drugs

Epidemiological information systems

(b) New trends: setting up and developing a mechanism for the information exchange, risk assessment and control of new synthetic drugs

Early-warning system on new synthetic drugs

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

Reitox specific projects

Priority objective 3

Improving and developing reliable and comparable methods, data systems and key indicators

Epidemiological key indicators

Epidemiological information systems

In 1998, the epidemiology department's work in this area included:

- collecting and registering epidemiological data from a wide range of sources and studies;
- initiating a project to evaluate data quality;
- preparing Chapter 1 of the *Annual report on the state of the drugs problem in the European Union* 1998, largely based on the national reports submitted by the national focal points ([3]); and
- a range of projects to increase the policy relevance of data analysis.

Early-warning system on new synthetic drugs

In cooperation with the EMCDDA's unit responsible for monitoring implementation of the June 1997 joint action on new synthetic drugs, the Centre's epidemiology department:

- conceptualised and planned an early-warning system on new synthetic drugs;
- developed and tested data-collection and reporting instruments in collaboration with Europol and the Reitox network;
- collected and analysed epidemiological and social data on MBDB (N-Methyl-1-(1,3-benzodioxol 5-yl)-2-butanamine);
- developed risk-assessment guidelines together with the EMCDDA Scientific Committee (see Chapter 4);
- commissioned a study of the pharmacotoxicology and neuropsychology of MBDB (contractor: Dutch focal point, Trimbos-instituut, Utrecht; timespan: May to October 1998); and
- participated in a special risk-assessment meeting on MBDB (see Chapter 4).

Reitox specific projects

Continuing work begun under the 1996 Reitox work programme, the epidemiology department contributed to developing, testing and implementing standards on indicators of treatment demand and drug-related deaths (see below).

Epidemiological key indicators

In 1998, the department focused on promoting the development and subsequent implementation of instruments and standards relating to five key indicators by undertaking the following projects:

([3]) National reports produced by the national focal points record the drug situation in an EU Member State and provide the core data for the EMCDDA's annual report.

Drug use in the general population

Coordination of an expert working group

This project, which built on work begun in 1997, aimed to improve the quality and comparability of general-population surveys on drugs by working with a group of national experts from nine EU Member States. The group expanded and consolidated instruments (standard core modules for integration into national questionnaires) and methodological guidelines (on sampling, data-collection analysis and reporting results). The core modules, including new ones developed in 1998, were then translated and pre-tested in selected Member States. A joint analysis of recent national surveys from six participating countries was also carried out by a subgroup of the expert group (contractor: Bureau voor Onderzoek en Statistiek (O+S), Amsterdam; timespan: December 1997 to December 1998).

Methodological study

A methodological study to compare the effects of different data-collection methods on the prevalence of self-reported drug use in general population surveys was carried out in parallel with the above project. Three Member States — Greece, the Netherlands and Sweden — conducted national face-to-face surveys and telephone and mail surveys using compatible questionnaires and sampling frames for which extra fieldwork costs were met by the EMCDDA (contractor: Dutch, Greek and Swedish focal points; timespan: May to November 1998). A comparative analysis of the results obtained from the different methods was undertaken by the University of Amsterdam (timespan: October 1997 to December 1998).

Prevalence estimates of problem drug use

Study to obtain comparable national estimates

As a follow-up to a 1997 pilot study undertaken in five Member States to identify useful estimation methods, the recommendations were applied in Member States to obtain comparable estimates of national prevalence of problem drug use. A meeting with experts from 14 EU Member States and Norway was held to discuss the methods and data availability in each country. Estimates were obtained for 13 countries and three additional methods were developed. Guidelines were drawn up for applying the recommended methods using common procedures and definitions (contractor: German Focal Point, Institut für Therapieforschung (IFT), Munich; timespan: January to November 1998).

Project to disseminate methodological guidelines for local estimates

Building on a 1997 project to estimate the prevalence of problem drug use at local level in seven cities using three-sample capture-recapture, guidelines were drawn up in 1998 for applying this methodology using comparable procedures and definitions. A 'help desk' of prevalence estimation experts was established to advise local prevalence studies using this method, and local prevalence studies in the Member States were reviewed. A practical manual is being produced based on the guidelines used in the project (contractor: University of Glasgow, UK (see **http://www.gla.ac.uk/Inter/DrugMisuse/EMCDDA**); timespan: January to November 1998).

Network of national and local prevalence estimation

With the help of funding from the targeted socioeconomic research (TSER) programme of Directorate-General XII (Science, Research and Development) of the European Commission, a network of national and local prevalence estimation was created to promote information exchange on estimation methods and develop proposals for in-depth studies.

Demand for treatment by drug users

Feasibility study to improve treatment-reporting systems

Continuing its work on treatment-demand indicators, the Centre carried out a feasibility study of implementing recommendations to improve the comparability of national treatment-reporting systems in the EU. The availability of core data in all Member States was also assessed. A meeting was held in Lisbon in July 1998 to discuss the results of the study and plan the next steps (contractor: IFT, Munich; timespan: November 1997 to July 1998).

Field trial of data collection

As a result of the above feasibility study, a draft EMCDDA-Pompidou Group protocol was planned defining a routine system for collecting and reporting standard and comparable anonymous core data on clients starting treatment. A field trial will test how and where to implement this protocol in the Member States. Data collected during this field trial will be used for an initial joint analysis at EU level (contractor: IFT, Munich; timespan: November 1998 to July 1999).

Drug-related deaths and mortality among drug users

Improving the quality and comparability of data on drug-related death statistics

This project followed on from work carried out under the 1996 Reitox work programme. Data from General Mortality Registries (GMR) and/or Special Registries (SR) in 14 EU Member States were analysed by comparing existing national data-collection criteria on drug-related deaths against a set of draft guidelines from the 1996 Reitox project. As a result, revised draft guidelines for reporting results from GMRs and SRs were drawn up. In June 1998, a meeting was held in Utrecht to discuss the results of the project with all focal points (contractor: Trimbos-instituut, Utrecht; timespan: November 1997 to July 1998).

Field test of the guidelines

The draft guidelines will be field tested in all Member States. The results will be analysed both within and between countries to produce concrete proposals to improve the quality and comparability of statistics on drug-related deaths (contractor: Trimbos-instituut, Utrecht; timespan: November 1997 to July 1999).

Development of cohort studies

Building on the achievements of a previous review of studies of mortality among drug users and a feasibility study for devising a common methodology for monitoring overall and cause-specific mortality among drug users in the EU, a revised standard protocol was promoted for use in cohort studies. This will assess and compare general and cause-specific mortality in cohorts of drug users recruited from treatment centres. Ongoing, new or planned studies applied this standard protocol in 12 Member States and a preliminary joint analysis of data from selected ongoing programmes was made (contractor: Osservatorio Epidemiologico — Regione Lazio, Rome; timespan: January to October 1998).

Implementation, follow-up and analysis

The EMCDDA will continue to ensure coordinated implementation, follow-up and analysis of cohort studies on mortality among drug users in the EU. A more in-depth comparative analysis will be conducted for groups that have completed a significant follow-up period (contractor: Osservatorio Epidemiologico — Regione Lazio, Rome; timespan: November 1998 to October 1999).

Infectious diseases among drug injectors

Improving data quality for surveillance

Following a 1997 study to review literature on drug-related infectious diseases and collect information on data sources and levels of infection in five Member States, a project began in 1998 to improve data quality for the surveillance of hepatitis B and C and HIV infection in injecting drug users. This project will evaluate available data in all Member States and draw up recommendations to improve the monitoring of the spread of infectious diseases in such drug users using comparable methods and definitions (contractor: University of Glasgow, UK; timespan: December 1998 to September 1999).

Other activities in the field of epidemiology

Analysing data for decision-makers

In 1998, the epidemiology department began various projects to develop and apply tools for in-depth and policy-relevant analysis of data on drug use. In particular, these focused on:

- dynamic modelling;
- qualitative research; and
- new trends.

Dynamic modelling

Incidence of problem drug use and time trends in indicators

A pilot project was begun in 1998 to analyse the incidence of problem drug use in three cities using back-calculation methods and drug-treatment data. The time lag between the onset of drug use and first demand for treatment was estimated, as were the factors determining the length of this period and the typical treatment history of drug users in the different cities. Comparisons were made with time- and age-related information from other indicators such as drug deaths and police arrests (contractor: University Tor Vergata, Rome; timespan: July 1998 to February 1999).

Geographic spread of drug use

A study was also launched to develop an explanatory model, database and maps showing the geographical diffusion of drug use and spatial distribution of indicators in the EU. At a project meeting in Lisbon on 4 and 5 December 1998, maps of drug-related data from different parts of Europe (e.g., treatment, drug-related deaths) were examined and the use of geographical information systems to develop more sophisticated analyses of drug use was discussed (contractor: Keele University, UK; timespan: July 1998 to February 1999).

Networks of modelling of incidence and time trends and of geographic spread

With funding from the European Commission's TSER programme, the Centre created two networks for modelling incidence and time trends in problem drug use, and for mapping and modelling the geographic spread of drug use. These networks will facilitate the exchange of information on ongoing work, the development of comparable methods and data standards, and the creation of in-depth studies on the temporal and spatial diffusion of drug use (contractors: University Tor Vergata, Rome, and Keele University, UK; timespan: December 1998 to December 2000).

Social costs of drug use

A project was initiated to estimate the impact and costs of hepatitis B and C and HIV infection in injecting drug users in the EU. The project will assess the epidemiological impact and development of hepatitis B and C and HIV in injecting drug users and their likely implications for current and future health-care costs compared to those of other diseases. Policy options for health interventions for hepatitis B and C and HIV will be analysed, such as the cost-effectiveness of different prevention and treatment initiatives (contractor: Netherlands National Institute of Public Health and the Environment (RIVM), Bilthoven; timespan: November 1998 to September 1999).

Network of modelling costs of drug use and cost-effectiveness of interventions

With funding from the European Commission's TSER programme, the Centre set up a network of experts in the field of modelling costs of drug use and cost-effectiveness of interventions. This network will exchange information on ongoing work, develop comparable methods and data standards, and develop proposals for in-depth studies into the costs of drug use and the cost-effectiveness of different interventions, such as prevention and treatment (contractor: RIVM, Bilthoven; timespan: December 1998 to December 2000).

Network of economic analysis of drug markets and interventions

Also with funding from the TSER programme, the Centre set up a network of experts in the field of economic analysis of drug markets using dynamic modelling. The aim is to exchange information on ongoing work, to develop comparable methods and data standards, and to develop proposals for in-depth studies into the relationship of drug use to market indicators and options for policy interventions, such as law enforcement (contractor: University of York, UK; timespan: December 1998 to December 2000).

Scientific seminar and monograph

A scientific seminar, 'Drug use research, policy and dynamic modelling' was held in Lisbon from 7 to 9 May. The seminar broadened the network of modelling experts, discussed policy-relevant applications of dynamic modelling and identified ideas for future projects. A scientific monograph, *Dynamic models of drug use and drug problems*, presenting a comprehensive overview of the use of dynamic modelling in drug use research following a 1997 review project, was prepared for publication (contractor: University of York, UK; timespan: November 1997 to June 1998).

Qualitative research

Working groups of qualitative researchers

A project to coordinate working groups of qualitative researchers to analyse patterns of drug use and their implications for public-health strategies and prevention was undertaken in 1998. This project built on previous work (an inventory, bibliography and synthesis of qualitative research in the EU), and created three working groups to review research on drug trends and youth, drugs and crime, and risk behaviours and health. A web site was created at **http://www.qed.org.uk**, which became a key project tool (contractor: National Addiction Centre (NAC), London; timespan: December 1997 to November 1998).

Scientific seminar

In the context of this project, a scientific seminar, 'Qualitative research: Knowledge for effective action', was hosted by the EMCDDA from 29 to 31 October 1998. The seminar examined how to promote the value of qualitative research in better understanding drug use (and as a tool for planning rational interventions), and assessed proposals on the key topics reviewed by the project. The meeting brought together qualitative researchers and policy-makers from throughout Europe as well

as from several international organisations. Results of the project on qualitative research were presented, including an updated overview of the state of the art in this type of research in the EU, and in-depth revisions of qualitative research findings (contractors: NAC, London, for coordination of contents; and Traducta, Lisbon, for organisation).

New trends

Identifying, tracking and understanding emerging trends

In 1998, work in this area complemented and provided a broader framework for the early-warning system on new synthetic drugs (see Chapter 4). A feasibility study was carried out to improve the sensitivity of monitoring systems (local, national and European) to emerging drug trends and problems. Existing monitoring methods and models were reviewed and the situation in France, Germany, the Netherlands, Spain and the UK assessed. The results were synthesised and proposals for improvements made to the Reitox network. The next step is to test and implement the proposals in conjunction with the national focal points and other European networks (contractor: NAC, London; timespan: December 1997 to July 1998).

Further projects

Four further epidemiological projects were started in 1998:

- a literature review on the relation between illicit drug use and impaired driving and traffic accidents (contractor: Irish Focal Point, Health Research Board, Dublin; timespan: July 1998 to January 1999);
- a literature review of published and ongoing research into risk factors for initiation into and experimentation with drugs, the development of problematic use and implications for interventions (contractor: Centre for Research on Drugs and Health Behaviour, London; timespan: June to December 1998);
- a literature review and synthesis of research on drug-related non-fatal emergencies seen by hospitals and ambulance services. Potential uses of this information were evaluated, including for detecting new drugs (contractor: Institut Municipal d'Investigació Mèdica (IMIM), Barcelona; timespan: March to December 1998); and
- a small expert meeting was held on 7 December to develop ideas for future work on social and socioeconomic aspects, focusing on social exclusion.

Developing cooperation with other institutions

In the field of epidemiology, cooperation was developed with a wide range of partners. These included:

- Directorates-General I (External Relations), V (Employment, Industrial Relations and Social Affairs), VII (Transport) and XII (Science, Research and Development) of the European Commission;
- the World Health Organisation;
- the United Nations International Drug Control Programme;
- the Pompidou Group of the Council of Europe;
- Europol;
- the European Centre for the Epidemiological Monitoring of AIDS, Paris; and
- the European Agency for the Evaluation of Medicinal Products (EMEA), London.

Epidemiological key indicators

Drug use in the general population

- Coordination of an expert working group to develop instruments and guidelines to improve quality and comparability of general population surveys on drugs
- 'Methodological study to compare the effects of different data-collection methods on the prevalence of self-reported drug use in general population surveys'

Prevalence estimates of problem drug use

- 'Study to obtain comparable national estimates of problem drug use prevalence for all EU Member States'
- Project to disseminate methodological guidelines to estimate the prevalence of problem drug use on the local level

Demand for treatment by drug users

- 'Feasibility study on implementing the recommendations of Reitox sub-tasks to improve the comparability of national treatment reporting systems in the Member States'

Drug-related deaths and mortality among drug users

- 'Improving the quality and comparability of data on drug-related deaths in the EU Member States'
- Coordination to develop cohort studies on mortality among drug users

Analysing data for decision-makers

Modelling

- Report of the seminar, 'Drug use research, policy and dynamic modelling'
- *Dynamic models of drug use and drug problems*, EMCDDA scientific monograph No 4 (Lisbon: EMCDDA, in press)

Qualitative research

- Coordination of working groups of qualitative researchers to analyse drug-use patterns and implications for public health strategies and prevention
- Report of the seminar, 'Qualitative research: Knowledge for effective action'
- Qualitative research website at **http://www.qed.org.uk**

New trends

- 'Feasibility study on detecting, tracking and understanding emerging trends in drug use'

Other projects

- 'Literature review on the relation between drug use, impaired driving and traffic accidents'
- 'Literature review on risk factors for drug use and problem use'
- 'Review and synthesis of scientific literature on drug-related non-fatal emergencies'

Major meetings organised by the EMCDDA, 1998
Epidemiology

- EMCDDA scientific seminar, 'Drug use research, policy and dynamic modelling', Lisbon, 7 to 9 May
- EMCDDA expert meeting, 'Drug-related deaths information', Utrecht, 29 and 30 June
- EMCDDA expert meeting, 'Treatment demand information', Lisbon, 6 and 7 July
- Fifth international epidemiology working group (IEWG), Lisbon, 21 to 23 July
- Working group on alcohol, drugs, medicines and driving of Directorate-General VII (Transport) of the European Commission, Lisbon, 28 and 29 September
- EMCDDA scientific seminar, 'Qualitative research: Knowledge for effective action', Lisbon, 29 to 31 October
- EMCDDA project meeting, 'Geographic spread of drug use', Lisbon, 4 and 5 December
- EMCDDA expert meeting, 'Social exclusion and drugs', Lisbon, 7 December

Major meetings attended by the EMCDDA, 1998
Epidemiology

- PHARE meeting, 'Drug information systems', Amsterdam, 16 and 17 March
- Wilton Park Conference, 'Drugs and their impact on crime: Europe's response', Steyning, West Sussex, 6 to 8 April
- Scientific and technological contributions to the assessment of policy options on drug use and related problems, European Parliament, Brussels, 23 and 24 April
- Royal Statistical Society special issues meeting, 'Drugs and criminal statistics', London, 6 May
- European Harm-Reduction Conference, Utrecht, 3 to 5 June
- 28th meeting of the group of experts in the epidemiology of drug problems, Strasbourg, 8 and 9 June
- World Health Organisation-National Institute on Drug Abuse, global research network of HIV prevention in drug-using populations, Geneva, 25 and 26 June
- 12th World AIDS Conference, Geneva, 28 June to 3 July
- Meeting, 'Health of intravenous drug users: Comparative study of four European port-side towns', Marseilles, 3 October
- Special risk-assessment meeting (extended EMCDDA Scientific Committee), EMCDDA, Lisbon, 9 and 10 November
- Third International Hepatitis C Conference, London, 17 November
- European seminar, 'Women, labour and drug addiction', Lodi, Milan, 20 and 21 November

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Chapter 2

Demand reduction

In 1998, the EMCDDA's work in the field of demand reduction corresponded primarily to priority objectives 1, 2, 3 and 5 of the annual work programme. In addition, the EMCDDA actively participated in the preparations for the UN General Assembly Special Session on Drugs (Ungass) held in June. The session's declaration on drug demand reduction will be followed up by an action plan to which the EMCDDA will contribute. Through its participation in national and regional meetings, the demand reduction department expanded its network of contacts and publicised its activities which are increasingly recognised both by policy-makers and practitioners in the field.

1998 work programme
Demand reduction

Priority objective 1

Consolidating and improving the Centre's … demand-reduction information systems on the basis of agreed sets of core data

(a) Current trends and patterns: monitoring traditional illicit drugs

Demand-reduction information system

(b) New trends: setting up and developing a mechanism for the information exchange, risk assessment and control of new synthetic drugs

Demand-reduction responses to new trends in synthetic drugs

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

Reitox specific project to develop the network in the field of demand reduction

Priority objective 3

Improving and developing reliable and comparable methods, data systems and key indicators

Demand-reduction evaluation guidelines and instruments

Priority objective 5

Developing structured cooperation with the EMCDDA's international partners and ensuring synergies and complementarity with EU programmes and activities, avoiding any duplication of work

Structured synergies and coordination with EU bodies and programmes

Demand-reduction information system

Updating comprehensive demand-reduction data on drugs

During the first nine months of the year, the demand reduction department analysed the data submitted by the national focal points via their information maps ([4]) and national reports for inclusion in the *Annual report on the state of the drugs problem in the European Union 1998*.

Exchange on drug demand reduction activities (EDDRA)

In 1998, the EDDRA information system became accessible via the Internet at **http://www.emcdda.org/html/demand_reduction.html/**. All the Reitox national focal points participated in the feasibility phase, and the questionnaire used to collect data was translated into the 11 EU languages. This stage identified the criteria for selecting projects, and each focal point entered at least five programmes into the database. By the end of the feasibility phase, EDDRA contained 120 projects. The system has elicited great interest from both professionals in the field and policy-makers and has helped to demonstrate that the focal points provide a service rather than simply demanding information.

At its 13th meeting in July, the EMCDDA Management Board decided that implementing EDDRA should become a Reitox core task (see Chapter 3).

The Luxembourg focal point, the Department for Socio-Therapeutic Action of the Ministry of Health, was contracted to add different linguistic versions and search tools to EDDRA, make technical improvements and maintain the system. The next major challenge is to improve the quality of the information it contains.

([4]) An information map is an instrument devised by the EMCDDA in 1996 to record in detail the sources, availability, quality and flow of information in the different EU Member States.

Inventory of training facilities

To complement its inventory of university training facilities (see **http://www.emcdda.org/html/demand_reduction.html)**, the EMCDDA launched a study into non-university vocational training. This study will:

- give students an overview of training possibilities in the EU;
- give professionals involved in training a forum for exchanging experiences and networking; and
- give decision-makers an overview of available training options.

Internet access to the inventory is being planned to make it available to a broader public (contractor: Dutch focal point, Trimbos-instituut, Utrecht; timespan: September 1998 to May 1999).

Evaluation Instrument Bank

A study into collecting and analysing evaluation instruments in the field of drug prevention was finalised in 1998. A second study, focusing on treatment evaluation instruments, was contracted to the European Institute for the Investigation of Risk Factors for Children and Adolescents (IREFREA), Spain (timespan: January to September 1999).

To increase the accessibility of the Evaluation Instrument Bank, an Internet-based database of documents containing the evaluation instruments collected is being developed. This Bank will enable users to identify the most suitable evaluation tool for their needs and will be designed to allow for future expansion (contractor: Luxembourg focal point, Department for Socio-Therapeutic Action, Ministry of Health, Luxembourg; timespan: December 1998 to June 1999).

Demand-reduction responses to new trends in synthetic drugs

A follow-up to the study published in 1997 in the EMCDDA Insights series as *New trends in synthetic drugs in the European Union* was launched in 1998 (contractor: Sozialpädagogisches Institut (SPI), Berlin; timespan: December 1998 to June 1999). Since *New trends in synthetic drugs* was published, additional intervention projects have emerged with new strategies based on the fluctuating character of both the phenomenon and the consumer population. SPI's follow-up research will identify the innovative characteristics, objectives, methodology and target groups of these new demand-reduction programmes and may also examine their evaluation.

Reitox specific project to develop the network in the field of demand reduction

The Swedish focal point, the National Institute for Public Health, is coordinating a study to investigate how to establish new, and consolidate existing, information networks on drug demand reduction in the EU Member States. The study will be carried out by the Austrian, Dutch, Irish, Spanish and Swedish national focal points and will result in an overview of current networking practice with concrete recommendations to help all focal points (contractor: Swedish focal point, National Institute of Public Health, Stockholm; timespan: September 1998 to June 1999).

Guidelines for the evaluation of prevention

With the 'Guidelines for the evaluation of drug prevention' now available to practitioners as a working document in all 11 EU languages, the EMCDDA has launched a project for the guidelines' controlled implementation (contractors: Centro de Estudios sobre la Promoción de la Salud (CEPS), Madrid, in cooperation with the German focal point, Institut für Therapieforschung (IFT), Munich; timespan: September 1998 to March 1999).

Practitioners who receive the guidelines are encouraged to complete and return a feedback sheet. On the basis of this feedback, a sample of programmes will be contacted for further information and the guidelines revised accordingly. Counselling is provided to programmes working with the guidelines by different European partners involved in their development and testing.

The English-language version of the 'Guidelines for the evaluation of drug prevention' was published as the first in a new series of EMCDDA manuals in October (see Chapter 5).

Guidelines for the evaluation of treatment

One conclusion of the first EMCDDA workshop on evaluating treatment held in Athens in March 1997 was to enhance cooperation with other international organisations. Cooperation with the European Commission's COST-A6 working group on evaluation of treatment in Europe included several meetings to discuss guidelines for the evaluation of treatment. Publication of these guidelines is planned in the EMCDDA Manuals series for 1999.

Evaluation of substitution treatment

A study on substitution treatment was begun in 1998 (contractor: Osservatorio Epidemiologico — Regione Lazio, Rome, in cooperation with the National Addiction Centre (NAC), London; timespan: September 1998 to May 1999). This study will:

- map European practice in substitution treatment by developing a typology of substitution-treatment interventions;
- assess the state of the art of substitution treatment evaluation in Europe; and
- identify gaps in evaluation practice and methodology, paying special attention to the interaction between substitution treatment and accompanying assistance measures and to the long-term follow-up of substitution clients.

The research will also define the needs of substitution treatment services for specific evaluation guidelines.

Qualitative research in demand reduction

Current research into drug demand reduction is mainly limited to evaluating specific projects or programmes. To redress the balance, the EMCDDA has launched a study focusing on the mechanisms of drug demand-reduction action, that is, the processes, actors, structural and organisational issues involved (contractor: Nordic Council for Alcohol and Drug Research, Helsinki; timespan: December 1998 to November 1999). By identifying individual projects and researchers, the study will provide an overview of ongoing research and existing literature. It will also promote further investigations and new research networks. This work complements the epidemiology department's study on qualitative research on drug users (see Chapter 1).

Structured synergies and coordination with EU bodies and programmes

PHARE multi-country programme for the fight against drugs

In 1998, the EMCDDA participated in the evaluation group of the PHARE project on technical assistance to demand reduction, part of the multi-country programme for the fight against drugs. The evaluation focuses on:

- networking in four sub-regional projects;
- policy-making; and
- capacity building.

See also Chapter 8.

Cooperation with the World Health Organisation in evaluating demand-reduction activities

The World Health Organisation (WHO) has been preparing a set of workbooks on evaluating demand reduction. These include two basic workbooks (*Planning evaluation research* and *Implementing evaluation research*) and six specialised workbooks (*Needs assessment evaluations*, *Process evaluations*, *Cost evaluations*, *Client satisfaction evaluations*, *Outcome evaluations* and *Economic evaluations*).

The EMCDDA is testing and distributing these workbooks on behalf of the WHO. A first training workshop — organised by the EMCDDA, the WHO and the United Nations International Drug Control Programme (UNDCP) — was held in Reggio Emilia, Italy, in June with the participation of Ireland, Italy and Spain. The workbooks will also be distributed to a limited number of centres which will test the books without training. The books will be assessed via a questionnaire at the beginning of the test phase, at six months and at 12 months before being revised and finalised, probably by the end of 1999.

Other activities in the field of demand reduction

Alternatives to imprisonment for drug addicts

This study was commissioned by the Office of Drug Addiction of the Basque Government to describe the existing legal framework in this domain in the EU. The report confirms that all Member States do foresee alternative measures to prison for drug addicts and describes their application, allowing comparisons to be drawn between the current legislation and the practical application of alternatives to prison. Few studies have assessed the application of these measures, since evaluating their effectiveness compared to the results of custodial sentences poses methodological and theoretical problems (contractor: Instituto Deusto de Drogodependencias (IDD), University of Deusto, Spain; timespan: December 1998 to November 1999).

Concepts, terminology and practice in the field of outreach work

This report:

- describes the role and nature of outreach work in national policies;
- identifies different models of outreach work and their various actors and structures; and
- analyses the terminology used in different countries.

The study recognises the need for evaluation — both within individual projects and at regional, national or European levels — even though in practice assessing such projects is still rare in many countries. When undertaken, process evaluation appears to be the method most frequently applied. In sum, the most urgent need of the outreach projects themselves seems to be to improve the actual practice of such work (contractors: Bureau voor Onderzoek en Statistiek (O+S), Amsterdam, in cooperation with the Centre for HIV/AIDS and Drug Studies (CHADS), Edinburgh, and Recherches et Evaluations Sociologiques sur le Social, la Santé et les Actions Communautaires (RESSCOM), Paris; timespan: October 1997 to December 1998).

European Drug Prevention Week

The EMCDDA was actively involved in planning and implementing the third European Drug Prevention Week (EDPW) from 16 to 22 November (see also Chapter 8). In response to the request of Directorate-General V (Employment, Industrial Relations and Social Affairs) of the European Commission for advice on evaluating the EDPW, the Centre proposed using the EDDRA questionnaire as a standard reporting instrument and to provide EDPW programmes with the 'Guidelines for the evaluation of drug prevention'. Projects that comply with the EDDRA quality criteria will subsequently be entered into the database.

Reports and output of projects, 1998
Demand reduction

Demand-reduction information system

- 'Final report on the information system on drug demand reduction activities — EDDRA. Revision and implementation in all EU Member States'

Demand-reduction evaluation guidelines and instruments

- 'Guidelines for the evaluation of drug prevention', working document available to practitioners electronically or on paper in all 11 EU languages
- *Evaluating drug prevention in the European Union*, EMCDDA scientific monograph No 2 (Lisbon: EMCDDA, 1998)
- *Guidelines for the evaluation of drug prevention*, EMCDDA Manuals series No 1 (Lisbon: EMCDDA, 1998)
- *Evaluating the treatment of drug abuse in the European Union*, EMCDDA scientific monograph No 3 (Lisbon: EMCDDA, 1998)
- 'Evaluation Instrument Bank: Core scales, sources and guidelines'

Other projects

- *Study on alternatives to prison* (Bilbao: Secretaría de Drogodependencias, 1998)
- 'Outreach work among drug users in Europe: Concepts, practice and terminology'

Major meetings organised by the EMCDDA, 1998
Demand reduction

- Expert meeting, 'Concepts, terminology and practice in the field of outreach work', Amsterdam, 29 to 31 March
- WHO-EMCDDA-UNDCP joint workshop, 'Cost effectiveness of drug abuse treatment', Reggio Emilia, 22 to 26 June
- Expert meeting, 'Alternatives to prison for drug users', Bilbao, 26 June
- Final seminar, 'Drug treatment systems in an international perspective: Drugs, demons and delinquents' in cooperation with the Swiss Institute for the Prevention of Alcohol and Drug Problems, Lisbon, 7 to 9 October

Major meetings attended by the EMCDDA, 1998
Demand reduction

- Workshop, 'Drugs, development and cooperation', Bilbao, 27 to 30 January
- Training seminar, 'Drug use and the crisis of European societies', Bologna, 5 to 7 February
- Conference, 'Prisons and drugs', Oldenburg, 12 to 14 March
- Meeting to prepare the United Nations General Assembly Special Session on Drugs (Ungass), Vienna, 18 and 19 March
- Meeting of the COST-A6 working group on evaluation of treatment, Rome, 20 and 21 March
- Pompidou Group seminar, 'Ecstasy and other drugs consumed in discotheques', San Marino, 26 and 27 March
- Meeting of major donors to the World Health Organisation and other interested parties, World Health Organisation, Geneva, 8 April
- First regional seminar of the PHARE project on technical assistance to drug demand reduction, Warsaw, 16 to 18 April
- Scientific and technological options assessment (STOA) seminar, 'Drug use', Brussels, 24 April
- Conference 'Pan-European platform against drugs', Natolin, 25 April
- First methodological seminar of the PHARE project on technical assistance to drug demand reduction, Sofia, 28 to 30 May
- UK Presidency drug prevention conference, Brighton, 18 and 19 May
- Seminar, 'Ten years of development of the municipal plan against drugs of the municipality of Madrid', Madrid, 16 and 17 June
- Transnational Eurodyce project, First transnational coordination committee meeting, Barcelona, 19 and 20 June
- Meeting of the steering group, 'Costs and effectiveness of drug abuse treatment', Geneva, 19 August
- Seminar, 'Addiction concepts and their impact on prevention and treatment', Zurich, 24 to 26 August
- Nordic Drug Conference, Vedbaek, 26 to 28 August
- Meeting of the evaluation group of the PHARE project on technical assistance to drug demand reduction, Vienna, 12 October
- Conference, 'Drug prevention and drug policy', Vienna, 5 and 6 November
- Seminar, 'The evaluation of drug interventions', Milan, 11 November
- 'Congreso Europeo sobre Prevención de las Drogodependencias', Madrid, 19 to 21 November

- Seminar, 'Harm reduction in prison', PHARE project on technical assistance to drug demand reduction, Portoroze, Slovenia, 19 to 21 November
- Seminar, 'Drugs — New realities', Lisbon, 20 November
- Seminar, 'Peer education', Odense, 20 November
- European seminar to mark the 10th anniversary of the European Institute for the Investigation of Risk Factors for Children and Adolescents (IREFREA), Coimbra, 10 to 12 December
- Meeting on the UNDCP action plan on drug demand reduction, Vienna, 14 to 16 December
- IV Jornadas sobre Prevención Municipal de las Drogodependencias, Alcorcón, Madrid, 17 and 18 December

Articles published, 1998
Demand reduction

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- Burkhart, G., 'L'EMCDDA: Campi di intersezione', *Dolentium Hominum*, No 38, Anno XIII, No 2, 1998, pp. 70-72
- Burkhart, G., *Termos críticos e definições na área das toxicodepêndencias. A comunicação social e a toxicodependência* (Lisbon: CENJOR, 1998)
- Merino, P. P., 'Actividades de reducción de la demanda en relación al éxtasis en los Estados Miembros de la UE', in *Drogas de síntesis: nuevos patrones de ocio y consumo en los jóvenes* (Santander: Consejería de Sanidad, Consumo y Bienestar Social de Cantabria, 1998)
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- Merino, P. P., 'Treatment-evaluation literature', in *Evaluating the treatment of drug abuse in the European Union*, EMCDDA scientific monograph No 3 (Lisbon: EMCDDA, 1998)

Chapter 3

Reitox coordination

The primary work of the Reitox coordination department in 1998 came under priority objectives 2 and 5 of the work programme[5]. In addition to these tasks, the department was further strengthened by the appointment of a new head in July and full-time secretarial support in September. During the year, the EMCDDA Management Board also finalised a paper on 'The role and financing of national focal points' following discussions with representatives of the focal points since late 1996.

1998 work programme
Reitox

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

Core tasks
Specific projects
Joint action on new synthetic drugs and the Reitox network

Priority objective 5

Developing structured cooperation with the EMCDDA's international partners and ensuring synergies and complementarity with other EU programmes and activities, avoiding any duplication of work

Further involvement of the CEECs in the activities of the EMCDDA and Reitox

[5] The Reitox network consists of one national focal point from each European Union Member State, one from the European Commission and one observer focal point from Norway.

Core tasks

In 1998, the Reitox focal points had four core tasks and two additional activities:

- updating the 1997 national reports;
- updating the 1997 information maps (sections relating to epidemiology and documentation centres);
- active participation in the exchange on drug demand reduction action (EDDRA) electronic information system (see Chapter 2);
- active participation in the implementation of the joint action on new synthetic drugs;
- participation in the development of a common electronic network; and
- dissemination of the EMCDDA's publications and products.

National reports

In preparation for the *Annual report on the state of the drugs problem in the European Union* 1998, the focal points updated their national reports and submitted them to the EMCDDA between February and July. This timescale meant that the annual report was published considerably later than in previous years and launched only on 18 December (see Chapter 5). In the context of the annual report 1999, guidelines for compiling the national reports were submitted in draft form to the focal points early in November 1998 and in a final form later that month.

Information maps

Updated information maps were submitted by the focal points between February and November 1998, although not all national centres participated.

Exchange on drug demand reduction action (EDDRA)

At their meeting in June, the heads of the Reitox focal points congratulated the Centre on the progress made in implementing the EDDRA feasibility phase and agreed on the importance of designating the project a Reitox core task.

Joint action on new synthetic drugs

See below and Chapter 4.

Common electronic network

In May 1998, the IDA-Reitox electronic communication environment became operational (see Chapter 5) [6]. This network was welcomed by the focal points as a user-friendly system and a major improvement. IDA II is likely to provide the basis for future access to the Reitox network by the central and east European countries (CEECs).

The private Reitox website introduced in 1998 as part of the IDA project has become a fundamental instrument for communication in the Reitox community and ensures:

- secure e-mail communication;
- transfer of minutes, documents, papers and data;
- agenda consulting; and
- participation in newsgroups.

Access is restricted to members of the Reitox community.

[6] The interchange of data between administrations (IDA) programme, managed by Directorate-General III (Industry) of the European Commission, was established to coordinate the development and implementation of telematics applications and services to enable national and European administrations to exchange information on such areas as health care, social security and employment services, public procurement, trademarks and customs.

Dissemination of the EMCDDA's publications and products

The focal points became more involved in the dissemination of EMCDDA publications and products during 1998.

Reitox specific projects

The number of Reitox specific projects per year largely depends upon EMCDDA Management Board priorities, the needs of individual departments and the work of the Centre as a whole, as well as on discussions with the national focal points. A number of existing projects were integrated into the Reitox work programme in 1998, and their number may increase in 1999 as the Centre incorporates further initiatives into the network and decentralises responsibility for their management to appropriate national focal points.

The following Reitox specific projects were undertaken in 1998:

- developing, testing and implementing standards on treatment-demand indicators;
- developing, testing and implementing standards on indicators of drug-related deaths;
- developing linguistic equivalents in the annual report, information maps, EDDRA and Reitox website;
- developing the network in the field of demand-reduction activities;
- developing EDDRA on a technical level (software development for multilingual version);
- collecting and listing non-academic vocational training facilities in the field of drug demand reduction;
- developing a database on drug demand-reduction training facilities;
- ensuring liaison between the EMCDDA and the United Nations International Drug Control Programme (UNDCP);
- evaluating the quality of the epidemiological information provided in the information maps and national reports; and
- assisting the EMCDDA in the implementation of the joint action on new synthetic drugs.

The joint action on new synthetic drugs and the Reitox network

Priority objective 2 of the work programme tasks the Centre with involving the Reitox network in the implementation of the joint action on new synthetic drugs. Via a questionnaire, the national centres provided information both on MBDB (N-Methyl-1-(1,3-benzodioxol 5-yl)-2-butanamine) and on the structure, partners and budget required for implementing the early-warning system on new synthetic drugs.

At the Reitox meeting in February 1998, the implementation of the joint action was discussed and the participants examined the specific aims of the early-warning system as well as how to improve the overall monitoring of new trends and patterns of drug use as outlined in the 'Feasibility study on detecting, tracking and understanding emerging trends in drug use' drawn up by the Centre's epidemiology department (see Chapter 1). At the Reitox meeting in June, the focal points' participation in the joint action on new synthetic drugs was reported.

Further involvement of the CEECs in the activities of the EMCDDA and Reitox

The central and east European countries involved in the PHARE project on drug information systems (DIS) forged a closer relationship with the EMCDDA and the national focal points in 1998, playing an increasingly active role in the Centre's Reitox programme.

Like their counterparts in the EU, the CEEC prototype focal points had the core task of compiling national reports in preparation for the EMCDDA's *Annual report on the state of the drugs problem in the European Union* 1998 which significantly broadened the geographical scope of the report. The CEECs also updated information maps, while national experts from the region were involved in EMCDDA seminars and projects.

One of the major challenges of the DIS project in 1998 was ensuring recognition of the CEEC prototype focal points at the highest political levels to render them sustainable. Although these centres already function (some having a legal basis), the EMCDDA's closer involvement in the DIS project and its paper on the role of the national focal points substantially assisted the process. The candidacy for EU membership of certain CEECs makes likely the network's expansion in the near future. This expansion will pose fresh challenges at a time when current focal point structures and activities have only recently been consolidated.

Other Reitox activities

Role and financing of national focal points

Reitox working group

Following extended discussions throughout 1997, the EMCDDA's Management Board set up a working group in January 1998 to discuss and produce a paper concerning the role of the Reitox national focal points. The paper focused on the role and financing of the focal points in general, and in relation to the early-warning system on new synthetic drugs in particular. The group, composed of the EMCDDA Bureau members and the Management Board representatives of Denmark, France, Greece, the Netherlands, Spain and the United Kingdom, met in February, March and May.

Role and financing

The revised paper, entitled 'The role and financing of national focal points', approved by the Management Board in October 1998, concludes that the focal points and the EMCDDA have a balanced relationship within the Reitox community.

The paper states that Member States are responsible for ensuring that core tasks allocated to the focal points are carried out in a timely fashion and to a high standard. As focal points are nominated by their Member State, the information originating from these centres should be regarded as authoritative.

While the paper stresses that there is no fixed model for a national focal point, it does make clear that they must have both credibility and recognition. The Reitox network has a firmly established identity as an example of European collaboration in the drugs field. Although coordinated on a day-to-day basis by a specific EMCDDA department, the network also has a collective identity based on equal and open collaboration.

According to the document, the national focal point (and thus the Member State) is responsible for carrying out the Reitox core tasks by:

- obtaining the best information available from different national sources;
- maintaining and regularly reviewing a network of national information sources;
- adding value to this by analysis, interpretation and synthesis prior to submission to the EMCDDA;
- developing networks and information services at national level;
- improving the quality of national information by adopting instruments and standards being developed by the EMCDDA in conjunction with national organisations and focal points;
- seeking to implement standards developed in a similar fashion at national level; and
- disseminating EMCDDA information nationally and locally.

The Management Board acknowledged that previous focal point funding was inadequate for the proper execution of recently revised core tasks. A new, enhanced funding formula was therefore decided for the coming year based on a 50-50 split: from 1999, the EMCDDA will raise its contribution to each focal point from EUR 40 000 to EUR 100 000 per annum, provided that the Member State concerned also contributes EUR 100 000 annually to the focal point's work. This definitive document on the structure and funding of the focal points has been an important landmark in the evolution of the Reitox network.

Internalisation and decentralisation

At their meeting in June, the focal points discussed the decentralisation of specific projects from the Centre as well as their internalisation into the national centres. This move will affect both the Reitox coordination department, under whose remit the work will fall, and the focal points themselves who will undertake or supervise individual projects themselves. Contractual administration will primarily be the responsibility of the EMCDDA, while the centres will be responsible for fulfilling their contractual obligations and for negotiating and monitoring tasks they devolve to national experts and specialists.

Synchronising EMCDDA, focal point, national, regional and local timetables continues to present difficulties. While the quality of the national reports has generally improved, some focal points have problems meeting EMCDDA deadlines. Indeed, the EMCDDA itself has difficulties adhering to agreed timetables when other priorities compete for attention. While this leads to a level of mutual understanding, it is to be hoped that meeting agreed deadlines will continue to improve on both sides in the future.

Reports and output of projects, 1998
Reitox

- 'The role and financing of national focal points'

Major meetings organised by the EMCDDA, 1998
Reitox

- 13th meeting of the heads of the Reitox national focal points, Lisbon, 5 and 6 February
- 14th meeting of the heads of the Reitox national focal points, Lisbon, 22 and 23 June
- 15th meeting of the heads of the Reitox national focal points, Lisbon, 19 and 20 October
- Extraordinary meeting of the heads of the Reitox national focal points, Lisbon, 26 and 27 November

Major meetings attended by the EMCDDA, 1998
Reitox

- 'IDA Project Steering Committee', Directorate-General III (Industry), Brussels, 11 February 1998
- BIRN committee meeting, Belgium, 3 March
- 'IDA Project Steering Committee', Directorate-General III (Industry), Brussels, 1 April 1998
- 'IDA project: acceptance milestone R1', Directorate-General III (Industry), Brussels, 8 July 1998
- 'IDA project: acceptance milestone R2', Directorate-General III (Industry), Brussels, 16 September 1998
- Visit to the Belgian national focal point, Brussels, 7 September
- Visit to the Luxembourg national focal point, Luxembourg, 8 September
- Visit to the Spanish national focal point, Madrid, 15 October
- Visit to the UK national focal point, London, for the launch of the publication *Regulating European drug problems: Administrative measures and civil law in the control of drug trafficking, nuisance and use* (London: ISDD, 1998), 2 November
- Visit to the Danish national focal point, Copenhagen, 1 December
- Visit to the Swedish national focal point, Stockholm, 2 December
- Visit to the Finnish national focal point, Helsinki, 3 and 4 December

Articles published, 1998
Reitox

- Carvalhosa, M., and Neaman, R., 'Reitox — In search of a clear view on drugs and drug addiction', *IDA report*, No 8, September 1998, pp. 4-5.

Chapter 4

New synthetic drugs

In January 1998, the EMCDDA began implementing the joint action on new synthetic drugs adopted on 16 June 1997 in Brussels by the Council of the European Union. Tasks carried out in this area during the year related to priorities 1, 2 and 5 of the 1998 work programme.

At the beginning of the year, matters relating to the joint action were the responsibility of an EMCDDA task force operating in the framework of the Reitox coordination department. On 1 September 1998, a coordinator formally responsible for overseeing the implementation of the joint action and providing support to the Scientific Committee in the risk assessment of new synthetic drugs was appointed. A special section at the EMCDDA was later created to coordinate all tasks related to the joint action.

1998 work programme
New synthetic drugs

Priority objective 1

Consolidating and improving the Centre's epidemiological and demand-reduction information systems on the basis of agreed sets of core data

(b) New trends: setting up and developing a mechanism for the information exchange, risk assessment and control of new synthetic drugs

Joint action on new synthetic drugs

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

Joint action and the Reitox network

Priority objective 5

Developing structured cooperation with the EMCDDA's international partners and ensuring synergies and complementarity with EU programmes and activities, avoiding any duplication of work

Structured synergies and coordination with EU bodies and programmes

Joint action on new synthetic drugs

Information exchange

In the context of Article 3 of the joint action on new synthetic drugs (exchange of information), testing began in 1998 of a common reporting format drawn up by the EMCDDA and Europol in 1997 for collecting and exchanging data in the framework of the early-warning system on new synthetic drugs established by the joint action. This test was carried out via an exercise involving the new synthetic drug MBDB (N-Methyl-1-(1,3-benzodioxol-5-yl)-2-butanamine).

On 27 February 1998, the UK Presidency of the Council of the EU formally referred MBDB to the EMCDDA for risk assessment under Article 4 (risk assessment) of the joint action. On 4 March, the horizontal group on drugs of the Council of the European Union invited all Member States to report any recent incidences or other relevant information on the drug to Europol or the EMCDDA under the terms of Article 3.

In response to these initiatives, and to catalogue their results, the EMCDDA and Europol prepared a joint progress report on the state of implementation of the joint action, which provided preliminary information on MBDB collected and exchanged under Article 3 of the agreement. Europol covered production and trafficking, and the EMCDDA use and possible risks (health and social).

The joint report was submitted to the Chairman of the horizontal group on drugs, the Council Secretariat and the European Commission prior to its presentation at the horizontal group on drugs meeting in Brussels on 20 May. The paper also included information on two other synthetic drugs detected by the early-warning system, 4-MTA and 2-CT-2. The UK Presidency submitted the joint report to the European Council meeting in Cardiff, UK, on 15 and 16 June.

Risk assessment

The steering group on new synthetic drugs, set up in November 1997 by the EMCDDA Scientific Committee to draw up risk-assessment guidelines in the context of the joint action, met on 16 April, 15 May, 30 September and 11 November (see Chapter 7). The draft 'Guidelines for the risk assessment of new synthetic drugs' were formally adopted by the Scientific Committee in October 1998.

On 15 July 1998, a high-level expert group on MBDB met in Lisbon. The EMCDDA commissioned a study on the pharmacotoxicological evidence of the drug which was later submitted to the steering group and included as a supporting document

for the risk-assessment meeting held in November (see below). The report followed the structure of Annexes A and B of the risk-assessment guidelines and reviewed the current scientific knowledge of MBDB. Data on the drug were compared with those for MDMA since the two substances are similar in structure and action.

A special risk-assessment session was held as an extended EMCDDA Scientific Committee meeting at the Centre on 9 and 10 November. This gathering was attended by experts from the EU Member States, the European Commission, the European Agency for the Evaluation of Medicinal Products (EMEA), London, and Europol. The meeting adopted the report on all aspects of the risk assessment of MBDB, reflecting the opinions of the participants on those aspects. The meeting resulted in a formal 'Report on the risk assessment of MBDB in the framework of the joint action on new synthetic drugs', which also contained a number of suggestions made by the meeting concerning measures for improving the risk-assessment of new synthetic drugs in the future.

Control

The 'Report on the risk assessment of MBDB' was forwarded to the Secretary-General of the Council and to the European Commission in November in accordance with Article 5 of the joint action (procedure for bringing specific new synthetic drugs under control). Under the terms of this Article, the Council may, within a month of receiving a risk-assessment report, unanimously adopt a decision defining the new synthetic drug(s) to be controlled. On 16 December, the European Commission presented to the Council its formal opinion concluding that it was not necessary at this point to present an initiative to the Council to propose that MBDB be submitted to control measures at EU level. Should new factors relating to MBDB come to light, a new risk assessment should immediately be undertaken.

Joint action and the Reitox network

To involve the Reitox network in the implementation of the joint action, the EMCDDA circulated a questionnaire to the national focal points requesting information on MBDB. In addition, it examined other sources, such as the Internet, data from other relevant organisations and current scientific literature. The questionnaire also requested ideas from the focal points on the structure, partners and budget required for implementing the early-warning system.

Structured synergies and coordination with EU bodies and programmes

During this first year of work on the joint action, the EMCDDA strengthened its operational links with Europol, the European Commission's unit responsible for drug issues and the EMEA. In this context, the EMCDDA made a working visit to the EMEA in London in September.

Joint action on new synthetic drugs

- The joint action: provides for the establishment of an early-warning system to identify new synthetic drugs as they appear on the European market; incorporates a mechanism for assessing the risks of these drugs; and comprises a decision-making process through which these products may be placed under control in the EU Member States. The EMCDDA has been assigned a key role in the detection and assessment of these drugs.

- The joint action concerns new synthetic drugs not currently listed in the schedules to the 1971 UN Convention on Psychotropic Substances and which pose a threat to public health.

- Under Article 3 (exchange of information), information on the production, traffic and use of new synthetic drugs in the European Union is sent by the EU Member States to the European Police Office (Europol) in the Hague and to the EMCDDA in Lisbon via the Europol national units and the Reitox national focal points respectively. Europol and the EMCDDA then communicate this information to each other, to their representatives in the Member States, to the European Commission and to the European Agency for the Evaluation of Medicinal Products in London.

- Under Article 4 (risk assessment), the EMCDDA shall, at the request of a Member State or of the European Commission, convene an expert meeting under the auspices of its Scientific Committee to assess the health and social risks posed by the use of, and traffic in, new synthetic drugs and the possible consequences of prohibition on the basis of the information received under Article 3. A risk-assessment report covering all aspects is then produced.

- Under Article 5 (procedure for bringing specific new synthetic drugs under control), the Council may adopt a decision defining the new synthetic drug which is to be placed under control measures. The decision is taken on the basis of the risk-assessment report and within a month of its delivery. The Member States then implement the necessary control measures in accordance with their national laws.

- This joint action meets the need to provide the EU with a more flexible and rapid mechanism for tackling synthetic drugs. However, it does not prevent any Member State from maintaining or introducing on its territory any national control measure it deems appropriate once a new synthetic drug has been identified by a Member State.

Reports and output of projects, 1998
New synthetic drugs

- EMCDDA-Europol 'Progress report on the joint action on new synthetic drugs'
- EMCDDA-Europol 'Improving the mechanisms for the implementation of Article 3 of the joint action on new synthetic drugs'
- van Aerts, L. A. G. J. M., Mallaret, M., van Laar, M. W., and Rigter, H., 'The pharmacotoxicology and neuropsychology of MBDB'
- 'Report on the risk assessment of MBDB in the framework of the joint action on new synthetic drugs'

Major meetings organised by the EMCDDA, 1998
New synthetic drugs

- EMCDDA-Europol meeting on the joint action on new synthetic drugs, Lisbon, 5 March
- Steering group on new synthetic drugs, Lisbon, 16 April
- EMCDDA-Europol meeting on the joint action on new synthetic drugs, Lisbon, 11 May
- Steering group on new synthetic drugs, Lisbon, 15 May
- High-level expert group meeting on new synthetic drugs, Lisbon, 15 July
- Steering group on new synthetic drugs, Lisbon, 30 September
- Special risk-assessment meeting (extended EMCDDA Scientific Committee), EMCDDA, Lisbon, 9 and 10 November
- Steering group on new synthetic drugs, Lisbon, 11 November
- Meeting on the early-warning system (Article 3 of the joint action), Lisbon, 26 November

Major meetings attended by the EMCDDA, 1998
New synthetic drugs

- Preparatory meeting on the early-warning system on new synthetic drugs, Paris, 26 and 27 January
- Meeting of the horizontal group on drugs, Brussels, 20 May
- EMCDDA visit to the EMEA, London, 10 September

Chapter 5

Information strategies and communication resources

The information strategies and communication resources department encompasses documentation, publications, media relations, information technology and information on drug legislation. In 1998, the EMCDDA's work in these fields corresponded primarily to priority objectives 2, 4 and 6 of the annual work programme.

1998 work programme
Information strategies and communication resources

Priority objective 2

Consolidating and enhancing the Reitox network in accordance with the decisions taken by the EMCDDA Management Board

Reitox specific project: Implementing phase for a distributed documentary database ('virtual library')

Priority objective 4

Improving the quality of the *Annual report on the state of the drugs problem in the European Union*, the visibility of the work of the EMCDDA and the Reitox network and the dissemination of the information collected and produced by the EMCDDA

Production of the *Annual report on the state of the drugs problem in the European Union*
Production, translation and dissemination of other publications
Media relations
Website
Follow-up of interchange of data between administrations (IDA) project

Priority objective 6

Developing tools and methodologies for comparing interventions, legislation, strategies and policies in the European Union

Setting up an easily accessible and comparable database on legal instruments on drugs

Implementing phase for a distributed documentary database ('virtual library')

In the framework of the 1997 Reitox work programme and in cooperation with several of the Reitox national focal points and non-Reitox partners nominated by the focal points, the EMCDDA launched a project to create a 'virtual library'. This library is a pan-European distributed database providing a selection of documents from existing national databases in a comparable and standardised format. The library allows bibliographic searches of different sources to be made on one common database, and prevents duplication and overlap of information among the EMCDDA and its Reitox partners.

During 1998, the project was further developed and the search engine upgraded. A sample database is now available with a selection of documents from the EMCDDA, France, the Netherlands, Norway, Portugal, Sweden and the United Kingdom.

Other activities in the field of documentation

The EMCDDA's Documentation and Information Centre (DIC) provides the following:

- a reading room with a selection of printed and audiovisual documents, CD-ROMs and on-line databases;
- access to the Centre's internal database (bibliodatabase), to the national reports provided annually by the Reitox focal points, and to documents published by the European Commission and other European institutions on drugs and drug-related issues;
- an electronic information-retrieval service; and
- responses to external requests for information, bibliographic searches and requests for documents.

The documentary collection

The selection of documents housed by the DIC grew by nearly 1 000 during 1998 to a total of almost 2 700. The holdings are managed using the documentary software WinLib, in conjunction with the full-text retrieval system STATUS/IQ.

Bibliodatabase

A new section of video materials was added to the existing structure of the internal bibliodatabase during the year. A common format was also created for all the specialised bibliographies developed by the Centre's various projects to facilitate integration into the bibliodatabase. All the records on this tool are indexed by keywords, and include abstracts of the most relevant internal reports.

User services

The DIC is increasingly consulted by a wide variety of external users. These include above all: the Reitox focal points; international, European and regional bodies; university libraries, academics and students; individual researchers; and practitioners in the drugs field. The DIC responds to all external requests whether for scientific information and/or general or institutional information.

Other user information services include:

- an internal bimonthly 'Documentary review';
- a serials catalogue; and
- information retrieval by profile from electronic services such as CompuServe's Executive News Services and Reuters European Union Briefing service; additional on-line user services are currently being investigated.

Production of the *Annual report on the state of the drugs problem in the European Union*

On 16 September 1998, the European Parliament demonstrated its interest in the drug problem in Europe by adopting the report of Anne-Marie Schaffner of the Parliament's Committee on Civil Liberties and Internal Affairs on the EMCDDA's *Annual report on the state of the drugs problem in the European Union* 1997 (see also Chapter 8).

The 1998 annual report, the EMCDDA's main information vehicle, was published in English on 18 December 1998. Targeted primarily at policy-makers, the report assembles data and information from 1997 while updating findings from previous years. The topics covered include:

- the prevalence of illegal drug use;
- data on drug-related deaths and the incidence of HIV and hepatitis B and C among drug users;
- data on the availability and supply of drugs;
- existing approaches to demand reduction;
- national strategies and legislation;
- action taken at European level;
- international action; and
- public funding of anti-drug activities.

For the first time, the 1998 annual report also addresses the drug situation in central and eastern Europe.

At the time of its official launch in Vienna on 18 December 1998, detailed 'Summary and highlights' of the annual report were also available in all 11 EU languages. Electronic files of these 'Summary and highlights' can be downloaded from the EMCDDA website at **http://www.emcdda.org/html/ar_98.html/**.

Production of other publications

The EMCDDA produces two annual publications — the *Annual report on the state of the drugs problem in the European Union* and the *General report of activities* — a bimonthly newsletter, *DrugNet Europe*, a scientific monograph series and the Insights series. In autumn 1998, the EMCDDA launched a new Manuals series of publications with the *Guidelines for the evaluation of drug prevention* (see Chapter 2).

A list of the publications produced by the EMCDDA in 1998 is given below.

EMCDDA publications, 1998

Title	Series	Languages
1998 *Annual report on the state of the drugs problem in the European Union*		English
'Summary and highlights' of the 1998 *Annual report on the state of the drugs problem in the European Union*		All 11 EU languages
DrugNet Europe, Issues 9-14		English, French, German, Portuguese
Estimation de la prévalence de la consommation problématique de drogues en Europe	Scientific monograph No 1	French
Evaluating drug prevention in the European Union	Scientific monograph No 2	English
Evaluating the treatment of drug abuse in the European Union	Scientific monograph No 3	English
1997 *General report of activities*		English, French, German, Portuguese, Spanish
Guidelines for the evaluation of drug prevention	Manual No 1 — new series	English
1998 publications catalogue		English, French, German, Portuguese, Spanish
Publicity flyer prepared for EXPO '98		English, Spanish, Portuguese
EMCDDA presentation brochure		All 11 EU languages

Media relations

In 1998, the Centre continued to receive a steady stream of information requests from the written and broadcast media across Europe as well as from services in non-EU countries. This interest resulted in several interviews and articles on all aspects of the Centre's work, with special focus on matters relating to drug legislation.

Photographic competition

In September 1997, in the context of its work on the portrayal of drugs in the media, the EMCDDA launched a photographic competition entitled 'Can we alter these images?'. The aim was to provoke reflection on the often negative images used by the media to portray the drug problem and to focus on more positive approaches and responses to it.

The competition closed on 1 May 1998 and the winning photographs were exhibited at the European Union pavilion at EXPO '98 in Lisbon from 12 to 30 September 1998. The winners were from the UK, the Czech Republic and France. An informal briefing on the event for local journalists was held on 12 September. The winning photographs can be viewed on the EMCDDA web site at **http://www.emcdda.org/html/mediarelations.html/**.

Press conferences and press reviews

The EMCDDA organised two press conferences in 1998. The first concluded the visit to the EMCDDA on 17 July of Director of the US White House Office of National Drug Control Policy (ONDCP), General Barry R. McCaffrey, and reported the innovative ideas for US-EU cooperation discussed at the first United States-European Union Informal Drug Forum (see Chapter 8). The second press conference was held on 18 December 1998 to launch the *Annual report on the state of the drugs problem in the European Union* 1998. It took place at the Federal Ministry of Labour, Health and Social Affairs, Vienna, in the presence of: Lore Hostasch, Austrian Federal Minister for Labour, Health and Social Affairs; Marcel Reimen, Vice-Chairman of the EMCDDA Management Board; Georges Estievenart, Director of the EMCDDA; and Peter Hacker, Coordinator for Drug Affairs of the City of Vienna.

Three press reviews were compiled in 1998: two short reviews covering the visit to the EMCDDA of General McCaffrey, and the Euro-Ibero American Seminar, 'Cooperation on drugs and drug addiction policies' held in Oporto, Portugal, in October 1998 (see Chapter 8); and a review of over 100 pages of articles from the European Union and central and eastern Europe on the launch of the EMCDDA's 1998 *Annual report on the state of the drugs problem in the European Union*.

EMCDDA press conferences and press releases, 1998

Date	Title
	Press conferences
17 July	Visit to the EMCDDA of General Barry R. McCaffrey, Director of the US White House Office of National Drug Control Policy (ONDCP), Lisbon
18 December	Launch of the 1998 *Annual report on the state of the drugs problem in the European Union*, Vienna
	Press releases
16 March	'EMCDDA and UNDCP unite in the fight against drugs — Memorandum of Understanding between the EMCDDA and the United Nations International Drug Control Programme (UNDCP)' (English, Portuguese)

5 June	'UN "Drug Summit": EMCDDA Director welcomes appeal for strengthening demand-reduction and information strategies worldwide' (English)
11 June	'UN "Drug Summit": EMCDDA Director welcomes demand-reduction declaration as chance to translate political plans into action' (English)
26 June	'Declaration from the EMCDDA on the occasion of the UN International Day against Drug Abuse and Illicit Drug Trafficking — 26 June 1998' (English, Portuguese)
15 July	'US Drug Tsar to visit EMCDDA for US-EU Drug Forum' (English, Portuguese)
17 July	'"By the turn of the century we must replace ideology with science" says McCaffrey at US-EU Drug Forum' (English)
10 December	'EMCDDA 1998 annual report covers new ground' (English, German, Portuguese)
18 December	'EMCDDA's 1998 annual report: new findings' (Danish, English, Portuguese)

Website

As a key part of the Centre's strategy to disseminate its information as broadly as possible the EMCDDA's public website (at **http://www.emcdda.org**) complements the Centre's printed publications programme, but adds a new dimension. The dynamic medium of Internet technology ensures that up-to-date, accessible and comprehensive information on the Centre and its work is transmitted directly to the user.

As well as the latest information on the Centre's activities, the site includes links to all the Reitox focal points and to the EMCDDA's other partner organisations, and details of its publications, including downloadable files of the 'Summary and highlights' of the annual report in 11 EU languages and *DrugNet Europe* in four languages. In the first six months since it was re-launched in June 1998, the fully updated and redesigned site had attracted over 9 000 new visitors.

Follow-up of interchange of data between administrations project

In May 1998, the interchange of data between administrations (IDA)-Reitox environment became operational. The IDA programme, managed by Directorate-General III (Industry) of the European Commission, was established to coordinate the development and implementation of telematics applications and services to enable national and European administrations to exchange information on such areas as health care, social security and employment services, public procurement, trademarks and customs.

The IDA-Reitox project analysed the information needs of the EMCDDA and the Reitox community and identified the best ways of establishing information exchanges between them. The resultant system allows the EMCDDA better to disseminate, share and exchange information with the Reitox community via new services, such as:

- thematic discussion groups (newsgroups);
- a closed website for the Reitox community;
- a directory service to find e-mail and postal addresses, telephone and fax numbers and other contact information;
- central mailing lists;
- secure transfer of files from Reitox community organisations to the EMCDDA and vice-versa;
- web interfaces with EMCDDA databases (e.g., the exchange on drug demand reduction action (EDDRA) database);
- a search engine that indexes all the documents (even those in different formats) located in pre-defined directories and retrieves those that contain requested key words; and
- a direct telecommunication line between the EMCDDA and the European Commission allowing the EMCDDA to access Commission services, such as the Europateam server which contains inter-institutional information.

In order to provide these information services, the EMCDDA acquired new servers and the software packages Oracle and Netscape SuiteSpot during 1998.

Other activities in the field of information technology

Consolidation of the EMCDDA's office automation environment

To ensure that all members of staff have up-to-date electronic equipment, the EMCDDA acquired several new computers and printers in 1998. It also purchased a new e-mail server and miscellaneous software.

Software development

Apart from reinforcing the Centre's telematics infrastructure, the information technology team also acted as technical advisers for many EMCDDA projects involving software development and its installation. These projects include:

- the EDDRA information system (see Chapter 2);
- the budgetary and financial system (SI2 — see Chapter 6);
- the EMCDDA's public website; and
- the Centre's mail management system (Adonis).

Technical advice was also provided for new applications to be developed and existing applications to be extended in 1999.

Internet/Intranet

During 1998 the EMCDDA established three electronic sites:

- a public website **(http://www.emcdda.org)**;
- a closed Reitox site accessible only to the Reitox community; and
- an Intranet to facilitate internal communication.

Setting up an easily accessible and comparable database on legal instruments on drugs

From January 1998, the EMCDDA began focusing on priority objective 6 of its work programme, to develop tools and methodologies towards the comparison of interventions, legislation, strategies and policies in the European Union. As a result, a new post was created in the information strategies and communication resources department in September to provide legal information on drugs.

Two major projects were launched in this context in 1998:

- a technical feasibility study for a legal database; and
- the production of a CD-ROM.

Both projects respond to the growing interest in legislation on drugs in the European Union illustrated by the many political initiatives taken by national parliaments and international institutions, as well as by the growing number of information requests on the subject received by the EMCDDA from the general public, practitioners and decision-makers.

Legal database

A study to assess the feasibility — in terms of both content and technical specifications — of establishing an on-line database of European drug legislation was completed in 1998. The main aim of the project is to provide easy access to detailed and comparable information on national and international legislation, legal measures, policies and strategies on drugs in the EU Member States. The database will adopt a common structure to identify specific legislative systems and approaches, allowing users to compare and contrast legal texts, measures and policies towards various aspects of the fight against drugs and the control of illicit substances across Europe.

The first phase will focus on legislation, juridical texts, jurisprudence, legal studies and their analysis. Later phases will add international conventions, Community laws on drugs and legal and political overviews within the European Union, as well as legal measures in the countries of central and eastern Europe.

CD-ROM: *European Union legal texts on drugs*

Work to compile the content of the EMCDDA's first CD-ROM, *European Union legal texts on drugs*, was finalised in 1998. On publication in 1999, the CD-ROM will contain a selection of over 300 legal acts issued by the European Union institutions in relation to drugs since 1988, including regulations, directives, decisions, resolutions, joint actions, conventions, agreements and parliamentary questions.

Other activities in the field of drug legislation

Legal monitoring system

To enable the EMCDDA to collect detailed legal information on drugs from national sources, analyse these data and compare them at international level, the EMCDDA is studying the possibility of setting up a monitoring system in the field of drugs legislation. This system would ensure that reliable and comparative information is disseminated to European decision-makers, practitioners in the drugs field and the general public. To implement such a system will require the establishment of both a human network of drug-law experts and a technical infrastructure.

Other activities in this area in 1998 included:

- dissemination of legal information collected and analysed by the Centre through contributions to internal and external publications and by responding to queries from the press and the general public;
- an ongoing study on judicial distinctions between quantities of drugs for personal use and quantities for trafficking;
- legal contributions to the EMCDDA's task force on the early-warning system on new synthetic drugs (see Chapter 4); and
- cooperation with EU and international institutions, such as the European Parliament, the European Commission, the horizontal group on drugs, the Pompidou Group of the Council of Europe and the United Nations International Drug Control Programme.

Major meetings organised by the EMCDDA, 1998
Information strategies and communication resources

- 'IDA Project Steering Committee', Lisbon, 15 May 1998
- 'IDA Project Steering Committee', Lisbon, 9 October 1998
- Meeting of the technical working group of the Translation Centre for the Bodies of the European Union, Lisbon, 23 November 1998

Major meetings attended by the EMCDDA, 1998
Information strategies and communication resources

- Meeting to set up collaboration with the United Nations International Drug Control Programme on exchange of information, publications and media relations, Vienna, 4 and 5 June 1998

Documentation

- Meeting on the Reitox virtual library, Paris, 15 May 1998
- Visit to the Information Centre of the European Environment Agency, Copenhagen, 13 November 1998
- 10th Annual Conference of the European Association of Libraries and Information Services on Alcohol and Other Drugs (ELISAD), Paris, 3 and 4 December 1998

Publications

- Frankfurt Book Fair, 6 to 9 October 1998
- Address to the sixth meeting of the European Publishers' Forum, Frankfurt, 8 October 1998
- Launch of the 1998 *Annual report on the state of the drugs problem in the European Union*, Vienna, 18 December 1998

Media relations

- Visit to Directorate-General X (Information, Communication, Culture and Audiovisual Media) of the European Commission and briefing on EXPO '98, Brussels, 17 and 18 March 1998
- Europe Day, EXPO '98, Lisbon, 2 September
- Euro-Ibero American Seminar, 'Cooperation on drugs and drug addiction policies', Oporto, 8 and 9 October

Information technology

- 'IDA Project Steering Committee', Directorate-General III (Industry), Brussels, 11 February 1998
- 'IDA Project Steering Committee', Directorate-General III (Industry), Brussels, 1 April 1998
- 'Workshop on SI2 implementation project: From prototyping to full production', European Training Foundation, Turin, 27 April 1998
- 'Heads of administration and finance meeting on electronic budget and accounting systems', European Commission, Brussels, 30 June 1998
- 'IDA project: acceptance milestone R1', Directorate-General III (Industry), Brussels, 8 July 1998
- 'IDA project: acceptance milestone R2', Directorate-General III (Industry), Brussels, 16 September 1998
- 'Workshop on extended SI2 functionality to general ledger and payments', European Training Foundation, Turin, 27 November 1998

Drug legislation

- Session of the Committee on the Environment, Public Health and Consumer Protection of the European Parliament, Brussels, 16 April 1998
- Session of the Committee on Civil Liberties and Internal Affairs of the European Parliament, Brussels, 25 to 26 May and 22 to 23 July 1998
- Meeting to set up collaboration with the UNDCP to exchange information on legislation, Vienna, 4 and 5 June 1998
- Pompidou Group expert meeting, 'The social costs of drugs', Strasbourg, 9 to 11 September
- Pompidou Group seminar, 'Drug-misusing offenders and the criminal justice system', Strasbourg, 12 to 14 October 1998
- 42nd meeting of the permanent correspondents of the Pompidou Group, Strasbourg, 26 and 27 October 1998

Articles published, 1998
Information strategies and communication resources

- Ballotta, D., 'EMCDDA to set up legal database', *Newsletter of the PHARE multi-country programme for the fight against drugs*, No 4, January 1998, p. 5
- Ballotta, D., 'Fifteen states, fifteen laws', *Narcomafie*, supplement to No 8, October 1998, pp. 10-12
- Carvalhosa, M., and Neaman, R., 'Reitox — In search of a clear view on drugs and drug addiction', *IDA Report*, No 8, September 1998, pp. 4-5
- Robertson, K., 'European Monitoring Centre for Drugs and Drug Addiction profile', *European Journal on Criminal Policy and Research*, Vol. 6, No 3, 1998, pp. 457-466.

Chapter 6

Administration, finance and logistics

In 1998, the reorganisation of the EMCDDA's administrative structure and procedures — initiated in response to the increasing volume of activities undertaken by the Centre — was completed. The main points were as follows:

- At its 12th meeting on 8 and 9 January, the EMCDDA Management Board gave the Director discharge on the implementation of the 1996 budget, adopted the 1998 budget of ECU 7.6 million (with ECU 2.0 million entered in reserve) and adopted the 1999 preliminary draft budget of EUR 8.0 million. The 1998 ECU 7.6 million appropriation, which corresponded to the appropriation available under EU budget line B3-441, reflected an increase of ECU 0.6 million to meet the financial requirements of implementing the June 1997 EU joint action on new synthetic drugs (see Chapter 4). The reserve was lifted in June.

- At its 13th meeting on 2 and 3 July, and in response to comments made by the Court of Auditors on the implementation of the 1996 budget, the EMCDDA Management Board adopted an internal financial regulation to improve the Centre's financial management. Implementation of this regulation met with the approval of the European Court of Auditors and the Centre's Financial Controller.

- In October and November respectively, the Financial Controller and the European Court of Auditors visited the EMCDDA to carry out their annual audit.

- In the fourth quarter of 1998, the EMCDDA received the following two grants from the European Commission:

  — ECU 80 000 to finance the Euro-Ibero American Seminar on 'Cooperation on drugs and drug addiction policies' held in Oporto, Portugal, on 8 and 9 October (see Chapter 8); and
  — ECU 11 845 to finance a seminar on 'Qualitative research: Knowledge for effective action' held at the EMCDDA's headquarters from 29 to 31 October (see Chapter 1).

- At the end of 1998, the EMCDDA began installing the electronic budgetary and accounting system SI2 in close cooperation with five other decentralised EU agencies: the Community Plant Variety Office (Angers); the European Agency for Safety and Health at Work (Bilbao); the European Foundation for the Improvement of Living and Working Conditions (Dublin); the Translation Centre for the Bodies of the European Union (Luxembourg); and the European Training Foundation (Turin). A Memorandum of Understanding for a common support service was signed by all the agencies concerned.

- The Centre recruited five new temporary staff during the year, giving a total of 40 full-time temporary staff by the end of 1998.

- The ground floor of the EMCDDA's headquarters was remodelled to create extra offices to meet this increase in staff numbers.

The budgetary figures for 1998 are given in the tables below.

Appropriations, 1998

(as at 31.12.1998)

Title	Description	(ECU)
1.	**Expenditure on persons linked to the EMCDDA**	
	(salaries, allowances, missions, etc.)	3 155 000
2.	**Buildings, material and miscellaneous expenditure for operations**	
	investment in property, letting of property and incidental costs	246 000
	information technology	70 000
	goods, furniture and incidental costs	308 000
	standard administrative functioning	181 000
	postage and telecommunications	150 000
	statutory meetings	290 000
	Total under title 2	1 245 000
3.	**Expenditure by the institution in exercising its mission**	
	costs of convening meetings	341 845
	studies, surveys, consultations and training	772 000
	publications	968 000
	support for the Reitox network	1 210 000
	Total under title 3	3 291 845
10.	**Other expenses**	—
	Total budget	7 691 845

Credit consumption, 1998

(Commitments)

Title	Description	% of total consumption
1.	**Expenditure on persons linked to the EMCDDA** (salaries, allowances, missions, etc.)	96
2.	**Buildings, material and miscellaneous expenditure for operations**	99
3.	**Expenditure by the institution in exercising its mission**	87
	Total consumption (Titles 1, 2 and 3)	**93**

EMCDDA balance sheet for the financial years 1996 and 1997

(thousand ECU)

Assets	1997	1996	Liabilities	1997	1996
Fixed assets					
Fixed assets	3 409	3 345			
			Fixed capital		
Subtotal	3 409	3 345			
			Own capital	3 421	3 346
Stocks			Balance for the financial year	(1 569)	885
Office equipment	12	1	Subtotal	1 852	4 231
Subtotal	12	1			
Current assets					
			Current liabilities		
European Commission subsidy	2 668	160			
Balance of sundry accounts received	207	371	Appropriations carried over by the budget authority		135
Advance on Portuguese Government account		298	Automatic carry-over of appropriations	1 930	2 429
VAT to be recovered	172	213	Sundry accounts due	21	119
			Balance on Portuguese Government account		93
Subtotal	3 047	1 042	VAT to be recovered	172	213
			Re-use accounts	15	51

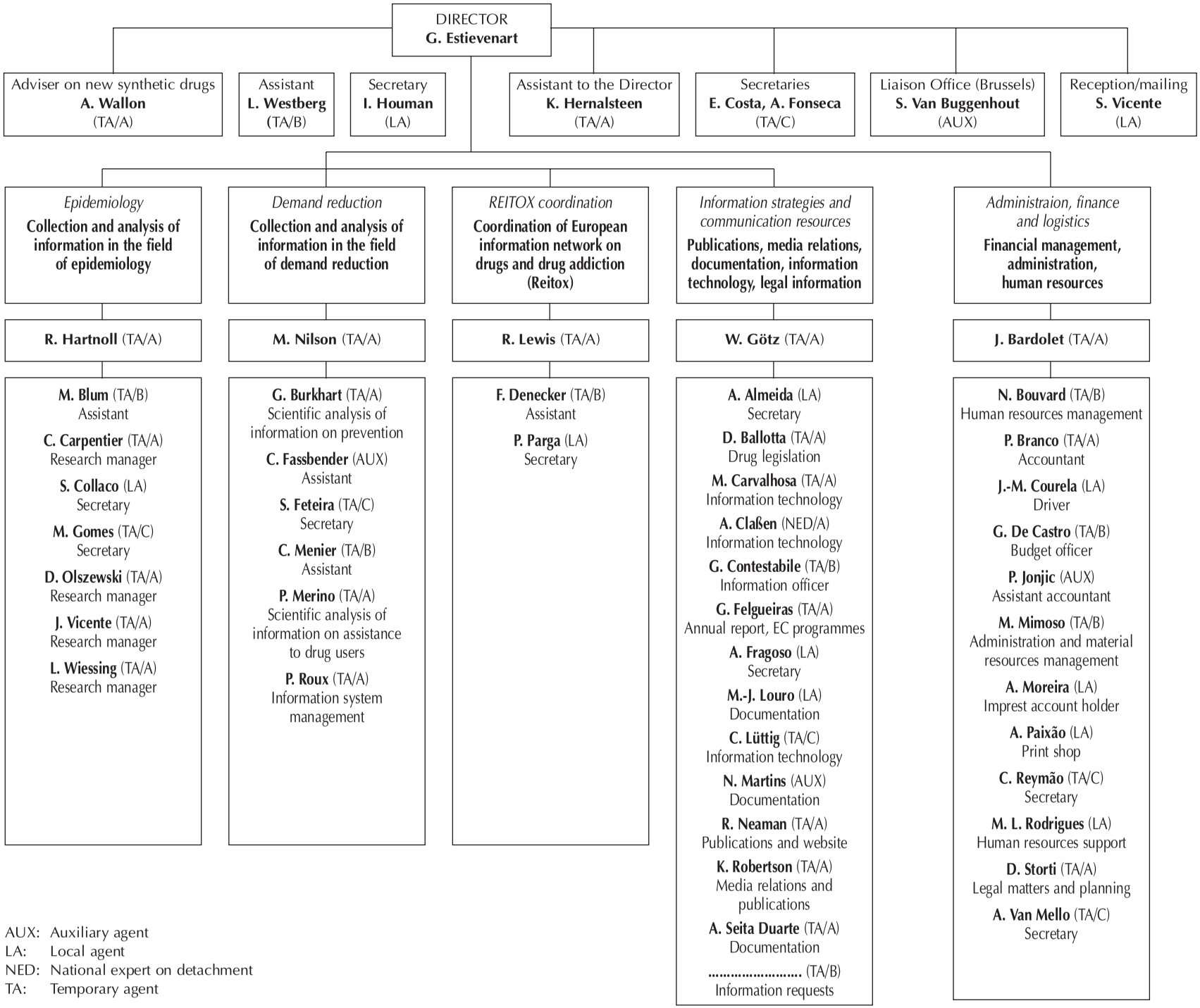
Cash accounts			Counterpart European Commission subsidy	2 668	
Bank	1 209	2 977	Subtotal	4 806	3 040
Imprest accounts	800	534			
Transfers in progress	(1 820)	(629)			
Cash	1	1			
Subtotal	190	2 883			
Total assets	**6 658**	**7 271**	**Total liabilities**	**6 658**	**7 271**

EMCDDA expenditure and revenue account for the financial years 1996 and 1997

(thousand ECU)

	1997	**1996**
Revenue		
European Commission subsidy	3 632	5 848
Subsidy to be received from the European Commission		160
Miscellaneous revenue	90	131
Total revenue	3 722	6 139
Expenditure		
Staff — Title I		
Payments	2 517	1 764
Appropriations carried forward	6	128
Buildings, equipment, etc. — Title II		
Payments	884	497
Appropriations carried forward	43	540
Operations — Title III		
Payments	829	781
Appropriations carried forward	1 881	1 896
Total expenditure	6 160	5 606
Out-turn for the financial year	(2 438)	533
Out-turn carried over from previous year	885	
Adjustment to out-turn from previous year	(81)	
Appropriations carried forward and cancelled	92	369
Exchange-rate differences	(27)	(17)
Balance for financial year	(1 569)	885

EMCDDA staff 1998



AUX: Auxiliary agent
LA: Local agent
NED: National expert on detachment
TA: Temporary agent

Chapter 7

EMCDDA statutory bodies

The EMCDDA's main statutory bodies are the Management Board, the Bureau and the Scientific Committee, which all met in 1998. A summary of the major points discussed and decisions adopted are given below.

The Management Board

The Management Board is the main decision-making body of the EMCDDA. It meets at least once a year and consists of one representative from each Member State of the European Union, two representatives from the European Commission and two persons highly qualified in the field of drugs designated by the European Parliament.

In 1998, besides its usual agenda items — such as the annual work programme, the budget and personnel issues — the Management Board adopted a key document on 'The role and financing of national focal points' (see Chapter 3). This paper is central to the work of the EMCDDA given the vital part the Reitox network of focal points plays as the backbone of the Centre's data-collection process and other activities.

Meetings of the Management Board, 1998

Date	Meeting	Decisions
8 and 9 January	12th meeting of the Management Board	• decision to create a working group to produce a paper on the role of the national focal points for adoption by the Board • adoption of the 1997 *General report of activities* • adoption of the 1998 work programme including the structure of the 1998 *Annual report on the state of the drugs problem in the European Union* • adoption of the 1998 budget of ECU 7.6 million with an increase of five new staff posts

		• adoption of the 1999 preliminary draft budget of EUR 8.0 million • discharge on the implementation of the 1996 budget
2 and 3 July	13th meeting of the Management Board	• discussion of the external evaluation of the 1997 annual report, the production of the 1998 annual report and the format of the 1999 report • discussion of the progress of the paper on the role of the national focal points • decision to continue to develop the EDDRA database and to designate it as a Reitox core task • request for further information on the requirements, extent and users of the legal database • adoption of the Director's report on the measures taken in response to the comments of the Court of Auditors on the implementation of the 1996 budget • adoption of the internal financial regulation • adoption of requests for non-automatic budgetary carry-overs • adoption of the rules laying down the composition and procedure of the EMCDDA Staff Committee • decision to transfer appropriations from one chapter of the budget to another • information on the implementation of the June 1997 joint action on new synthetic drugs and the status of the Scientific Committee's risk-assessment guidelines
22 and 23 October	14th meeting of the Management Board	• discussion and adoption of the paper on 'The role and financing of national focal points' • discussion of the production of the 1998 annual report and the content and format of the 1999 report • decision on translating the various EMCDDA publications • discussion of the 1999 work programme • information on the European Parliament's report on the 1997 annual report (the Schaffner report) • information on the formal participation of Norway in the EMCDDA's activities • ratification of the decision of the Bureau to transfer ECU 280 000 from budget line 3110 to budget line 3510

The Bureau

The Bureau of the EMCDDA meets five to six weeks before each Management Board meeting to prepare for the latter in consultation with the Director. In accordance with Article 2 of Council Regulation (EEC) No 302/93, the Bureau may also, in between any two meetings of the Board and in consultation with the Director and Chairman of the Scientific Committee, take decisions unanimously which are urgent or necessary for the management of the Centre, subject to ratification by the Board at its next meeting.

In addition, the Bureau, together with the head of the EMCDDA's administration department, constitutes the Advisory Committee on Procurements and Contracts (ACPC) for financial transactions exceeding EUR 46 000. The Director of the Centre also attends these meetings.

Meetings of the Bureau, 1998

Date	Place	Decisions
20 January	Brussels	• noted the Director's report on the measures taken in response to the comments of the Court of Auditors on the implementation of the 1996 budget • discussed the presentation of the 1999 preliminary draft budget of EUR 8.0 million • discussed the need for a contingency plan in light of the possible non-release of the 1998 reserve
7 May	Strasbourg	• discussed the agenda for the July Management Board meeting • met as the ACPC and gave a favourable opinion on the contract presented
12 June	Lisbon	• discussed the documents for the Management Board meeting of 2 and 3 July • discussed the publication of the 1998 and 1999 *Annual reports on the state of the drug problem in the European Union* and their translation into the other EU languages • discussed the progress of the document on the role of the national focal points • met as the ACPC, but did not give a favourable opinion on the contracts presented
14 September	Lisbon	• discussed the agenda for the October Management Board meeting • approved a transfer of ECU 280 000 from budget line 3110 to budget line 3510 • met as the ACPC to give a favourable opinion on the conclusion of the contract presented • discussed the 1998 *General report of activities*
4 December	Lisbon	• discussed the 1999 work programme • discussed the 1999 budget of EUR 7.8 million and the 2000 preliminary draft budget of EUR 8.8 million • met as the ACPC and gave a favourable opinion on the contracts presented

Scientific Committee

The Scientific Committee is a consultative organ that assists the Management Board with its opinions and recommendations on scientific matters. The committee consists of one representative from each of the Member States of the European Union, although the Management Board may elect up to six other members. The committee is convened by its Chairman at least once a year. In April 1998, a new Chairperson, Dr Desmond Corrigan, and Vice-Chairperson, Dr Salme Ahlström, were elected.

In 1998, the meetings of the Scientific Committee focused mainly on the implementation of Article 4 (risk assessment) of the June 1997 joint action on new synthetic drugs (see Chapter 4). The steering group on new synthetic drugs, created by the Scientific Committee in November 1997, held its first meeting in 1998. The group drew up draft guidelines for the risk assessment of new synthetic drugs that were subsequently adopted by the Scientific Committee at its meeting in October. These guidelines were also presented at the special meeting on the risk assessment of MBDB held on 9 and 10 November at the EMCDDA headquarters in Lisbon. This meeting adopted a revised version of the guidelines, as well as a report reflecting the opinions of the participants on all aspects of the risk assessment of MBDB. This paper also contained a number of suggestions for improving the future risk assessment of new synthetic drugs. The report was submitted to the Council, the European Commission and the Member States on 16 November, and to the European Council meeting in Vienna on 11 and 12 December.

The Scientific Committee also gave its opinion on the Centre's 1999 work programme, and discussed how best to improve the quality of the work of the national focal points.

Meetings of the Scientific Committee, 1998

Date	Discussion
17 April	• election of the new Chairperson and Vice-Chairperson of the Scientific Committee • discussion of the implementation of the June 1997 joint action on new synthetic drugs • confirmation of the composition and mandate of the steering group on new synthetic drugs • discussion of the work of the steering group on new synthetic drugs • discussion of how to improve the quality of the work of the national focal points
1 and 2 October	• workshop on the 'Risk assessment of new synthetic drugs' • adoption of the 'Guidelines for the risk assessment of new synthetic drugs' • report on MBDB • preparation of the meeting on the risk assessment of MBDB • discussion of the role of the Scientific Committee as envisaged in the report evaluating the *Annual report on the state of the drugs problem in the European Union* 1997 • further discussion of the quality of the work of the national focal points • report on the EDDRA database
9 and 10 November	• meeting on the risk assessment of MBDB and on the implementation of the joint action on new synthetic drugs • discussion of the preliminary draft of the 1999 work programme

Chapter 8

The EMCDDA and its partners

Activities in 1998 relating to the EMCDDA and its partners corresponded to priority objective 5 of the work programme.

At the time the Centre was established, six priority partners were identified:

- the United Nations International Drug Control Programme (UNDCP), Vienna;
- the Pompidou Group of the Council of Europe, Strasbourg;
- the Regional Office for Europe of the World Health Organisation (WHO-Europe), Copenhagen;
- Europol, the Hague;
- the International Criminal Police Organisation (Interpol), Lyons; and
- the World Customs Organisation (WCO), Brussels.

The EMCDDA participates as observer in the meetings of the UNDCP's Commission on Narcotic Drugs, those of the Permanent Correspondents of the Pompidou Group and in Interpol's General Assembly. The WHO-Europe, the UNDCP and the Pompidou Group also participate as observers in the Centre's Management Board meetings.

1998 work programme
Partners

Priority objective 5

Developing structured cooperation with the EMCDDA's international partners and ensuring synergies and complementarity with EU programmes and activities, avoiding any duplication of work

Structured synergies and coordination with EU bodies and programmes

Further involvement of the central and east European countries in the activities of the EMCDDA and Reitox in the framework of the PHARE multi-country programme for the fight against drugs

Developing cooperation with Mediterranean and Latin American countries and with the United States

Progressive participation of Norway in the activities of the EMCDDA

Cooperation with European and international organisations

Structured synergies and coordination with EU bodies and programmes

European Council/Council of the European Union

In 1998, the EMCDDA participated as permanent observer in the horizontal group on drugs of the Council of the European Union, largely in relation to the joint action on new synthetic drugs (see Chapter 4). The Centre also gave the Council technical support in drafting a document on drugs and related issues for the European Council meeting held in Vienna on 11 and 12 December. The meeting's conclusions stated: 'Full use should be made of the expertise of the European Monitoring Centre on Drugs and Drug Addiction' in developing further 'an integrated and balanced post-1999 drugs strategy'.

European Commission

Secretariat-General

The Secretariat-General Drugs Unit — the EC focal point in the Reitox network — provided the EMCDDA with details of the action on drugs undertaken by the EU for inclusion in the *Annual report on the state of the drugs problem in the European Union* 1998.

Directorate-General III (Industry)

For details of the interchange of data between administrations (IDA) programme, see Chapter 5.

Directorate-General V (Employment, Industrial Relations and Social Affairs)

The EMCDDA was closely involved in preparing for, and evaluating, European Drug Prevention Week (16 to 22 November 1998), organised by DG V. The Centre supplied the Commission and national coordinators with its *Guidelines for the evaluation of drug prevention*. Drug-prevention initiatives were reported to the Commission via an EMCDDA questionnaire, facilitating evaluation of the event. Projects that met the quality criteria were added to the Centre's EDDRA database (see Chapter 2).

Directorate-General VII (Transport)

A DG VII high-level group on road safety held the third meeting of its working group on alcohol, drugs, medicines and driving at the EMCDDA on 28 and 29 September. Twenty participants exchanged information on related projects and discussed developing an integral approach to the problem of illicit drugs and driving. The EMCDDA presented its current project, a bibliography and literature review on the relation between driving and the use of illicit drugs, carried out by the Irish national focal point, the Health Research Board.

Directorate-General XII (Science, Research and Development)

Cooperation with the European Commission's COST-A6 working group on evaluation of treatment in Europe included several meetings to discuss guidelines for the evaluation of treatment (see Chapter 2).

European Parliament

Key reports

The European Parliament demonstrated its interest and attention to the drugs problem in Europe in 1998 by producing two reports issued by its Committee on Civil Liberties and Internal Affairs.

The first, by rapporteur Anne-Marie Schaffner, on the EMCDDA's *Annual report on the state of the drugs problem in the European Union* 1997 was adopted on 16 September in Strasbourg. The Schaffner report:

- welcomed the clear progress made in standardising definitions and data-collection despite the general lack of common terms and methods in Europe;
- appreciated the attention given to demand reduction and new synthetic drugs in the annual report;
- called on the EMCDDA to strengthen cooperation between the Reitox national focal points;
- requested that the Centre provide policy-makers and EU institutions with a reliable assessment of European anti-drug strategies by developing its work on legal information; and
- placed high priority on cost-benefit analyses of national drug policies.

The second report, by rapporteur and chairperson of the committee Hedy d'Ancona, adopted in Strasbourg on 6 October, focused on enhancing European cooperation on drugs in light of the United Nations General Assembly Special Session on Drugs (Ungass) held in June 1998. The d'Ancona report:

- appealed to Member States for a more pragmatic and social approach to the drugs problem;
- emphasised the need for treatment and rehabilitation, and for more resources in these areas;
- pledged support for a more comprehensive global approach to the problem including prevention, information, education and harm reduction;
- called on the Centre to develop indicators with which to assess the drug situation;
- urged the Member States to collaborate in compiling comparable data; and
- underscored the need for evaluation of different anti-drug strategies, analysis of the discrepancies between law and practice, and greater attention to be paid to central and eastern Europe and Cyprus.

Visits to the EMCDDA

Delegations from the Committee on Civil Liberties and Internal Affairs and the Committee on the Environment, Public Health and Consumer Protection visited the Centre on 3 March and 25 September 1998 respectively. Both Committees were involved in the Parliament's evaluation of the EMCDDA's 1997 annual report.

European Union agencies

In its capacity as Chair of the decentralised EU agencies, the EMCDDA held a meeting of the 11 Directors in Lisbon on 13 July. Among the topics discussed were:

- financial and personnel issues;
- inter-agency cooperation;
- the agencies' role in the accession of central and east European countries (CEECs) to the EU; and
- a meeting with Carlo Trojan, Secretary-General of the European Commission, scheduled for early 1999.

Further involvement of the central and east European countries in the activities of the EMCDDA and Reitox

PHARE multi-country programme for the fight against drugs

The EMCDDA joined over 50 participants at the seventh liaison group meeting of the multi-country programme in Riga, Latvia, on 26 and 27 February. The meeting:

- examined the results of the programme to date;
- plotted its future orientations;
- analysed its impact; and
- helped strengthen links between programme coordinators, project managers and representatives of the EC and other international organisations.

The programme's future priorities include:

- information collection;
- institution-building;
- harmonising legislation;
- cooperation between the EU and CEECs on demand and supply reduction;
- creating integrated policies in cooperation with the EMCDDA;
- preventing the illicit production and abuse of synthetic drugs; and
- preventing drug trafficking in the Balkan region.

PHARE project on technical assistance to drug demand reduction

As one of the project evaluators, the EMCDDA attended the first regional seminar of the PHARE project on technical assistance to drug demand reduction in Warsaw, Poland, from 16 to 18 April 1998. The main objectives of the project, which includes four sub-regional programmes, are to:

- strengthen community prevention, outpatient treatment, harm reduction and innovative training and to establish resource centres in these areas;
- develop strategies to adapt to the changing national political and economic situations; and
- increase capacities for designing, implementing, managing and evaluating demand-reduction projects in the priority areas identified.

The evaluation group requested that the sub-regional projects:

- use the EMCDDA's *Guidelines for the evaluation of drug prevention* (see Chapter 2);
- evaluate policy development by interviewing decision-makers about the programme's impact; and
- design questionnaires to measure capacity development among the key actors.

A special training session on the use of the guidelines was held at the project's methodological seminar in Sofia, Bulgaria, from 26 to 30 May 1998.

The EMCDDA hosted a meeting of the sub-regional project on harm reduction on 3 and 4 September, with the participation of experts from the Czech Republic, Slovenia and the Former Yugoslav Republic of Macedonia (FYROM).

A first evaluation report, covering the period from January to June 1998, was presented by the evaluation group in September.

PHARE multi-country project on drug information systems (DIS)

The DIS is assisting the countries of central and eastern Europe in developing an information network similar to the Reitox system by setting up prototype national focal points in each participating country. In 1998, these focal points participated in the EMCDDA's activities by:

- compiling national reports in preparation for the EMCDDA's 1998 *Annual report on the state of the drugs problem in the European Union*, significantly broadening the report's geographical scope;
- updating information maps; and
- attending EMCDDA seminars and projects (see Chapter 3).

On 3 and 4 December, representatives of Directorate-General IA (External Relations) of the European Commission visited the EMCDDA to explore ways of integrating the PHARE countries more directly in the Centre's work.

Developing cooperation with Mediterranean and Latin American countries and with the United States

Latin America

Euro-Ibero American seminar on 'Cooperation on drugs and drug policies'

Cooperation between the European Union and Latin America in the drugs field was the topic of a Euro-Ibero American Seminar held on 8 and 9 October in Oporto, Portugal, under the patronage of Vice-President of the European Commission, Manuel Marín. Conceived and promoted by the President of the Portuguese Republic, Jorge Sampaio, the event was organised in cooperation with the Portuguese Government and with the support of the European Commission and the EMCDDA.

In anticipation of the Ibero-Latin American Summit, convened in Oporto from 16 to 18 October, and the Euro-Latin American Summit, to be held in Rio de Janeiro in 1999, the seminar:

- identified new and better forms of cooperation in the field of information on drugs, demand reduction and inter-city cooperation;
- drew up recommendations to inspire innovative and concrete projects between the two regions at the subsequent Summits;
- led to the adoption of the 'Oporto Declaration', which was annexed to the conclusions of the Ibero-Latin American Summit; and
- proposed the EMCDDA as the bridge between Europe and Latin America in the field of drugs and as a facilitator of forums presenting demand- and harm-reduction initiatives.

Relations with Brazil

In March 1998, the Director of the EMCDDA met with representatives of the Brazilian National Coordination Unit on Drugs in Brasilia. The meeting:

- identified areas of mutual interest;
- discussed bilateral exchanges of information and experience; and
- broached inter-regional cooperation on drugs in Latin America, in particular with the Mercosur group of countries.

United States

United States-European Union Informal Drug Forum

Director of the US White House Office of National Drug Control Policy (ONDCP), General Barry R. McCaffrey, visited Lisbon on 17 July to participate in the first United States-European Union Informal Drug Forum at the EMCDDA. The forum, involving some 30 high-level US and European officials:

- described the state of the drugs problem on both sides of the Atlantic;
- examined US and EU drug strategies;
- discussed mutual US-EU drug-policy perspectives; and
- proposed examining problems of data collection, improving the tracking of global drug trends, opening access to the US national drug clearing-house, and sharing experience in developing performance and outcome measures of policies and interventions.

The forum was followed up by a working visit from John Carnevale, Director of the ONDCP's Office of Budget, Research and Evaluation, from 2 to 4 November 1998.

Participation of Norway in the activities of the EMCDDA

In 1998, following the decision in 1996 to launch a formal procedure allowing it to participate in the EMCDDA's activities, Norway took part in some of the technical working groups of the Centre and in the meetings of the Management Board, Scientific Committee and the Reitox national focal points.

European and international organisations

Cooperation between the EMCDDA and the World Health Organisation in the evaluation of demand-reduction activities

See Chapter 2.

Cooperation between the EMCDDA and the United Nations International Drug Control Programme in the field of data collection

Memorandum of Understanding

A Memorandum of Understanding (MOU) between the EMCDDA and the United Nations International Drug Control Programme (UNDCP) was signed on 13 March in Vienna by EMCDDA Director, Georges Estievenart, and UNDCP Executive Director, Pino Arlacchi. The MOU formally establishes cooperation between the two bodies in accordance with the principles of the United Nations Charter and as foreseen by Article 12 of the Council regulation setting up the EMCDDA.

The Memorandum unites the two organisations in their efforts to:

- improve data collection and analysis;
- develop and promote data-comparison methods;
- enhance the dissemination of information; and
- promote optimal use of available information and resources, regular consultation and exchange of technical experience.

The terms of the MOU will be reviewed in 2000.

United Nations General Assembly Special Session on Drugs

The EMCDDA participated in the United Nations General Assembly Special Session on Drugs which took place in New York from 8 to 10 June. The special session adopted a draft declaration on the guiding principles of drug demand reduction and a political declaration in which all Member States committed themselves to establish and implement demand-reduction policies until the year 2008. The Director of the EMCDDA addressed the Committee of the Whole and endorsed the guiding principles as giving 'a real chance to translate political intentions into concrete action and hard facts'.

Joint activities between the EMCDDA and the Pompidou Group

Memorandum of Understanding

In 1998, the EMCDDA and the Pompidou Group drafted an MOU to determine areas of collaboration and define the field of study for each organisation. The MOU will be completed in 1999.

Permanent Correspondents

The EMCDDA participated as observer in the 41st and 42nd meetings of the permanent correspondents of the Pompidou Group from 5 to 7 May and 26 and 27 October at the Council of Europe in Strasbourg. The discussions focused on the work of the Pompidou Group's epidemiology sub-group (particularly on how to avoid overlaps with the work of the EMCDDA in this field) and on other projects relating to the social costs of drugs, drug misusers and the penal system to be undertaken in 1999.

City-report guidelines

The EMCDDA participated in the revision of the Pompidou Group's city-report guidelines which are used as a basis for its multi-city study on drug misuse trends. The Centre's involvement was aimed at improving compatibility between the Pompidou Group guidelines and those used by the EMCDDA and the Reitox network in the compilation of national reports.

Europol

Much of the cooperation between the EMCDDA and Europol in 1998 centred around their shared role, as defined under the terms of the June 1997 joint action on new synthetic drugs. The joint action grants equal responsibility to the EMCDDA and Europol for establishing an early-warning system to collect and exchange information on the production, traffic and use of new synthetic drugs, taking account of the respective mandates of the two bodies (see Chapter 4).

Interpol

In 1998, cooperation between the EMCDDA and Interpol was limited to Interpol's contribution to the drafting of the 1998 annual report. A representative from the Centre attended Interpol's 67th General Assembly in Cairo from 22 to 27 October.

World Customs Organisation

Although no formal meetings were held in 1998 with the World Customs Organisation, the WCO contributed to the EMCDDA's 1998 annual report.

Other activities

Meetings with Portugal's Minister for drugs

The EMCDDA held its first meeting on 9 March with the new Portuguese Deputy Minister responsible for the drugs portfolio, José Sócrates. The Minister then paid a working visit to the EMCDDA on 17 April.

Visit of Belgian Minister responsible for the Brussels region

Belgian Minister responsible for the Brussels region, Eric Tomas, visited the EMCDDA on 18 May for a fact-finding session on the agency's activities. Minister Tomas:

- requested information on data-collection methods to gain an insight into how information from different sources could be better centralised at regional and national level;
- proposed that a harmonised data-collection system at national and European level would help the EMCDDA accomplish its tasks fully;
- asked that policy-makers in Member States be provided with better information to draft policies; and
- stated his wish to act as a link between the Centre and his colleagues responsible for health at federal and Community level to improve Belgium's contribution to the Centre's work.

Major visits and meetings hosted by the EMCDDA, 1998

Date	Visit
Structured synergies and coordination with EU bodies and programmes	
3 March	Visit of the Committee on Civil Liberties and Internal Affairs of the European Parliament
4 March	Liaison meeting with Directorate-General XII (Science, Research and Development) of the European Commission
5 March	Meeting with Europol on the early-warning system on new synthetic drugs
11 May	Meeting with Europol on the June 1997 joint action on new synthetic drugs
13 July	Meeting of the Directors of the European Union agencies
25 September	Visit of the Committee on the Environment, Public Health and Consumer Protection of the European Parliament
28 and 29 September	Working group on alcohol, drugs, medicines and driving of Directorate-General VII (Transport) of the European Commission

Further involvement of the central and east European countries in the activities of the EMCDDA and Reitox in the framework of the PHARE multi-country programme for the fight against drugs

26 March	Visit of the Ambassador of Slovenia to Portugal, Matjaz Kovačič
3 and 4 December	Visit of representatives of Directorate-General IA (External Relations) of the European Commission to discuss the greater integration of the PHARE countries in the Centre's work

Developing cooperation with Mediterranean and Latin American countries and with the United States

12 May	Visit of a delegation from the Inter-American Drug Abuse Control Commission (CICAD)
17 July	Visit of General Barry McCaffrey, Director of the US White House Office of National Drug Control Policy (ONDCP)
2 and 3 November	Visit of John Carnevale, Director, Office of Programmes, Budget, Research and Evaluation, US White House Office of National Drug Control Policy (ONDCP)

Other visits and meetings

15 April	Visit of the Ambassador of Finland to Portugal, Matti Häkkänen
17 April	Visit of the Portuguese Deputy Prime Minister responsible for the drugs portfolio, José Sócrates
6 May	Visit of the Committee of Health and Social Affairs of the Finnish Parliament
18 May	Visit of the Belgian Minister responsible for the Brussels region, Eric Tomas
26 May	Visit by a delegation of the Institut des Hautes Etudes de la Sécurité Intérieure (IHESI), Paris
24 June	Visit of the Ambassador of the Permanent Mission of Austria to the United Nations, Irene Freudenschuss-Reichl
29 June	Visit of the General Director of the Swedish Institute for Public Health, Agneta Dreber

Major EMCDDA events, 1998

Developing cooperation with Mediterranean and Latin American countries and with the United States

Date	Place	Event
17 July	Lisbon	US-EU Informal Drug Forum
8 and 9 October	Oporto	Euro-Ibero American seminar on 'Cooperation on drugs and drug addiction policies'

Cooperation with the United Nations International Drug Control Programme

Date	Place	Event
13 March	Vienna	Signing of a Memorandum of Understanding between the EMCDDA and the United Nations International Drug Control Programme (UNDCP)
International cooperation		
8 to 10 June	New York	UN General Assembly Special Session on Drugs (Ungass)
26 June		International Day Against Drug Abuse and Illicit Drug Trafficking
Other events		
18 December	Vienna	Launch of the 1998 *Annual report on the state of the drugs problem in the European Union*

European Monitoring Centre for Drugs and Drug Addiction

General report of activities 1998

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