Support for regional and local communities to prevent drug addiction on the local level

1. Basic information

1.1. CRIS Number: 2004/016-829.05.01 Twinning No: PL2004/IB/JH/01/TL
1.2. Title: Support for regional and local communities to prevent drug addiction on the local level
1.3. Sector: Justice and Home Affairs
1.4. Location: Poland

2. Objectives of the project

2.1. Wider objectives

- Improvement of public health and security
- Strengthening the institutional administrative capacity on the regional and local level in order to improve the implementation of the EU Drug acquis

2.2. Project purpose

- Preparing draft of changes in legal base for data collection in order to reach the EMCDDA standards including implementation of 5 key indicators
- Consolidation of regional experts network by preparing proposal of legal base and providing in-depth training
- Preparing draft of changes in legislation aiming at supporting local communities in prevention of drug addiction
- Mobilizing local communities to take responsibility for preventing drug problem
- Building wide coalition consisted of all main social actors to participate in activities focused on drug problem prevention

2.3. Justification

The importance of local level as most relevant for drug prevention is reflected both in EU - Action Plan on Drugs 2000-2004 and European Union Drug Strategy (2000-2004). Point 1.3 EU- Action Plan on Drugs 2000-2004 recommends member states to undertake coordinated actions on local level with involvement of nongovernmental sector. The aim of the project is to prepare all social actors on the local level, specially local administration and civil society for undertaking these tasks.

Undertaking of the project is important in terms of the needs for drug and drug addiction problem monitoring as well as providing EMCDDA with comparable data regulated by Council Regulation (EEC) No 302/93 of February the 8th 1993 on the establishment of a European Monitoring Centre for Drugs and Drug Addiction.

3. Description

3.1. Background and justification

Poland determinedly and consistently adjusts activities focused on response to drug problem, aiming at reaching the compliance with the standards required by the EU. The required
Support for regional and local communities to prevent drug addiction on the local level

standards as well as the rules are specified in acquis communautaire (titles IV TEC and VI TEU) to which Poland successively and consistently adjusts its legal system. Poland is also aiming at meeting the standards and priorities specified in the European Union Drugs Strategy 2000-2004, signed in December 1999 in Helsinki.

Despite intensive actions, both legislative and organisational, as well as the efforts targeted at stopping the drugs use and the drug-related crimes, there is a significant lack of several institutional solutions as well as the technical resources themselves specially on the regional and local levels. Some of the gaps were the matter of the activities undertaken in the framework of Phare 2000 programme “Fight against drugs” and Phare 2003 programme “Fight against drugs – follow up”. However still, there is a strong need for significant improvements. As Phare 2000 Program was focused on the national level, the Phare 2003 program extends its interest to the regional level, the Transition Facility Program is concentrated on local level.

In 2001 in the result of the change the Act on counteracting drug addiction (Act of Law of 6 September, 2001, Amending the Act on Counteracting Drug Addiction and other acts of law - Journal of Laws, 2001, No. 125, item 1367 dated 30 October, 2001) the legal base and mandate for the National Focal Point has been provided. NFP was located within National Bureau for Drug Prevention and it is operational. The NFP collects and analyses data on drug problem as well as disseminates the results. Each year the National Report is prepared and submitted to EMCDDA as well as disseminated around Poland.

Fulfilling obligations to EMCDDA within the scope of five key indicators demand introducing the protocol of data collection concerning treatment demand to the official statistics. This aim can be achieved by introducing adequate regulations to the Ordinance of the Council of Ministers describing plan of the statistical research.

In 2002 the regional experts’ network was created based on collaboration with regional authorities. The objectives of the regional experts are to collaborate with NFP on the field of data collection and to analyse data on regional level in order to provide regional authorities with evidence based information on drug situation and trends in the region. The establishment of network was supported by activities of Phare 2000 programme “Fight against drugs” (basic training, basic computer equipment supply). Further support is foreseen in the framework of Phare 2003 programme “Fight against drugs – follow up” limited to equipment supply. The regional network needs the consolidation in terms of legal base and in-depth training. Strengthening legal principles of the regional experts acting means the need to introduce to the National Act on Counteracting Drug Addiction regulations obligating regional authorities to appoint the experts and define their tasks. Currently regional experts are nominated by the regional authorities on the voluntary basis which does not assure stability of the system.

The National Programme for Counteracting Drug Addiction in Poland 2002-2005 was approved by the Council of Ministers on the 30th of July 2002. The program includes the Strategy for development of the National Drug Information System in accordance with the EMCDDA standards. The Programme is being implemented and each year the implementation report is prepared and submitted to the parliament. The body responsible for drafting the programme, coordination of implementation and reporting, as well as evaluation is the National Bureau for Drug Prevention.

The National Programme addresses a lot of tasks regarding drug prevention to local and regional level. Drug and drug addiction problems prevention has mainly local dimension. Differentiation of drug scenes in particular communities as well as different social, economic and cultural context indicate local level as most relevant one for formulating and implementing prevention programs. Only full mobilization of the whole community, especially local administration and NGOs, as well as realization of planned and coordinated actions can provide measurable effects. This way of thinking leads to conclusion, that it is
strong need for animation and support of prevention activity on local level. For this purposes legislative changes are needed clarifying responsibility of local level and providing necessary resources. The increasing of awareness and visibility of the drug problem prevention among locals communities as well as whole society is needed as well.

The aim of the project is institutional strengthening of the local and regional level, which means that it includes not only adequate institutions of these levels, but also civil society. Project activities should reach all regions and communities in the country. All activities planned within this project will not overlap with the activities financed by the European Social Fund.

3.2. Linked activities

- Regional project of some Central European countries - "Primary Prevention of drug demand within the local community."
- Project on the Technical Assistance to Drug Demand Reduction. The project aimed at reinforcing networks on DDR in the region; at facilitating further DDR policy development and at improving DDR expertise. As a result of the project, the Polish experts on DDR received the training on project formulation and management. The National Demand Reduction Resource Centre was established.
- Drug Demand Reduction Staff Training Project I and II were carried out in collaboration with the Pompidou Group. In the phase I, a selected group of experts improved their knowledge and skills during a short-term traineeships (stages) in the various EU countries. The phase II started in 1999 and completed in 2002. As a result of the project the guidelines for Drug Demand Reduction for professionals and activists on local level was developed, published and disseminated.
- The Program Phare 2000 “Fight against drugs” was completed in the forth quarter of 2003.
- The Phare 2003 Program is in the preparation phase. The Germany was selected as the twinning partner and the Contract is being prepared now.

3.3. Results

**Contract 1. Twining Light**
- regional experts better prepared for data collection, analyse and dissemination for local purposes and to comply with NFP and EMCDDA standards
- regional experts network strengthened
- co-operation between regional experts and the National Focal Point strengthened,
- draft of legal procedures providing basis for development of regional experts network prepared
- draft of regulation concerning treatment data collection prepared
- treatment demand indicator protocol (EMCDDA) implemented

**Contract 2. Technical assistance**
- Awareness and visibility of the drug problem increased
- Preventive capacity of the local and regional institutions as well as civil society increased
- Inter-agency mechanism of co-operation on regional and local level strengthened
- Well trained experts from various sectors (education, treatment, social welfare, law-enforcement, prison service, regional and local authorities, NGOs), enabled to mobilise local civil society to prevent drug problem
- Training curricula in preparing, implementing and evaluating local and regional drug strategies and action plans developed
- The local and regional drug strategies and action plans developed
- The draft of legal procedures supporting drug prevention on the local level prepared
- The guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan compiled
- Drug information strategy for local level developed
- Local drug information experts’ network created.

**Contract 3. Technical assistance**

- Data bases for data collection, storage and dissemination prepared and ready to use
- Web page of NFP prepared and published

**3.4. Activities**

Phare assistance will consist of three contracts:

**3.4.1. Contract 1. Twinning light** focused on consolidation of drug information system

Key activities will include:
- preparation of draft of legal procedures providing basis for development of regional experts network
- preparation of draft of regulation concerning treatment data collection
- training of trainers for providers of data on treatment demand indicator according to EMCDDA protocol
- training for regional experts network including dissemination strategy of monitoring results, especially targeting regional policy makers
- reviewing and clarifying principles and practice of collaboration between regional expert network and NFP

To support the activities foreseen in the programme, the Twinning component should include the participation of short-term experts (STEs).

Experts will be responsible for the development of training curricula. They should provide specific training for regional experts. They should have a proper knowledge and to be experienced in:
- drug monitoring system including treatment demand indicator,
- EMCDDA standards and protocols
- professional training curricula development in drug monitoring,
- collaboration with the Central and Eastern Europe Countries
- fluency in English (written and spoken).

For the purpose of the project, conferences study visits and seminars, where representatives from the relevant services will be involved, will be organised. The about one week study visit will be organised for 6 persons involved in Polish drug information system in order to collect practical experiences on functioning treatment data collecting system. The institutions acting on each step of the process of data collecting, processing and analysing will be visited.
3.4.2. **Contract 2. Technical assistance** focused on Public Relation Campaign

The activity includes:

- conducting survey which will provide picture of attitudes toward drug problem and readiness to undertaking responsibility for drug prevention on local level. The survey provide us with background information for campaign planning
- compilation of guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan as well as local drug monitoring system
- promoting the idea of local drug strategy and local action plan,
- promotion the idea of local drug monitoring, that means to increase awareness of local policy makers concerning monitoring usefulness for planning and evaluating response to drug problem on local level
- developing of guidelines for monitoring of drug problem on the local level
- country-wide training of local administration’s and NGO’s representatives,
- preparation of propositions of legislative changes aiming at engagement of local communities in drug prevention
- creation of network communities engaged in drug prevention based on local drug strategy and local action plan
- creation of network of local drug information experts
- conducting survey which will provide us with information on effects of campaign conducted and needs for further action.

3.4.3. **Contract 3. Technical assistance** focused on preparation of software infrastructure for the National Focal Point

The matter of the contract will be preparing the data bases for data entry, processing, storage, as well as producing and disseminating the results. There will be several interrelated data bases for each indicator and each standard tables used for reporting to EMCDDA. Additionally the data bases for gathering technical information like mailing list or bibliography should be prepared. The data bases ought to be equipped with internet interfaces for data entry and data publishing. The automatic reporting facilities will be also included.

The activity includes:

- preparing the data bases design
- preparing and testing data bases software
- preparing web page with data bases facilities and interactive components.

3.5. **Lessons learned**

The Phare 2000 Program was completed successfully. One of the lesson to be learned form the Program was that the local level is most important one in response to drug problem. The experiences of the Program implementation will be apply to implementation of Transition Facility Program.

4. **Institutional framework**

The project will be co-ordinated by the Ministry of Health - the National Bureau for Drug Prevention, which is the main beneficiary of the project. The activities of the programme is
planned to be of the inter-agency nature, engaging all the concerned subjects on regional and local levels.
The following institutions will be involved on the regional level: the regional authorities, regional branches of state institutions like regional prosecutor offices, regional police headquarters, regional education administration, regional branches of Health Found. All 16 regions will be covered by the project related activities.
On the local level community and municipal authorities and relevant local institutions (police, prosecutor office, prison administration, local NGO-s, treatment, harm reduction and prevention facilities) will participate in the programme.

Unit responsible for the realisation and co-ordination of the project: the National Bureau for Drug Prevention, 52/54 Dereniowa Str.; 02-776 Warsaw, Tel. +(4822) 6411501; fax: +(4822) 6411565, e-mail: piotr.jablonski@kbpn.gov.pl

5. Detailed budget

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<tr>
<th>Transition Facility</th>
<th>Support</th>
<th>Total TF(=I+IB)</th>
<th>National Co-financing*</th>
<th>IFI*</th>
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<td>2,385</td>
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* In cases of co-financing only

The co-financing funds for the project implementation will be available.

6. Implementation arrangements

6.1 Implementing agency

PAO: Tadeusz Kozek, Under-secretary of State at the Office of the Committee for European Integration, 9 Aleje Ujazdowskie str., 00-918 Warszawa; tel. (+4822) 455 52 41., fax (+4822) 455 52 43
CFCU: Director, Foundation “Cooperation Fund”, ul. Górnośląska 4A, 00-444 Warszawa, tel. (+4822) 450 99 00, fax (+4822) 622 75 65.
The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministry of Health which itself shall be responsible for preparing projects and managing their technical implementation.
6.2 Twinning

In the framework of the project a Twinning light contract is foreseen. The Contact Person is Mr Piotr Jabłoński, M.A., Director of the National Bureau for Drug Prevention; ul. Dereniowa 52/54; 02-776 Warszawa, tel. (+4822) 641 15 01; fax: (+4822) 641 15 65, e-mail: piotr.jablonski@kbpn.gov.pl

6.3 Non-standard aspects:

Tender procedures and contracts will be concluded in accordance with the Polish act on public procurement.

The project shall be implemented according to the Procedures for Twinning Light.

6.4 Contracts

- Contract 1. Twinning Light – 0,25 MEUR
  National co-financing (0.14 MEUR) will cover the expenditures connected with: equipment, services, rooms, etc.
- Contract 2. Technical assistance – Public Relation Campaign 2,135 MEUR – gross value (including 1,952 MEUR of TF funds and 0,183 MEUR of national joint co-financing)
- Contract 3. Technical assistance – Preparation of software infrastructure for NFP 0,1952 MEUR - gross value (including 0,183 MEUR of TF funds and 0,0122 MEUR of national joint co-financing)

7. Implementation schedule

1. Start of tendering/call for proposals – 1st quarter of year 2005
2. Start of project implementation – 2nd quarter of year 2005
3. Project completion – 1st quarter of year 2007

8. Sustainability

The National Bureau for Drug Prevention has foreseen adequate staff and financial resources to maintain coordination of network of communities engaged in drug prevention based on local drug strategy and local action plan and providing them with further training and consultancy.

9. Conditionality and sequencing

Co-ordination and complementarity with the Phare Multi-beneficiary Drugs Program, especially the second phase of Phare Project on co-operation between the EMCDDA and the candidate countries.
### Annex 1: LOGFRAME PLANNING MATRIX

#### LOGFRAME PLANNING MATRIX FOR
Support for regional and local communities to prevent drug addiction on the local level

<table>
<thead>
<tr>
<th>Programme name and number</th>
<th>Support for regional and local communities to prevent drug addiction on the local level</th>
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<td>Contracting period expires</td>
<td>III Q 2006</td>
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<tr>
<td>Disbursement period expires</td>
<td>III Q 2007</td>
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<td>Total budget</td>
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<td>Transition Facility Budget</td>
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<thead>
<tr>
<th>Overall objective</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
</tr>
</thead>
</table>
| - Improvement of public health and security.  
- Strengthening the institutional administrative capacity on the regional and local level in order to improve the implementation of the EU Drug acquis. | Response to drug problem more compatible to EU standards  
Effectiveness of institutions dealing with drug problem on regional and local improved | Reports of the EU representatives and the EU experts, Reports of the National Focal Point and National Bureau for Drug Prevention |

<table>
<thead>
<tr>
<th>Project purpose (Immediate Objectives)</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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</thead>
</table>
| - Preparing draft of changes in legal base for data collection in order to reach the EMCDDA standards including implementation of 5 key indicators  
- Consolidation of regional experts network by preparing proposal of legal base and providing in-depth training  
- Preparing draft of changes in legislation aiming at supporting local communities in prevention of drug addiction  
- Mobilizing local communities to take responsibility for preventing drug problem  
- Building wide coalition consisted of all main social actors to participate in activities focused on drug problem prevention | Drug information system consolidated  
Number of communities more engaged in drug prevention  
Drug prevention on the local level more structured, better coordinated and evaluated  
Awareness of local responsibility for drug problem increased among local activists and local authorities | Reports of the National Focal Point and National Bureau for Drug Prevention | |

<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
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**Support for regional and local communities to prevent drug addiction on the local level**
- Regional experts better prepared for data collection, analyse and dissemination for local purposes and to satisfy NFP and EMCDDA needs,
- Regional experts network strengthened
- Co-operation between regional experts and National Focal Point strengthened
- Draft of legal procedures providing base for regional experts network prepared
- Draft of regulation concerning treatment data collection prepared
- Treatment demand indicator protocol (EMCDDA) implemented
- Awareness and visibility of the drug problem increased
- Preventive capacity of the local and regional institutions as well as civil society increased
- Inter-agency mechanism of co-operation on regional and local level strengthened
- Well trained experts from various sectors (education, treatment, social welfare, law-enforcement, prison service, regional and local authorities, NGOs), enabled to mobilise local civil society to prevent drug problem
- Training curricula in preparing, implementing and evaluating local and regional drug strategies and action plans developed
- The local and regional drug strategies and action plans developed
- The draft of legal procedures supporting drug prevention on the local level prepared
- The guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan compiled
- Drug information strategy for local level developed
- Local drug information experts’ network created
- Data bases for data collection, storage and dissemination prepared and ready to use
- Web page of NFP prepared and published

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<th>Activities</th>
<th>Objectively Verifiable Indicators</th>
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<td>Draft of legal procedures providing basis for development of regional experts activities prepared</td>
<td>Reports of the National Focal Point and National Bureau for Drug Prevention</td>
<td>Information from EMCDDA</td>
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<td>Draft amendment to the regulation on the statistical system prepared (data collection) National Program for Counteracting Drug Addiction better implemented on the local and regional level</td>
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<td>Regional experts network trained and prepared for data analyse Regional reports on drug problem prepared and disseminated</td>
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<tr>
<td></td>
<td>Preventative strategy and action plan significantly increased Treatment demand data collection, protocol implemented on the national level Reports on treatment demand indicator developed and disseminated</td>
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<td>The guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan published and disseminated around all communities in Poland The guide to monitor drug problem on local level published and disseminated around all communities in Poland</td>
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Support for regional and local communities to prevent drug addiction on the local level
Support for regional and local communities to prevent drug addiction on the local level

- Preparation of draft of legal procedures providing base for regional experts network
- Preparation of draft of regulation concerning treatment data collection
- Training of trainers for providers of data on treatment demand indicator according to EMCDDA protocol
- Training for regional experts network including dissemination strategy of monitoring results, especially targeting regional policy makers
- Reviewing and clarifying principles and practice of collaboration between regional expert network and NFP
- Conducting survey which will provide picture of attitudes toward drug problem and readiness to undertaking responsibility for drug prevention on local level. The survey provide us with background information for campaign planning
- Compilation of guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan as well as local drug monitoring system,
- Promoting the idea of local drug strategy and local action plan,
- Promotion the idea of local drug monitoring, that means to increase awareness of local policy makers concerning monitoring usefulness for planning and evaluating response to drug problem on local level,
- Developing of guidelines for monitoring of drug problem on the local level
- Country-wide training of local administration’s and ngo’s representatives,
- Preparation of propositions of legislative changes aiming at engagement of local communities in drug prevention.
- Creation of network communities engaged in drug prevention based on local drug strategy and local action plan
- Creation of network of local drug information experts
- Conducting survey which will provide us with information on effects of campaign conducted and needs for further action
- Preparing the data bases design
- Preparing and testing data bases software
- Preparing web page with data bases facilities and interactive components

Draft of legal regulation providing base for regional experts network prepared
Draft of regulation concerning treatment data collection prepared
Trainers for providers of data on treatment demand indicator according to EMCDDA protocol ready to work
Regional experts trained
Reports of surveys results published
Guide to formulating, implementing and evaluating local integrated preventive strategy and local action plan as well as local drug monitoring published and disseminated
The idea of local drug strategy and local action plan as well as local drug monitoring known and accepted on local level,
The guidelines for monitoring of drug problem on the local level developed and disseminated
Local administration and NGO’s representatives, trained and prepared for undertaking prevention activities
Propositions of legislative changes aiming at engagement of local communities in drug prevention prepared
Network of communities engaged in drug prevention based on local drug strategy and local action plan created
Network of local drug information experts created
Data bases and web page for NFP are operational

Preconditions
## Annex 2-3: Implementation, contracting and disbursement schedules

**Support for regional and local communities to prevent drug addiction on the local level**

<table>
<thead>
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<th>Date of Drafting</th>
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### Implementation schedule

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### Contracting schedule

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**Legend:**
- D = design of sub-projects
- C = tendering and contracting
- I = contract implementation and payment