

Working Together to Reduce Harm

Substance Misuse Strategy
Annual Report – 2012



Llywodraeth Cymru
Welsh Government

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Ministerial Foreword

Tackling substance misuse continues to a priority for this Government. The move back to my portfolio has provided a valuable opportunity to review and strengthen the links with the wider health agenda

'Working Together to Reduce Harm' sets out our ten year strategy for tackling the harms associated with the misuse of alcohol, drugs and other substances in Wales. Our *Programme for Government re-emphasises our commitment* to reduce the prevalence of problematic substance misuse and the numbers of drug and alcohol related deaths. To help achieve this, we have committed to enhancing our focus on treatment outcomes and to safeguard children from parents who misuse substances.

This report provides updated information on actions which are being undertaken nationally, regionally and locally to progress the priority areas identified against each of the substance misuse strategy's four priority areas:-

- Preventing harm;
- Supporting substance misusers – aiding and maintaining recovery;
- Supporting and protecting families; and
- Tackling availability and protecting individuals and communities via enforcement activity.

To ensure we are continuing to deliver against this agenda, a comprehensive review of the existing strategy and whether it is delivering in the most effective and efficient way was initiated late last year. This review has resulted in the implementation of new outcome focused Key Performance Indicators in July, revised guidance for Substance Misuse Area Planning Boards issued in August, and a new evidence based funding formula which will be applied to 2013-14 funding allocations. The review also included an evaluation of the first three years of the substance misuse strategy. The emerging findings from the evaluation are being used to inform the new three year substance misuse implementation plan.

No single agency or organisation can deliver on this ambitious agenda in isolation. Progress against the strategy's priority areas has been made possible by the collaboration of partners at a local, regional and national level.

I would like to thank all those involved in the delivery of the strategy for their commitment and support. I look forward to continuing to working with you to reduce the harms associated with substance misuse.

Lesley Griffiths AM
Minister for Health and Social Services
October 2012

SUMMARY

1. The Welsh Government's 10 year Substance Misuse Strategy "Working Together to Reduce Harm" was published in October 2008 and sets out a clear national agenda for tackling and reducing the harms associated with substance misuse in Wales.

2. This strategy is supported by detailed implementation plans which inform how the Welsh Government, in conjunction with its partners, intends to implement the actions contained within the strategy. The progress made would not be possible without the collaboration of partners at a local, regional and national level. Some of the significant developments in this reporting period include:-

- The move to the planning of all substance misuse services at a regional level and the publication of revised guidance to support Area Planning Boards (APBs).
- Expansion of the use of the Drug and Alcohol Helpline (DAN 24/7).
- Implementation of a new suite of Key Performance Indicators, including indicators which are more outcomes focused.
- Development of an updated funding formula which will be implemented from April 2013 which better targets resources to meet need.
- Further roll out of the Take Home Naloxone Scheme so it is available across Wales.
- Broadening scope of Change4Life to cover alcohol misuse prevention.
- Further developments to the European Social Fund (ESF) Peer Mentoring Scheme, which by the end of September 2012 had worked with over 6200 participants throughout Wales, of which 642 entered paid employment.
- Support confirmed for a further 52 projects from the Capital Fund since the last annual report.

Further details on each of these developments and more are set out in the following chapters.

INTRODUCTION

3. This year's annual report on substance misuse provides progress on the delivery of the Welsh Government's ten year substance misuse strategy entitled 'Working Together to Reduce Harm' and our Programme for Government commitments. It provides updated information on actions which are being undertaken nationally, regionally and locally to progress each of the strategy's priority areas:-

Preventing harm – The actions within the preventing harm chapter of the strategy aim to help children, young people and adults resist or reduce substance misuse by providing information about the damage substance misuse causes to their health, their families and the wider community.

Supporting substance misusers – aiding and maintaining recovery – this action area aims to enable, encourage and support substance misusers to reduce the harm they are causing to themselves, their families and communities, and ultimately for them to remain substance free. It addresses the provision of support for substance misusers from basic harm minimisation to community and residential treatment services. It also covers the need for wraparound support services such as access to accommodation, education and employment or training, which is essential in assisting and sustaining recovery.

Supporting and protecting families – aims to reduce the risk of harm to children and adults as a consequence of the substance misusing behaviour of a family member. This work is closely linked to the Welsh Government's Violence against Women: Domestic Abuse and Child Poverty Strategies. This section reports on a number of initiatives which aim to support the families of those with a substance misuse problem.

Tackling availability and protecting individuals and communities via enforcement activity – describes the harm caused to individuals and communities by substance misuse related crime and anti-social behaviour, and how we intend to tackle the availability of illegal drugs and the inappropriate availability of alcohol and other substances, including the sale of alcohol or solvents to young people.

Delivering the strategy and supporting partner agencies – this section sets out the arrangements for supporting and monitoring the delivery of this strategy at a national, regional and local level. It also describes initiatives and actions we will take to support partner agencies to deliver this strategy.

CHAPTER 1 – PREVENTING HARM

4. We believe preventing future substance misuse is equally as important as treatment for those with established problems. We aim to ensure the population in Wales are better informed about the impact of substance misuse and where they can seek help and support if they need it. Our progress in the last year includes:

Greater Focus on Alcohol

5. Throughout the last year Alcohol Concern Cymru continued to raise awareness of alcohol misuse issues across Wales. They have also campaigned for effective alcohol policy and improved services for people whose lives are affected by alcohol-related problems. Work completed since the last report includes:

- Holding a joint conference with ASH Wales, to look at the common themes (and differences) between tobacco and alcohol control.
- Producing policy reports on older people's drinking, how alcohol is discussed and promoted online, alcohol and energy drinks, alcohol treatment services and the stigma around admitting a drink problem and children's recognition of alcohol branding.
- Considerable preparatory work for a major social marketing project addressing the close relationship between sport and alcohol in Wales.
- Producing more than 200 online, broadcast and print media hits.
- Managing an Alcohol Awareness campaign in November 2011 which was consumer led, with a series of media releases addressing 7 key themes during the week which included energy drinks, alcohol, caffeine and sugar content, You, Your Child and Alcohol and the Strengthening Families Programme.

6. More information is available at <http://www.alcoholconcern.org.uk/projects/alcohol-concern-cymru>

School Based Education and Support

All Wales School Liaison Core Programme (AWSLCP)

7. The AWSLCP is a joint Welsh Government/Association of Chief Police Officers (ACPO) funded programme established in 2004 in recognition of the role schools and education can play in tackling anti-social behaviour, substance misuse and problems associated with personal safety. During the 2011/12 academic year, the scheme operated in 91% of primary and secondary schools across Wales.

8. Last year, the Welsh Government and the Association of Chief Police Officers (ACPO Cymru) commissioned a review of the programme in light of the changing requirements placed on the police service to continue to develop effective and more efficient methods of utilising police resources. The review was also considered an opportunity to further align AWSLCP resources more closely to Neighbourhood Policing teams. The operational review was overseen by a Project Board comprising

of representatives from the four police forces, Police Heads of Community Safety, Welsh Government officials, and educationalists from across Wales. The recommendations below are now subject to an action plan and are being monitored and implemented by an overarching multi agency steering group:

- Those officers trained to deliver the programme are not called upon for non critical policing operations (such as covering football matches) by developing a flexible delivery model to avoid unnecessary disruption to the programme.
- Piloting Police Community Support Officers to co-deliver the programme in primary schools.
- Introducing an agreed number of annual operational days to prevent deskilling in their mainstream policing duties.
- Actively supporting the implementation of a model for secondary school support (MOSSS) to greater integrate the programme with Neighbourhood Policing Teams.
- Revising the performance indicators for the programme.

9. The programme is also currently piloting a restorative justice approach in Denbighshire within the school setting aimed at reducing the number of young people entering the criminal justice system, a known risk factor for becoming a substance misuser at a later date.

Guidance for Substance Misuse Education

10. In 2002 the circular 17/02 Substance Misuse: Children and Young People was published. This circular provided good practice guidance for organisations in the statutory, voluntary and independent sectors which offer educational opportunities to children and young people. Since its publication there have been many changes within the school curriculum. The Welsh Government recently issued replacement guidance for consultation which aims to:

- Explain the context for substance misuse education (SME) in Wales.
- Clarify the legal requirements.
- Promote learner participation in the development and review of substance misuse policy and SME provision.
- Provide guidance on managing incidents.
- Identify sources of support.

The consultation closed on 26th September 2012 and consultation responses are currently being considered.

School Based Counselling Strategy

11. The Welsh Government's School-Based Counselling Strategy was published in April 2008 and has been gradually rolled out across local authorities. All

secondary schools have been able to deliver a service since autumn 2010. An independent evaluation report from the British Association for Counselling and Psychotherapy (BACP) was published in November 2011. It evaluated the success of the strategy and the longer term effect of the service on children and young people.

12. The Welsh Government is currently considering its strategy for enabling primary age children to access counselling in an age appropriate form. The evidence from 4 pilot programmes for school based counselling in the primary sector and other key pieces of research will provide us with a basis on which to explore the challenges of enabling future access to counselling to primary age children in an age appropriate form.

13. Access to counselling services is just one contributory feature in the partnership networks which exist to ensure the wellbeing of the people and children in Wales. The Welsh Government will continue to work with local authorities, service managers, schools, counsellors and researchers to secure good quality services which are accessible and meaningful for the people and children in Wales. Substance misuse remains one of the issues identified by the young people who are accessing this service.

Age 14-19 Learner Support Services

14. Learner support services encourage, enable or assist those aged 14–19 to participate in education and training. This support helps young people to overcome any barriers which may prevent them from achieving their potential, this may include substance misuse. The 14-19 Learner Support Services and Learning Pathway Document guidance was published in February 2011. This guidance is intended for local authorities, maintained secondary schools and further education institutions and covers the securing of provision or participating in the provision of learner support services

15. Head teachers of maintained secondary schools and principals of institutions within the further education sector must also ensure their pupils or students are provided with a Learning Pathways Document. The document must detail the course of study they are entitled to follow and any learner support to be provided to them.

Youth Support Services

16. Youth Support Services are key in tackling disadvantage through providing support and practical help towards engagement with learning or employment. Revised statutory guidance is currently being drafted which will provide advice to regional consortia, local authorities and their planning and delivery partners on how in future Youth Support Services can most effectively be targeted to those most in need.

Engagement with Further/Higher Education Settings

17. Following on from the Welsh Government publication entitled “Alcohol Prevention and Education in Higher and Further Education Establishments”;

a comprehensive toolkit has been produced and provided for student welfare services. The toolkit aims to offer best practice guidelines for addressing alcohol misuse; give guidance on developing appropriate alcohol policy and provide information on student support services. The toolkit has been trailed in 4 Welsh Universities and is currently being evaluated by Cardiff University. The results and accompanying recommendations are expected in late 2012.

Providing Information and Support

The Welsh Drug and Alcohol Helpline (DAN 24/7)

18. DAN 24/7 continues to reach out to more individuals. In 2011-12 the helpline responded to 3,162 contacts (calls and text messages) compared with 2,678 in 2010-11 – a rise of **18%**. The interactive web page which in 2010-11 had 15,200 hits has seen an increase of **49.34%** in 2011-12 to 22,700. Keeping the web site updated has enabled us to achieve a high ranking on Google search ratings and drives more traffic to the website. The website has proven to be an effective tool in reacting to current trends and topics, as happened last year with the emergence and risks of MSJ (blue valium) tablets. It is also being used to communicate harm reduction messages in relation to new and emerging drugs such as mephedrone. Services, the media, families and users/prospective users are able to easily access accurate information and at the same time search for local agencies providing help and treatment.

19. During 2011-12 DAN 24/7 has developed its social media work via Facebook and Twitter. This has increased awareness and engagement with agencies across Wales, service users and their families. Information on how to follow us on Twitter and Facebook is promoted via the website and email signatures but in the main, interest is generated through the social media contacts online. There has been a month on month increase in followers and engagement during the year, which we hope to build on and develop over the next twelve months. More information is available at <http://dan247.org.uk/>

Change4Life

20. The Change4 Life Wales social marketing campaign was launched in 2010, as part of the Welsh Government's broader response to help people achieve and maintain a healthy body weight. Approximately 34,000 families and adults had registered by 31 March 2012 and we are supporting them on their journey to a healthier lifestyle.

21. In March 2012 the scope of Change4Life was broadened to cover alcohol misuse prevention. "Don't let drink sneak up on you" is the campaign slogan aimed at the many Welsh adults who fall into the category of high risk drinkers but see their drinking habits as harmless. The campaign aims to:

- Increase the numbers of those who self identify i.e. people recognising this is an issue which affects them;
- Increase realisation amongst the target audience of how much they are currently drinking (units);

- Communicate the long term health harms of drinking above the lower-risk guidelines and the benefits of drinking within guidelines, in order to motivate people to try to make adjustments in their drinking habits;
- Provide relevant helpful hints and tips on how to reduce consumption, rooted in how people live their lives;
- Establish Change4Life as a brand to communicate the health harms of drinking above the lower risk guidelines.

Prevention Messages in the Workplace

22. Workplace substance misuse policies can provide a framework for managing all substance misuse related issues and should be seen as being central to the principles of a responsible, supportive and caring organisation. It is important; however, the substance misuse policies link in with other relevant human resources and health and safety policies.

23. The Welsh Government will therefore continue to develop its work and health programme, 'Healthy Working Wales' (HWW), which includes the Corporate Health Standard and the Small Workplace Health Award, with the aim to provide free support and advice to employers in developing health and well-being policies and initiatives in the workplace. Both programmes have a substance misuse element and the Corporate Health Standard includes criteria on substance misuse at bronze and gold levels. 68 employers have achieved the Corporate Health Standard and 103 smaller businesses/organisations have achieved the Small Workplace Health Award. Further employers are currently engaged in HWW and working towards recognition.

24. Help continues to be provided to small businesses and organisations through the Health at Work Advice Line Wales to support employees with a health condition, with a particular focus on mental health. This service advises on alcohol issues and sign-posts to wider support services.

25. The European Social Fund (ESF) Peer Mentoring Scheme was also expanded in May 2012 in convergence areas to raise awareness of substance misuse in the work place and to support people with substance misuse problems who are in work to retain their employment. More information on the ESF Peer Mentoring Scheme at paragraphs 46 to 48.

26. The Welsh Government has also supported a number of seminars in conjunction with Tata Steel Europe in both Cardiff and Swansea aimed at encouraging the development and implementation of substance misuse policies. Similar support is planned through Healthy Working Wales employer engagement events in 2013.

CHAPTER 2 – SUPPORT FOR SUBSTANCE MISUSERS – AIDING AND MAINTAINING RECOVERY

27. This action area aims at enabling, encouraging and supporting substance misusers to reduce the harm they are causing to themselves, their families and communities, and ultimately for them to return to a life free from dependent or harmful use of drugs or alcohol. It also looks to enable people to realise their full potential through a recovery orientated approach, which shows the importance of support services such as access to accommodation and employment.

Encouraging and Maintaining Engagement with Services

Service User Engagement

28. The meaningful involvement of service users offers benefits to both individuals and the community at both a strategic and operational level. It helps to ensure services are relevant to local needs, are accountable to service users, enables service users to voice their opinion on services and identify good practice.

29. Regional service user groups across Wales continue to provide information to individuals entering treatment, to help them understand the treatment process and to allay any concerns they may have. They are also able to work with services to address their concerns; most importantly they are involved in the re-design of services to ensure the service user perspective is reflected. Service User representatives are routinely represented on the Area Planning Boards (APBs).

30. Building on the success of previous conferences, the All Wales Service User Conference Planning Group (made up of regional service user representatives) is planning their fourth annual All Wales Service User Conference. It will be held at the City Hall, Cardiff, on 1st November 2012. Over 400 delegates (service users, commissioners and providers) are expected to attend the Conference. The small group have agreed the theme this year will be 'Back to Basics', and are currently planning and designing the format of the day.

Harm Reduction Initiatives

Reducing Drug Related Deaths (DRD).

31. On the 28th August 2012 the Office of National Statistics (ONS) published the 2011 data for drug related deaths in England and Wales. The Welsh figure of 137 deaths was a reduction of 15 (10%) deaths from the 152 recorded in 2010. Whilst this reduction is welcomed we must not be complacent and we are reviewing our systematic review processes to establish more 'real time' reviews to help ensure any lessons learnt can be implemented as soon as is practically possible. We will also be reviewing the monitoring role of the national DRD Board and strengthening their links with Area Planning Boards.

32. In Wales, we have continued to collaborate with key partners in jointly reviewing a number of drug related deaths to identify any lessons that can be learnt. Recommendations based on these key findings are made to all Area Planning

Boards. Welsh Government are also supporting a number of key initiatives in response to the recommendations, paragraphs 33 to 38 below provide additional information

Take Home Naloxone (THN) Scheme

33. Naloxone is a prescribed medication used in the emergency treatment of suspected overdose to rapidly reverse the effects of opiates and has been available in all community treatment sites and prisons in Wales, since November 2011, four months before its target date of March 2012. To date 1460 kits have been dispensed to service users with 117 reported uses of naloxone to reverse opiate related overdose.

34. This year Take Home Naloxone training has also been included as part of police officers annual first aid training and officer safety training. This allows police to become familiar with the scheme, recognise the Take Home Naloxone kit and understanding its purpose.

35. Welsh Government have also worked with Accident and Emergency and community drug treatment providers to develop an information sharing protocol which allows the onward referral of individuals who attend Accident and Emergency with a non fatal overdose. This encourages multi agency working and will enable those who are currently not in treatment to access the Take Home Naloxone scheme.

36. One area of Wales has amended their Patient Group Directive (PGD) to allow them to distribute two Take Home Naloxone kits to one individual. This enables the service user to give a kit to a carer or hostel for safekeeping in case of overdose.

37. Our harm reduction database was launched on 1 March 2012. This database is a robust secure web based tool which provides statistical reports by area on the distribution, use and outcomes of Take Home Naloxone. In addition, demographic and health data are collected which enables onward referral to address clients wider harm reduction needs.

Harm Reduction Groups

38. Welsh Government has been working closely with all areas in Wales to assist in the development of harm reduction groups. These groups sit within the APB structure but whose membership consists of a wider number of organisations, which are able to develop operational plans to reduce drug related deaths and other harm associated with substance misuse. These local forums have also advanced other initiatives such as hepatitis services, the pharmacy interface, Take Home Naloxone and needle exchange services.

Harm Reduction Compendium

39. Welsh Government are currently working with Public Health Wales to develop guidance designed to inform and assist service planners, commissioners, substance

misuse and wider health and social care providers working with those with problematic substance use, including those not currently accessing services.

40. This guidance will include recommendations for action in some key aspects of health care including safer injecting and other routes of ingestion, reducing fatal and near fatal poisoning and targeting vulnerable groups. This guidance document will be published early in 2013 and will form part of the suite of harm reduction and treatment specific guidance for those working in Wales available at: <http://wales.gov.uk/topics/housingandcommunity/safety/substancemisuse/treatmentframework/?lang=en>

New and Emerging Trends in Substance Misuse

41. Over the past year we have seen an increase in reports of the usage of psychoactive substances, known popularly as 'legal highs'. The Advisory Panel on Substance Misuse (APoSM) are leading on a piece of work which will inform a national response in order to provide consistent education, prevention and harm reduction messages. This will include information being made available to the public ensuring there is a wide understanding of the risks and harms, inclusion of a topic on new psychoactive substances in the All Wales Schools Liaison Core Programme, training for professionals to enable the workforce to develop relevant skills and a forthcoming national campaign via DAN 24/7 our national drug and alcohol helpline.

Reducing Transmission of Hepatitis Infection in Wales

42. In April 2010 the Welsh Government and Public Health Wales published the Blood Borne Viral Hepatitis Action Plan for Wales, which sets out a number of actions to be implemented between 2010 and 2015. The plan aims to reduce the transmission of hepatitis infection in Wales, increase the diagnosis of current infection and improve treatment and support for infected individuals.

43. This year has seen a number of actions being achieved including:

- The Harm Reduction Database has now been established in all statutory and voluntary needle and syringe programs services across Wales and is collecting key data on needle and syringe use and other harm reduction interventions.
- The delivery of Level 1 Blood Borne Virus (BBV) training to identified staff.
- Adapting the Level 1 training package for use within prison staff.
- A specialist nurse for prisons is supporting all relevant prison staff in training, education and delivery of clinical blood borne virus care within the custodial environment. A number of initiatives have been launched in 2012 to improve "liver health" for prison staff and prisoners.
- Public Health Wales, in conjunction with University of Glamorgan, have undertaken qualitative work to identify effective health messages and delivery platforms for hepatitis B, hepatitis C and HIV aimed at a range of at-risk populations within Wales.

The Role of General Practitioners

44. Providing the appropriate training is clearly an essential element to encouraging and increasing GPs, pharmacists, practice/prison nurses, midwives and health visitor's participation in the delivery of community based services. Welsh Government is continuing to fund the Royal College of General Practitioners (RCGP) Certificate in the Management of Substance Misuse. Provision of this training has seen the establishment of more shared care schemes across Wales which has allowed capacity to be freed up in tier 3 services. In the past year, 62 participants have completed Part 1 (as at September 2012), and 19 participants are currently undertaking Part 2 (due to finish end October 2012). In addition, 141 participants have completed the Certificate in the Management of Alcohol Problems in Primary Care in the past year, 103 of which were funded via Public Health Wales.

Supporting and Maintaining Recovery

45. The Advisory Panel on Substance Misuse (APoSM) has set up a sub group to explore recovery as a concept within Wales. The group have recently agreed a definition, which is inclusive and encompasses harm reduction through to abstinence most importantly recognises recovery as a process over time. The sub group are also developing a framework of recovery oriented systems of care along with audit tools for commissioners. The framework will be subject to an All Wales consultation exercise with commissioners, practitioners and service users before being launched in April 2013. Recovery focused training has also been piloted and will be rolled out nationally following publication of the framework.

The Peer Mentoring Scheme: European Social Funded (ESF) Initiative

46. The ESF Peer Mentoring Scheme commenced in Wales in October 2009. The ultimate aim of the scheme is to help individuals achieve economic independence with support from Peer Mentors (including those who have real life experiences of alcohol and drug problems). . By the end of September 2012) the project had worked with over 6200 participants throughout Wales, of which 642 entered paid employment. In addition to identifying and securing employment opportunities, Peer Mentors have helped participants' access training and volunteering opportunities. There are many real life stories showing how the scheme has helped turn around people's lives.

47. Year 3 has seen some significant developments which have been instrumental in driving the project forward to its final year. For instance the expansion of the scheme in May 2012 to raise awareness of substance misuse in the work place (paragraph 25 refers). A joint working protocol between the Welsh Government and the Department of Work and Pensions (DWP) has been launched and it is hoped that a focus on those seeking work with substance misuse issues will also see an increase in referrals.

48. The University of Glamorgan have begun their evaluation into the project. Their interim report, due in February 2013 will contribute to the development of

business case which should help support the development of a Peer Mentoring service when the current project ends in September 2012.

Meeting the Treatment Needs of Identified Groups

Pregnant Women and their Babies

49. Welsh Government recognises the impact of using illegal drugs during pregnancy. Our Strategic Vision for Maternity Services in Wales was published in September 2011 and included a theme to promote healthy lifestyles for pregnant women in order to have a positive impact on them and their families' health. One of the NHS performance measures look at the rates of women who give up during pregnancy. All women are now asked about their use/misuse of illegal and prescribed drugs at the beginning of pregnancy and this is documented in the All Wales Hand Held Maternity Record. Support and advice in reducing and giving up dependency is then offered to pregnant women and their partners.

50. There are a range of services across Wales available to pregnant mothers with substance misuse issues including a specialist midwifery liaison service in North Wales and specialist midwifery posts within Carmarthenshire, Ceredigion and across Gwent.

Expanding Services for Children and Young People

51. Welsh Government continues to support the expansion of services for children and young people by providing £2.75 million per annum of ring fenced funding. To enable this resource to be used effectively we launched 'The Compendium of Good Practice Guidance on Integrated Care for Children and Young People aged up to 18 years of age who Misuse Substances' in February 2012. The Compendium provides examples of good practice to assist the development of evidence based integrated substance misuse services for children and young people. The document identified and evaluated models of good practice covering all tiers of service which are currently being delivered within substance misuse services throughout Wales and the UK.

Promote Brief Interventions for Alcohol Misuse in both Primary and Secondary Health Care Settings

52. There is a strong evidence base for Brief Interventions and evaluations have consistently shown them to be one of the most effective approaches to reducing problem drinking. A Brief intervention works by getting people to think differently about their alcohol use so they begin to think about making changes in their alcohol consumption, and by providing those who choose to drink with skills which allow them to consume alcoholic beverages in a safer way. The Welsh Government will continue to promote opportunities for alcohol brief intervention in primary and secondary care.

53. Cardiff University and Public Health Wales have developed and are rolling out 3 training courses on Alcohol Brief Interventions. Public Health Wales are delivering the programme to nurses in Accident and Emergency departments, training them to

give advice to binge-drinkers on sensible alcohol consumption. Public Health Wales have also worked with the Royal College of General Practitioners to deliver a Brief Interventions course in primary care. In addition they are running courses for any health, social care or criminal justice staff member who has up to 5 minutes to spend with a client to discuss alcohol.

Brief Interventions in Other Settings

54 We are also developing wider links with our Welsh Government funded Police Community Support Officers (PCSOs). One such example of this is an innovative pilot project in Newport where the alcohol arrest referral worker is patrolling in partnership with a PCSO within the neighbourhood policing team on a fortnightly basis, to engage with substance misusers in the city centre. The project has been operating for 10 weeks and has already had a positive impact on relationships within the wider community. To date it has engaged with 49 people, providing all of them with an alcohol brief intervention and referring and retaining 37 of them in treatment.

Tier 4 Services (Residential Rehabilitation and Inpatient Detoxification Services)

55. The majority of substance misusers will be treated in the community with the support of substance misuse statutory and voluntary sector services. However a small minority will require more specialist inpatient care. To support these clients the Welsh Government continues to ring fence £1.0m per annum of the Substance Misuse Action Fund allocated to Community Safety Partnerships (CSPs) for the provision and improvement of Tier 4 services. In 2011-12 a total of 135 people were admitted to Tier 4 services. We are currently evaluating current referral protocols and assessment procedures to ascertain any differences in procedures across Wales and to identify best practice to ensure this resource is maximised. The evaluation will be available in the new year.

Improving the Effectiveness and Value for Money of Treatment Services

Randomised Injectable Opioid Treatment Trial (RIOTT)

56. In 2010, APoSM reported that it would not be effective or cost effective to establish specialist clinics to administer prescribed, injectable diamorphine (heroin) as described within RIOTT. The Department of Health has now commissioned a second phase of the trial to explore how to deliver a low volume service which is accessible to a population which is relatively thinly spread, given that patients need to travel to the clinic twice daily. It will also examine how referral pathways should operate and look at the case management which is necessary to ensure people progress as appropriate to less intensive treatment. APoSM will continue to monitor this phase of the trial.

Optimised Opioid Replacement Treatment (ORT)

57. The APoSM ORT sub group was established to consider how to optimise conventional methadone treatment using evidence emerging from the RIOTT study.

The group organised a Treatment Effectiveness Symposium on 28th November 2011 to showcase evidenced based practice for optimised oral methadone and prompt informed discussion and debate amongst senior clinicians in Wales.

58. Following on from the symposium an ORT questionnaire was sent to all prescribers in Wales. The questionnaire sought to establish clinicians' views on what they saw as the key components of optimal ORT provision, a brief assessment of whether they felt their service was providing these components and what they saw as the barriers to implementation. The symposium and the responses received from the ORT questionnaires have provided a useful synopsis of the issues which require further investigation and the group are now considering recommending commissioning an external audit to interview prescribers about these issues and optimised conventional methadone treatment.

Treatment Effectiveness Programme (TEP)

59. The North Wales partners have used their ring fenced counselling allocation to support the Treatment Effectiveness Programme (TEP) over the last two years. The programme which uses three measures of engagement; satisfaction, counsellor relationships and active participation in treatment received a positive evaluation in 2011. At the follow-up assessment, clients were reporting both higher levels of personal and social recovery capital and more positive engagement in treatment than at baseline assessment. All staff working in Tiers 2-4 has been trained and now make the programme an integral part of the treatment of service users. TEP has now been rolled out across North Wales and is being used to help inform development of the recovery orientated systems of care framework being developed by the APoSM sub group.

Improving the Treatment Options for Individuals in the Criminal Justice System and Expanding the Support Available to Offenders on Release

Drug Interventions Programme (DIP)

60. The future of the Drug Interventions Programme in Wales will be largely dependent upon decisions on funding priorities taken by the new Police and Crime Commissioners (PCCs) as funding from the Home Office will cease in March 2013. The PCCs who take up post in November 2012 will have access to a ring fenced Community Safety Fund to commission services to support crime, drugs and community safety priorities. To encourage continued investment, the Welsh Government is preparing a business case in conjunction with the All Wales Probation Trust for incoming PCCs highlighting the benefits that DIP has delivered to date and the significant risks of not continuing to invest in the programme. The business case also proposes an exploration of a future joint commissioning delivery model with key partners to widen the scope of the programme to include alcohol and new and emerging drugs. It also proposes lowering the entry age of the programme to sixteen year olds. The business case has support in principle from both the Youth Justice Board and the Police Authorities of Wales.

61. Despite this uncertainty and with a backdrop of an 8% budget cut, the DIP scheme in Wales has continued to perform to high standards. 3,198 clients were

taken onto the caseload in 2011/12 and of the 2,902 clients who exited treatment during this period, 46% (1330) of them did so with a positive treatment outcome. Case work volumes remain consistently high within the criminal justice intervention teams across each area, as are those accessing the Rapid Access Prescribing Service (RAP's). Further information is contained within the DIP Annual Reports, published at; www.wales.gov.uk/substancemisuse.

CHAPTER 3 – SUPPORTING AND PROTECTING FAMILIES

62. This third action area of the Strategy aims to reduce the risk of harm to children and adults as a consequence of the substance misusing behaviour of a family member. This work is closely linked to the Welsh Government's Violence against Women: Domestic Abuse and Child Poverty Strategies.

Protecting Vulnerable Children

Safeguarding Agenda

63. We know that children and young people maybe put at greater risk through their own substance misuse or parental substance misuse and those working in the substance misuse agenda must consider safeguarding issues as part of their core role.

64. During the last year Welsh Government has consulted on proposals to strengthen leadership and multi-agency collaborative arrangements to safeguard children and adults at risk. This included proposals to introduce a more coherent approach to protecting adults at risk, who have care and support needs, and will be taken forward through the *Social Services (Wales) Bill* legislation.

65. Earlier this month we set out proposals to use the new legislative framework to provide for the establishment of a new National Independent Safeguarding Board, new Safeguarding Children Boards and Safeguarding Adult Boards to reflect the Public Service Delivery footprint. Coherent multi-agency arrangements involving social services, the police and the health service would also be introduced to help protect adults at risk. The proposals would be brought forward as part of the provisions in the *Social Services and Well-being Bill (Wales)* to be introduced in the National Assembly in January 2013.

66. From next January we will introduce a Child Practice Review Framework to replace Serious Case Reviews. This framework will improve the culture of learning from child protection cases and support inter-agency practice to help protect children. The Welsh Government will review the effectiveness of this new framework within two years of introduction.

Supported Family Interventions

67. The Integrated Family Support Service (IFSS) is helping some of the most vulnerable children and families in Wales. It is focussing on families where parents have substance misuse problems which impact on the welfare of their children; and it is a joint Local Authority /Local Health Board service.

68. The IFSS Team (IFST) is a core team of highly skilled staff from various health and social care disciplines. The IFST works intensively with families over an initial period of 4-6 weeks to develop a 'family plan', and then act as a facilitator between the family and the range of existing support agencies to help ensure the plan is achieved. The IFST is a resource to mainstream services which retain the overall responsibility for these families.

69. IFSS is being implemented across Wales using a phased approach. Two additional IFSS areas were implemented in 2011-12; a regional consortium of Hywel Dda Health Board; Powys Teaching Health Board; and their respective local authorities, and a consortium of Cardiff and Vale University Health Board; and their associate local authorities. These consortia became operational in February and March 2012 respectively.

70. In March 2012 we announced the final roll out plan for pan-Wales coverage. Phase 3 will see the Western Bay consortium comprising Abertawe Bro Morgannwg University LHB and the respective local authorities: coming on stream in 2012/13. Phase 4 of the plan supports two further IFSTs coming on stream in North Wales and Gwent in 2013/14. By 2014/15 the intention is to mainstream IFSS by transferring the funding to the Local Government Revenue Support Grant Arrangements. Further information can be found at:

<http://wales.gov.uk/topics/childrenyoungpeople/parenting/help/ifst/?lang=en>

Supporting Parents

71. The Strengthening Families Programme 10-14 (SFP) is a substance misuse prevention intervention for children aged 10 to 14 and their parents/carers. The programme aims to reduce alcohol, tobacco and drug misuse through strengthening known protective factors within the family environment, such as communication, resilience skills and parenting. The Welsh Government has funded SFP in 7 areas; Caerphilly, Swansea, Carmarthenshire, Merthyr, Wrexham, Flintshire and Rhondda Cynon Taff. In some of these areas, the SFP 10-14 programmes, are participating in a Randomised Control Trial (RCT). The RCT will examine its long-term public health benefits in relation to preventing alcohol, tobacco and drug use, and anti-social behaviour in young people. The RCT is being funded (£2.15million) by the National Prevention Research initiative (NPRI).

72. The practical work relating to the trial finished at the end of July 2012. To enable follow-up of participants the evaluation report is not expected until the summer 2014. The report will provide an in-depth assessment of the effectiveness of the Strengthening Families Programme both from the perspective of practitioners and participants. There will also be an assessment of the value for money provided by the Programme.

Improving Outcomes for Offender's Families Framework Guidance

73. The purpose of the Offender's Families framework is to support the development of local arrangements to improve outcomes for the families of offender's. This guidance underpins the National Offender Management Scheme (NOMS) Commissioning Intentions Document and is being launched shortly by the NOMS in association with Barnardo's Cymru. The framework provides information on:

- The needs of women offenders and their families – the role of services and agencies.
- The needs of children; young people; and, families during key stages of the criminal justice system – the role of services and agencies.

- Supporting the children and families of offenders – the role of offender management services.

Family Support for Children and Families affected by Imprisonment: a Handbook for Families First Services in Wales

74. The children of prisoners and their families are a highly vulnerable group. Families' First services, with their combination of universal and targeted services, their base in the community and their potential for early intervention, are a key resource for meeting the needs of this group. Barnardos Cymru have developed a handbook designed to be an accessible aid to practice for busy staff and their managers as they strive to develop their reach to these children and families. The aim of the handbook is to support services to target resources effectively towards the most vulnerable.

Supporting Joint Working between Domestic Abuse and Substance Misuse Services

75. The Welsh Government and NOMS jointly commissioned a revised Transitional Support Service (TSS) which commenced in February 2012. TSS helps to help support community resettlement for short term prisoners serving less than 12 month sentences which have a substance misuse problem and associated violent offending. TSS provides a mentoring support to resettle ex-offenders when at their most vulnerable back to communities in Wales. Whilst previously it provided resettlement support for those with Substance Misuse problems it now also supports individuals who have real problems with domestic or related violent episodes. Prisoners can self refer to this voluntary scheme and they are encouraged to do so as part of their overall rehabilitation work started in prison.

76. Drug Testing on Arrest is now well established across Cardiff, Newport, Swansea, Wrexham, Llanelli and Ystrad Mynach Custody suites. The vast majority of testing (for Class A drugs) is conducted against the backdrop of a range of trigger offences although the duty Inspector has significant latitude to order a test based on his/her authority. Any arrest effected in the context of alleged violence against women and/or of a domestic nature would normally attract a test. Were the test to be positive, the alleged perpetrator would be required to seek help with their misuse of drugs. Failure to respond to this requirement would constitute an offence.

CHAPTER 4 – TACKLING AVAILABILITY AND PROTECTING INDIVIDUALS AND COMMUNITIES VIA ENFORCEMENT ACTIVITY

77. This fourth action area of the Strategy aims to reduce the harm caused to individuals and communities by substance misuse related crime and disorder by demonstrating how we intend to tackle the availability of illegal drugs and the inappropriate availability of alcohol and other substances, including the sale of alcohol or solvents to young people.

Availability of Alcohol

78. Welsh Government remains committed to using the tools and powers it has available to tackle our 'binge drinking culture', address alcohol fuelled violence and disorder and reduce the number of people drinking to damaging levels. For those areas not devolved, the Welsh Government will continue to press for more robust action in relation to the sale, price and marketing of alcohol.

79. Earlier this year, the Minister for Local Government and Communities again wrote to the Home Secretary seeking devolution of alcohol licensing in Wales. Whilst this request was declined, the UK Government are considering making public health a fifth condition of the Licensing Act 2003 in relation to cumulative impact policies. A regional technical consultation group is in the process of being established to ensure Welsh views are fed in.

80. This proposal is one of a number included in the UK Government's Alcohol Strategy which was launched in March 2012 with the headline commitment to introduce a new minimum unit price for alcohol of 40p per unit. Whilst the introduction of a minimum price is a step in the right direction, the impact of the UK Government's proposal to set it at 40p per unit will be very marginal, and the Welsh Government believes it needs to be set at a level which will impact on excessive alcohol consumption. Evidence from the University of Sheffield suggests it needs to be set at 50p per unit to yield greater crime reduction and health benefits.

81. Welsh Government welcomed the Portman Group review of its code of practice on naming, packaging and promotion of alcoholic drinks which closed in January 2012. The review advocated amending the code to limit the appeal of alcohol to young people and to include binding rules on what constitutes responsible sponsorship. This was reflected in the three key areas highlighted in the consultation response by the Group published in May 2012 along with communication of alcoholic strength. The new code is expected to be published later in the autumn before coming into force in spring 2013.

82. The UK Government's Public Health Responsibility Deal, which has seen 34 leading companies (including major supermarkets) sign up to a collective alcohol pledge is also welcomed. The pledge will see 1 billion units of alcohol removed from the market by December 2015. This will be achieved through improving customer choice through introducing new lower strength products and lowering the strength of existing brands.

83. The night time economy (NTE) in Wales brings millions of pound into the Welsh economy and for many is an exciting vibrant place to be. But for some, the behaviour by a few individuals, fuelled by alcohol and drugs makes it a terrifying to be avoided at all costs environment. The Welsh Government is determined to make the night time economy a safe place for all to enjoy and is working closely with ACPO Cymru to review the night time economy framework. The plan is to update it with evidence based best practice and to widen its scope to include all illegal substances. The revised framework will be out for consultation later this year.

Tackling the Availability of Illegal Drugs

84. We are continuing to support the Police led Regional Task Force (RTF) Operation Tarian and encourage all partners to develop stronger links between drug enforcement activity at a local and regional level, both in terms of intelligence gathering and assistance with local initiatives. Information sharing has improved considerably over the last year and Tarian officers now attend the APoSM new and emerging drugs sub group and share and exchange information with DIP Boards and the National Drug Related Death Monitoring Board.

85. Operation Tarian's key successes in the past 12 months include:

- Court sentences totalling 70 years were received by Heads of the Organised Crime Group (OCG) involved in **Operation Texas**. In addition, the Texas enquiry provided vital evidence to a SOCA investigation resulting in the conviction of a doctor involved in wholesale trade of cutting agents to be used in the supply of drugs. He was sentenced to 12 years imprisonment and this was the first conviction of its kind in the UK.
- **Operation Madison** investigated the conspiracy to supply heroin. Three main suspects were charged with conspiracy to supply 4Kgs of heroin and intent to supply steroids. Earlier this year the three pleaded guilty and were sentenced to 12 years imprisonment in total.
- **Operation Bextor** was an organized crime group that impacted significantly on Gwent Police area and concerned the supply of kilos of heroin from Merseyside and Bristol.
- **Operation Denver** is described as the most complex drugs and firearms operations undertaken. It involved a significant network of drug dealers who supplied drugs to each other in a wholesale arrangement and the recovery of weapons including an OUZI sub machine gun which had previously been involved in shootings in the West Midlands and North West regions. The perpetrators received sentences totalling 53 years.

CHAPTER 5 – SUPPORTING PARTNER AGENCIES TO DELIVERY OF THE STRATEGY

86. This action area sets out the proposed arrangements for supporting and monitoring the delivery of the strategy at a national, regional and local level.

Advisory Panel on Substance Misuse (APoSM)

87. The APoSM is an Office of the Commissioner for Public Appointments (OCPA) regulated Advisory Government Sponsored Body (AGSB). It has an important role to play in providing independent advice to the Welsh Government to assist with the development of the Welsh Substance Misuse Strategy, advising on the impact of policy developments and operational arrangements. Its work is taken through specialist sub groups, which comprise of APoSM members, officials and co-opted members with specialist interest. Updates on their work are referenced throughout this report.

Substance Misuse Review Programme

88. A Substance Misuse Review Programme was established in October 2011. The programme involved:

- A process evaluation of the existing strategy (further detail at paragraph 89).
- A funding formula review (paragraph 91 refers).
- A review of Substance Misuse Area Planning Boards (APB). (Paragraph 90 refers.)
- A review of Key Performance Indicators (KPI). (See paragraph 95.)

Strengthening Arrangements for Delivery at a Regional Level

Process Evaluation of the Current Strategy

89. This evaluation is aimed at making an assessment of the effectiveness of the implementation of the current Substance Misuse Strategy for Wales. The final report will be published shortly and its findings will help inform the new 3 year strategy implementation plan which is currently under development.

Substance Misuse Area Planning Boards (APBs)

90. In May 2010 the Welsh Government issued guidance intended to help partner agencies to establish Area Planning Boards (APBs) to support the planning, commissioning and performance management of substance misuse services at a regional (local health board) level. Following a review in September 2011 the key roles of the APB were strengthened and now include the development of an outcome based commissioning strategy and the management of the remaining elements of the Substance Misuse Action Fund (SMAF) which historically was with Community Safety Partnerships (CSPs). This review culminated in revised guidance being published in August 2012.

Funding Formula Review

91. We have recently reviewed the funding formula used to allocate the Substance Misuse Action Fund (SMAF) to Community Safety Partnerships. The review was undertaken by a Task and Finish Group consisting of both internal and external stakeholders. In contrast to previous reviews we agreed that the new formula (which will be implemented from April 2013) would be applied to the totality of the SMAF and not just to increases as had happened since the fund's inception. As with any changes to a funding formula there will always be winners and losers and to implement the new formula without any form of damping would result in significant reductions for some areas. We have therefore increased the SMAF by £400k for next year onwards to ensure no area will see more than a 5% reduction from the total of this year's component CSP allocations.

Core Standards

92. In May 2010 the Welsh Government published National Core Standards for the planning and delivery of Substance Misuse Services in Wales. The standards are applicable to all Responsible Authorities and all providers of substance misuse treatment services in Wales. The Welsh Government Substance Misuse Advisory Regional Teams (SMARTs) continue to work with local stakeholders to implement these standards as part of their ongoing monitoring arrangements. As part of this each area had to produce a self assessment in February 2012 to consider how far these standards have been implemented. This baseline will now give the basis for ongoing review.

Developing the Substance Misuse Workforce

93. This year has seen the introduction of the Substance Misuse Bursary Scheme which the Welsh Government is funding. This scheme allocates funding to support the workforce of Wales who currently work within the field of substance misuse and alcohol. The Bursary Scheme supports both training courses; and, higher and further education opportunities associated with enhancing substance misuse skills. The scheme is currently open to its first round of applications and further progress will be reported next year.

Measuring Progress

94. Progress continues to be made against the Key Performance Indicators and baselines established in 2006. 70% of clients are being assessed within 10 working days of referral, which is an improvement on the 67% reported last year. Also 91% of clients are beginning their treatment within 10 days of their assessment, which is a slight improvement on the 90% reported last year.

95. In September 2011 we announced a formal review of the key performance indicators would take place. It was timely to review the indicators to ensure they remained fit for purpose and to incorporate some outcome focused indicators. Following a consultation, the new suite of indicators became operational in July 2012.

96. Further substance misuse statistical information can be found in 'Substance Misuse in Wales 2011-12', the Welsh Government's annual report on the Welsh National Database for substance misuse and additional substance misuse routinely collected information. This report can be accessed at: www.wales.gov.uk/substancemisuse

Health Inspectorate Wales (HIW) Review

97. This year the HIW review undertaken to consider whether treatment services are meeting the needs of service users and their families was published. Overall the review concluded there was an improving picture but more work needed to be done to ensure service delivery was consistent. An action plan in response to the recommendations which were made within the report is currently being drafted and will shortly be published. The actions will also be included in the next 3 year implementation plan which be published shortly.

Funding the Strategy

98. The Substance Misuse Action Fund (SMAF) budget for 2012-13 stands at £33.165 million. £22.263m of the budget is currently allocated to the Community Safety Partnerships but from April 2013 it will be allocated at Area Planning Board level. This includes £2.75 million in revenue funding ring-fenced for Children and Young People's services to fund the continued development of substance misuse services for under 18s and the budget also has ring fences in place to secure counselling and Tier 4 service delivery. A breakdown of the full Substance Misuse Action Fund is below:-

Budget	2012-13
SMAF Revenue CSP Allocations	£ 22,263,000
All Wales Schools Programme	£ 2,500,000
Transitional Support Scheme	£ 300,000
SMAF Capital Funding	£ 5,690,000
*Policy Development	£ 1,770,000
Operation Tarian	£ 642,000
Total	£ 33,165,000

* includes funding for Naloxone, DAN 24/7 Helpline, the Welsh National Database for Substance Misuse and research work.

99. In addition, a further £17.1m is ring fenced within the Health Board budget for substance misuse services, bringing the total Welsh Government investment in 2012-13 to over £50m.

Capital Funding

100. Capital resources continue to be allocated on a regional basis to APBs, to encourage CSPs to work together across their boundaries to plan and commission services. A total of 52 projects have been approved for funding from the Capital fund since the last annual report. The Third Sector continues to benefit substantially from this funding stream and received approval for a total of £4.91 million for 38 capital projects during this period. Successful utilisation of the capital fund in the last year has included the provision of new multi agency premises in Bridgend and Cardigan, supported accommodation in Newport and a young persons' substance misuse centre in Swansea. The centre allows a number of agencies to work together whilst providing an increased treatment capacity.

CONCLUSION

101. This report continues to evidence the progress which is being made to deliver on the four key priority areas as laid out in 'Working Together to Reduce Harm' document. The Welsh Government are currently finalising the details of the next 3 year implementation plan, which has been informed by the emerging findings of the strategy evaluation and the latest HIW review. This plan will support the next stage of the strategy implementation and will give more detail on the priorities for the forthcoming year, but will include:

- Continuing to support and encourage partner agencies to collaborate on a regional basis to plan, performance manage and where appropriate to deliver services more effectively and efficiently.
- Development of a framework to ensure principles of recovery are built into service delivery.
- The publication of a harm reduction compendium which is designed to assist stakeholders working with problematic substance use.
- Publication of a new night time economy framework which includes the new and emerging drugs.
- Development of a care pathway for Veterans to access appropriate substance misuse services.
- Sharing of good practice in relation to service user engagement in the design of services.
- Considering the needs of the older people in relation to alcohol consumption.
- Development of a business case which should help support the continuation of a Peer Mentoring Service when the current project ends in September 2012.
- Working with APBs and Local Mental Health Partnership Boards to have in place clear protocols and integrated care pathways between mental health and substance misuse services.

- A national response to new and emerging trends in substance misuse in relation to education, prevention and harm reduction messages.
- Working with Police and Crime Commissioners (PCCs) to secure the future of the Drug Interventions Programme (DIP).