

## Young people drugs & alcohol What should I do?

Responding to young people's substance related needs



## Foreword

I would urge all Norfolk organisations that work with children and young people to distribute this document amongst their non-specialist frontline staff.

This guidance will not make you an “instant expert” but it will give you confidence to talk to a young person who may be using drugs and alcohol.

It will help you respond in a supportive way and offer advice on where to refer for further information.

I would like to thank the multi-agency working group who have produced this valuable document within the partnership of the Norfolk Drug and Alcohol Action Team.



A handwritten signature in blue ink, appearing to read 'Tim Byles'.

Tim Byles

*Chief Executive  
of Norfolk County  
Council*

# Contents ---

1. Aim of the Strategy	Pg 2
2. Objectives of the Strategy	Pg 3
3. Who is the Strategy for?	Pg 4
4. Your role in the process	Pg 5
5. Implementing the Strategy	Pg 6
Appendix 1: Background and national context	Pg 7
Appendix 2: The Tiered Approach	Pg 9
Appendix 3: Norfolk's response to the National Strategy	Pg 10
Appendix 4: Screening	Pg 13
Glossary	Pg 14
Contacts	Pg 15
References	Pg 16

# 1. Aim of the Tier 1 Strategy

To ensure that adults who come into contact with children and young people who may be using drugs and/or alcohol are able to identify those who may require information or referral to other professionals for more expert advice, counselling or treatment.

A **drug** is a chemical substance, which alters the way a body functions, thereby affecting the person taking it physically, perceptually, behaviourally or emotionally.

**Drug use** refers to the taking of a drug, either by swallowing, smoking, injecting, inhaling or any other way of getting the drug into the blood stream.

Terms used concerning drug use have different connotations. **Abuse and misuse** imply that the drug or alcohol use is harmful, inappropriate, used in a wrong way or is illegal. Drug use involves various risks, but most young people who experiment with drugs do not become dependent on them.

## 2. Objectives of the Strategy ---

To make individuals aware of the Norfolk drug strategies and Drug and Alcohol Services available to children and young people (up to the age of 19 years).

To provide individuals with the basic training and information to enable them to:

- identify children and young people who may be using drugs and/or alcohol
- screen those young people to assess the extent of their use of substances
- provide information on the use of substances and their effects
- refer on appropriately where there are concerns about the level, frequency and/or impact of use of substances.

This Strategy forms part of the Young People's Substance Misuse Plan. (The targets highlighted in the plan can be seen in Appendix 1).

### 3. Who is the Strategy for?\_\_\_\_\_

This document is aimed at non-specialist front line delivery staff. You may not necessarily have been trained in the delivery of drug and alcohol education and prevention, however the skills you use in your everyday work will provide a sound basis for your work with children and young people who may be using drugs.

You will, however, inevitably come into contact with young people and families in different settings by virtue of the fact that you work for:

**Education**

**Social Services**

**Police**

**Health**

**Connexions**

**A Voluntary Organisation/Young People's Services**

By the nature of the contact your agency has with young people and their parents and carers, you will be well placed to identify young people who may be misusing substances and offer information, advice and support.

This document is not trying to make you an 'instant expert'. It aims to set out the role you are expected to play in recognising when a young person may be involved in substance misuse, and where to refer to for advice, if required.

Substance misuse services in Norfolk are provided through the tiered approach described in this document (Appendix 2).

You are regarded as working at a Tier 1 level.

## 4. Your role in the process

### **Step One: Identifying young people who may be using drugs and/or alcohol**

When working directly with young people you need to be able to identify those who may be using drugs and/or alcohol. This may become clear in normal conversation either directly with the young person or with others, by observing their behaviour or other obvious signs.

### **Step Two: Screening those young people to assess the extent of their use of substances (Appendix 4)**

The next step is to identify whether the young person has any substance related needs. This identification (or screening as it is sometimes known) may sound daunting, but the key to this process is that it should be kept as simple as possible. Open-ended questions need to be asked in order to judge:

- if the young person takes drugs and/or alcohol, their knowledge of these in respect of the possible impact on their health, the law etc
- if the young person misuses any of these
- if the young person is in immediate danger
- if the substance is part of complex "troubling behaviour"
- if the behaviour is unusual for their age group in relation to substance use .

The aim is not to police a young person's drug use but to identify and support the young person's substance related needs, and if necessary make a referral for further assessment/advice.

### **Step Three: Providing information on the use of substances and their effects**

Initiatives are in place to provide a wide range of information to be used by staff and young people including:

- having age appropriate information available for all young people in Norfolk
- having information available to all parents and carers in Norfolk
- developing a Norfolk DAT website that young people, parents, carers and professionals can access for drug related information and services ([www.nordat.org.uk](http://www.nordat.org.uk))
- access to DAT training courses (Appendix 3).

### **Step Four: Referring on appropriately where there are concerns about the level, frequency or impact of use of substances**

The Norfolk DAT has commissioned a specialist Tier 2 service (Appendix 2), which will receive referrals from Tier 1 workers and will provide direct work with young people and their families offering further assessment, advice and practical support. The service will also offer a consultancy service to Tier 1 staff.

## 5. Implementing the Strategy

To achieve implementation of the strategy and good co-ordination between Tier 1 and Tier 2 services the following actions are planned or are in place:

- DAT Foundation training courses available to Tier 1 staff (Appendix 3)
- the identification and provision of appropriate information for young people, parents and carers and professionals
- information sharing protocols
- Primary Education Drugs Development Worker (5–12 year olds)
- School Drugs Adviser
- in-service training offered by School Drugs Adviser to schools and teachers has included: basic drug awareness, producing school drug education programmes, and developing school drug policies
- a website for teachers to share good practice, offering up to date information on current issues ([www.norfolkesinet.org.uk](http://www.norfolkesinet.org.uk))
- a network of senior pastoral staff has been established to support the implementation of the Tier 1 strategy in relation to “First steps in identifying young people’s substance related needs”
- quality standards for outside agencies working in schools to support the delivery of Personal, Social and Health Education in schools.



# Appendix: 1

---

## Background and national context

- i) The current approach to drugs was established in 1995 with the three-year Government strategy "Tackling Drugs Together".

This new approach established Drug Action Teams (DATs), which became the local mechanism for delivering the strategy.

Shire counties established DATs based on their county boundaries, with larger, more populated areas requiring a greater number.

In all, 105 DATs were established in 1995, there are now 149, each having a Chief Officer Group comprising Chief Officers of the key statutory services, and a full-time co-ordinator post.

- ii) In 1998, the Labour Government launched 'Tackling Drugs to Build a Better Britain'. The new ten-year strategy followed directly from its predecessor, and was built around the four main headings of Young People, Communities, Treatment and Availability. Each heading was given a main aim as follows:

- to help young people resist drug misuse in order to achieve their full potential in society
- to protect our communities from drug related anti-social and criminal behaviour
- to enable people with drug problems to overcome them and live healthy and crime free lives
- to stifle the availability of illegal drugs on our streets.

This new strategy retained Drug Action Teams as the delivery structure, and in Norfolk it was decided to incorporate alcohol issues within its brief.

- iii) The ten-year approach was co-ordinated at Government level by the United Kingdom Anti Drugs Co-ordination Unit, headed by Keith Hellawell.

In 2001, the co-ordinating function was assumed by the Drugs Directorate in the Home Office with the creation of the National Treatment Agency, which now monitors the delivery of all drug treatment.

In 1996, the Health Advisory Services (HAS) produced a national guidance document, entitled 'The Substance of Young Needs'. This was subsequently updated in 2001. This publication established clear principles and models of good practice in guiding the development of comprehensive drug education, prevention and treatment services for young people.

This guidance looks broadly at issues in respect of drugs, alcohol and tobacco. In 2002 all DATs were charged with detailing a Young People's Substance Misuse Plan, which needs to be fully implemented by 2004.

# Appendix: 1 (continued)

This plan highlighted the following targets, set by the Government Office Drugs Team to be delivered by local Drug Action Teams.

1. *All schools will provide substance misuse education in line with DfES guidance.*
2. *Information and awareness campaigns will measurably increase the percentage of young people aware of the risks of substance misuse and how to get information. This target also includes the provision of information to parents and carers.*
3. *All young people identified locally as being at risk of becoming drug users, will receive targeted prevention programmes.*
4. *The LEA, PCTs, YOTs, SSD and Connexions Partnership will work together to*  
*provide integrated programmes of treatment, care and support to all young people identified as having a substance misuse problem.*
5. *The LEA, PCTs, YOTs, SSD and Connexions Partnership will jointly commission and co-ordinate the provision of substance misuse prevention and treatment services for vulnerable young people*

In 1996 the four-tier strategic framework proposed by the HAS defines the nature, intensity and purpose of interventions and other activities. It is helpful to think of the tiers in terms of tasks and objectives, rather than by job titles or disciplines as practitioners may function at more than one tier depending on the nature of the work they are doing. Young people with substance misuse problems are already present within children's service systems. Their substance misuse may not be recognised and they may not ask for help or they may be known by other difficulties e.g. young people with:

- mental health issues
- learning difficulties
- behavioural problems
- truanting or excluded from school.

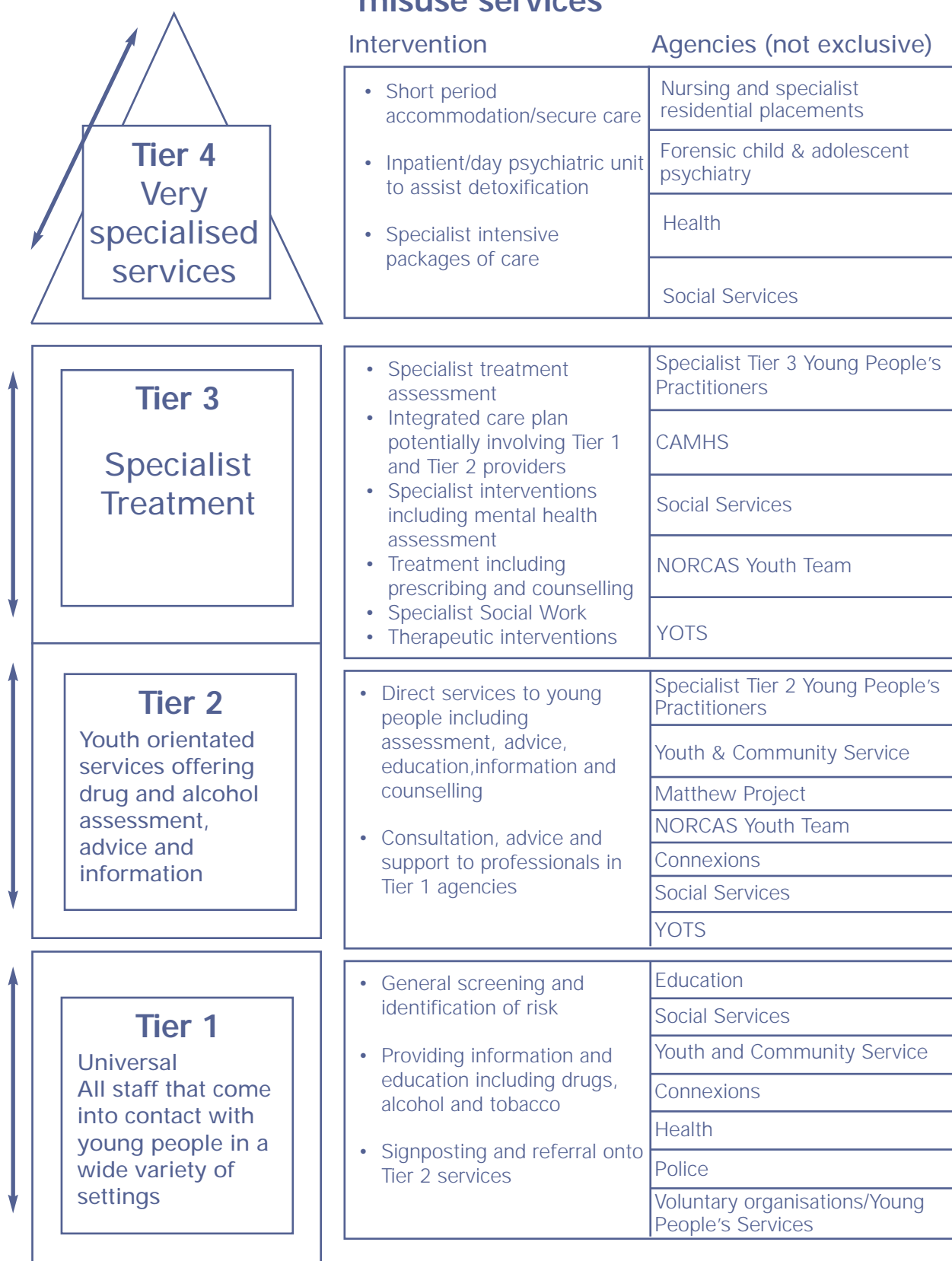
It is possible to identify specific populations of young people who are known to be especially at risk:

- homeless
- involved in prostitution
- young offenders
- looked after or leaving care.

Within the four-tier structure, all young people are within tier 1, and should be receiving interventions appropriate to this tier. Some may also require the increasingly specialised interventions described at tiers 2, 3 and 4. The greatest challenge ahead of us is to build the capacity of providers and commissioners to recognise and respond appropriately to young people engaged in or at risk of becoming involved in substance misuse.

## Appendix: 2

### Process Map for the Tiers of the young people's substance misuse services



The aim of this model is to provide an holistic service that best meets the young person's identified needs. Therefore the provision of services by one Tier does not preclude the worker from another Tier maintaining contact with them and continuing to carry out part of the comprehensive care plan.

## Norfolk's response to the National Drugs Strategy

### i) Local planning and partners

Young people's substance misuse services have been established over a number of years in Norfolk. Assessment, treatment, support and guidance for young people with substance misuse difficulties has been provided by a variety of agencies such as Health, Education, Social Services and directly commissioned from voluntary sector providers.

A number of factors have played a major part in the modernisation of young people's substance misuse services in Norfolk these are:

- the Health Advisory Service guidance, "The substance of young needs" originally produced in 1996 and updated in 2001
- specific ring-fenced funding for the modernisation of young people's substance misuse services In 2001
- the establishment of the Norfolk Drug Action Team in 1998
- the establishment of the Norfolk Young People's Substance Misuse Joint Commissioning Group in 2001.

These factors have culminated in the development of young peoples services in

Tiers of provision ranging from the universal Tier 1 service for all young people providing a screening service to the very specialist Tier 4 services, which provide specific packages of care such as inpatient detoxification.

An assessment of the substance misuse treatment needs of young people in Norfolk was undertaken in February 2000. As a result of this work a decision was taken to prioritise the development of Tier 3, a specialised substance misuse service for vulnerable young people with complex needs. In addition, the Drug and Alcohol Action Team approved the development of Tier 2 services.

This included the specific development of a specialist service to provide assessments, advice, information, counselling and support for vulnerable young people, their families/carers and others working with them.

Specific services providing Tier 3 and Tier 2 services have been commissioned and are in place. For both these services multi-agency steering groups have been established to guide and assist the specific service's development.

From April 2003 the strategic direction is concentrating on the development of Tier 1 services with a newly appointed post holder being part of the Norfolk Healthy Schools Service. The focus of this post is to provide age appropriate information to first and middle schools, social services and health to assist

## Appendix: 3 (continued)

---

### ii) Involving partner agencies in schools

LEA

- development of guidance and protocols for partnership working
- ensure that protocols are established to “accredit” partner agencies that deliver good quality services.

### iii) Policy and curriculum planning

LEA

- advice and support from Schools Drugs Adviser for schools to develop their drug policy to ensure that it meets governments targets
- advice and support from Schools Drugs Adviser for teachers to a) improve their own knowledge and understanding of drug issues and b) to develop drug education curriculum/schemes of work/lesson plans to improve quality of drug education lessons (this to be achieved through in service training

and

teacher networks).

### iv) Healthy Schools

- advice and support for schools on developing a whole school approach to Personal Social and Health Education (including Drugs, Alcohol and Tobacco). This includes working with parents and the wider community and ensuring that pupils are given a voice in the planning and evaluation process
- advice and support for primary schools and primary care professionals on effective, age-appropriate drugs information and approaches in primary schools from the Primary Drugs Education Development Worker
- close liaison with the Schools Drugs Adviser to ensure any work with schools is coherent and meets national guidance and targets.

### v) Information to young people, parents and carers.

- to ensure that all parents and carers have access to appropriate information on substance misuse and local services.

## Appendix: 3 (continued)

### vi) Training and support

The Drug and Alcohol Action Team will ensure the development and implementation of multi-agency training on drug issues.

The Drug and Alcohol Action Team has formed a Training and Workforce Development Group to achieve the following:

- to produce a calendar of training events for both specialist and generic non-specialist services
- in addition, the group aims to consider the important elements of the future development of a comprehensive and effective drug training strategy

gy

for the county.

### The Norfolk DAT training calendar offers:

#### Foundation training - One day Drug and Alcohol Awareness.

- fully funded by the Drug and Alcohol Team
- specialist courses aimed at professionals working with adults and young people
- the aim of the day is to help participants to increase their confidence in responding to drug use and misuse with insight and understanding. It includes sessions on substances, types of use, signs and symptoms and local specialist service provision.

#### Screening and Effective Interventions Training

- fully funded by the Drug and Alcohol Action Team
- aimed at professionals working with adults and young people
- entry criteria for this training is that you have completed the foundation course or a similar course, you work in the field, and have responsibility for screening, onward referral and support
- the training includes, experimental, recreational and problematic substance use, common screening tools, increasing motivation and engaging clients with treatment, prioritising in screening and assessment, and where to go for further support and information.

For more information please contact the Training Workforce Development Co-ordinator at the DAT on Tel: 01603 677577.

# Appendix: 4

---

## Screening

**What is screening/identification in relation to drug and alcohol use/misuse?**

- it is a conversation or short process to determine gaps in knowledge
- it should indicate any substance misuse problem needs. Those with medium or high needs would then be referred to an appropriate service.

**Why is screening/identification important?**

- it is crucial to identify those young people who require enhanced substance education or an early intervention to prevent harm.

**Who should identify/screen for substance use?**

- it should be practitioners from tier 1 and 2 services: these workers have regular contact with young people and have the appropriate skills to engage with them
- it is important to identify practitioners within each agency/service who have knowledge and skills in substance awareness.

**What would be expected from practitioners?**

- accurate and age appropriate substance information, advice and education
- support, advice and information for parents and carers
- make a referral to another service (tier 2 workers will also provide additional interventions such as counselling, outreach work or prevention programmes where appropriate).

**What if a young person does not engage with screening or refuses to be referred to another service?**

- continue to use your professional skills to engage with person over time or immediately if risk or harm is apparent
- if the young person seeks advice a practitioner should conduct a screening; if the young person seeks only information and does not wish to talk, the practitioner should respect this and provide information only
- young people should only be referred to another service with their consent, unless there is a child protection issue or there is immediate risk of significant harm, in which case there is an overriding duty of care. (NB Procedures in schools will be covered by school drugs policy).

# Glossary

---

**CAMHS.** - Child and Adolescent Mental Health Service

**Connexions** - New countywide service providing information, advice and guidance to all 13-19 year olds.

**DAT** - Drug Action Team – The DAT brings together all of the key services in the county (both statutory and voluntary) that work in partnership to deliver the national strategy.

**Government Office Drugs Teams** – Set up in 2001 to assist in the delivery of the national drug strategy through support and guidance for Drug Action Teams. The regional office is based in Cambridge.

**HAS** – Health Advisory Service – Set up as an independent charity and established by the Department of Health in 1997 to work in mental health and older people services.

**LEA** – Local Education Authority.

**National Treatment Agency** – A special Health Authority established in 2001, to increase the availability, capacity and effectiveness of treatment for drug misuse in England.

**Norfolk Healthy Schools Service** - This initiative seeks to contribute towards enhancing the health and well-being of pupils, staff and the wider community. It offers support to schools in the delivery of the Personal, Social and Health Education (PSHE) and Citizenship curriculum.

**PCT**– Primary Care Trust – A new locally managed free-standing NHS organisation, responsible for improving health, buying and delivering care for local residents.

**SSD** – Social Services Department.

**Young People's Joint Commissioning Group** – Multi-agency sub-group of the Norfolk Drug and Alcohol Action Team which jointly plans and commissions drug specific services for young people.

**YOTs** - Youth Offending Teams – Established throughout the UK in 2000 and managed through the Youth Justice Board. YOTs are part of the Chief Executives Department of Norfolk County Council and consist of multi-agency staff from Police, Probation, Health, Social Services, Education and other specialist staff. Youth Offending Teams are responsible for managing the criminal justice process for all offenders who are under 18.



# Contacts

---

## **Connexions Norfolk**

2nd Floor, Wensum House, Prince of Wales Road, Norwich NR1 1DW

Tel: 01603 764370 [www.cnxsnfk.co.uk](http://www.cnxsnfk.co.uk)

## **Drug Co-ordination Officer**

Norfolk Constabulary, Falconers Chase, Wymondham, Norwich NR18 0WW

Tel: 01953 424018

## **Impact**

Norfolk Young People's Substance Misuse Treatment Service (Tier 3)

Richmond House, 244 Queens Road, Norwich, NR1 3HG

Tel: 01603 877480

## **LEA School Drugs Advisor**

Norfolk Education Advisory Service, Professional Development Centre

Woodside Road, Norwich NR7 9QL

Tel: 01603 433276

## **Primary Education Drugs Development Worker, Norfolk Healthy Schools**

St Andrews House, St Andrews Business Park, Thorpe St Andrew, Norwich NR7 0HT

Tel: 01603 307444

## **Norfolk Probation Service**

4th Floor, St James Yarn Mill, Whitefriars, Norwich NR3 1SU

Tel: 01603 664019

## **Norfolk Youth Offending Team**

45 Netherwood Green, Norwich NR1 2JF

Tel: 01603 223590

## **T<sup>2</sup> (Tier 2)**

Richmond House, 244 Queens Road, Norwich NR1 3HG

Tel: 01603 877498

## **The Matthew Project**

24 Pottergate, Norwich NR2 1DX

Tel: 01603 764754 (24 hr helpline) [www.matthewproject.co.uk](http://www.matthewproject.co.uk)

## **Young People's Planning Officer**

Norfolk Drug Action Team, Phoenix House, White Lodge Business Park, Hall Road,  
Norwich NR4 6DG

Tel: 01603 677577 [www.nordat.org.uk](http://www.nordat.org.uk)

## References

---

First steps in identifying young people's substance related needs, 2003  
(Drug Scope/Home Office)  
[www.drugs.gov.uk](http://www.drugs.gov.uk)

Quality Standards for Outside Agencies Working in Schools to Support the  
Delivery of Personal, Social and Health Education in Schools (Healthy Norfolk  
Schools)  
[www.norfolkesinet.org.uk](http://www.norfolkesinet.org.uk)

The Substance of Young Needs – Review 2001 (Health Advisory Service)  
[www.drugs.gov.uk](http://www.drugs.gov.uk)

Tackling Drugs To Build a Better Britain: The Government's Ten-Year Strategy for  
Tackling Drug Misuse, 1998  
[www.drugs.gov.uk](http://www.drugs.gov.uk)

Young People's Substance Misuse Plan, 2003  
(Norfolk Drug Action Team)  
[www.nordat.org.uk](http://www.nordat.org.uk)

## Useful documents

---

Drug, Alcohol and Tobacco Education: Curriculum Guidance for Schools at Key  
Stage 1-4 (Qualifications & Curriculum Authority - QCA), 2003  
[www.qca.org.uk](http://www.qca.org.uk)

Drug: Guidance for Schools, 2003  
[www.dfes.gov.uk](http://www.dfes.gov.uk)

Taking the Message Home: Involving Parents in Drug Prevention, 2002  
DPAS paper 5 (Home Office)  
[www.drugs.gov.uk](http://www.drugs.gov.uk)

Updated Drug Strategy, 2002  
(Home Office)  
[www.drugs.gov.uk](http://www.drugs.gov.uk)

## Norfolk DAT publications

---

DAT News (Quarterly Newsletter)

Drug and Alcohol Services in Norfolk, 2003

Norfolk Drug & Alcohol Action Team, 2003

To obtain copies of these publications please contact Lesley Barlow at:  
The Health Information Team, Eastern Support Services Tel: 01603 307416

This logo represents  
all the partner  
agencies of the DAT:

## **Tackling drugs**



*Education, Social Services, Police, Health, Prison Service,  
Probation Service Youth Offending Teams, Connexions,  
Local Authorities and Norfolk Drug & Alcohol Treatment  
Providers.*

**If you would like additional copies of this document  
or would like copies in large print, audio, Braille,  
alternative format or in a different language  
please contact Communications at Eastern Support  
Services on 01603 307416 and we will do our best to help.**



Published by the Norfolk Drug Action Team August 2003

Produced on behalf of Norfolk Drug Action Team by Communications at  
Eastern Support Services. Tel: 01603 307416