

ACTION PLAN ON ALCOHOL AND ILLICT DRUGS AS AT MARCH 2004

PURPOSE

To develop and implement specific projects relating to the use of alcohol and illicit drugs by December 2005 or earlier.

It is intended that this plan should be a working document – it will be added to or updated and amended as projects progress.

AIMS

The overall aim of the action plan, which is consistent with the National Drug Policy's goal, is to *minimise harm caused by alcohol and illicit drug use to individuals, families, and communities*. This plan will focus on identifying actions to address particular problems associated with alcohol and illicit drug use and dependence, under the National Drug Policy's three pronged approach of –

- Demand Reduction (e.g. education to reduce the desire to use drugs, and to encourage moderate consumption of alcohol, or abstinence);
- Supply Control (e.g. law enforcement activity to reduce the availability of illicit drugs, and alcohol to minors and young people);
- Problem Limitation (e.g. treatment to reduce harm occurring from alcohol and drug use).

The specific aims of the plan are:

- To enable New Zealanders to improve their health and social well-being by limiting the harms and hazards of alcohol and reducing illicit drug use;
- To reduce hazardous and excessive consumption of alcohol and other drugs, and the associated injury, violence and other harm, particularly on young people, families and communities;
- To reduce the prevalence of cannabis, methamphetamine, and other illicit drug use;
- To reduce health risks, crime, and social disruption associated with the abuse of alcohol and other drugs.

These aims are to be met by:

Prevention (Demand Reduction)

- Providing effective evidence based education and information services, programmes, and strategies to young people, families and communities on
 - a) the nature and risks of alcohol abuse, to encourage them to drink alcohol in moderation, or where appropriate to abstain from drinking;
 - b) the nature and risks of illicit drug use, to discourage use.

Enforcement (Supply Control)

- Further enforcing, regulating and controlling the supply of alcohol to minimise access to alcohol by young people and particularly by minors;
- Reducing the supply of illicit drugs by:
 - a) targeting their importation, manufacture and supply;
 - b) removing the profits of offending;
 - c) disrupting the illegal activities of overseas and domestic organised crime groups involved in the illicit drug trade.

Treatment (Problem Limitation)

- Minimising harm already occurring from alcohol and other drug use by providing effective screening and assessment of the needs of those affected by alcohol and other drug use;
- Providing early intervention and a comprehensive range of treatment services to enable those affected by alcohol and other drug use to overcome related problems and dependency.

Research

- Informing policy development, service development and best practice by promoting appropriate evidence based research to provide better information.

PREVENTION

1 ALCOHOL AND OTHER DRUG EDUCATION SERVICES, PROGRAMMES AND INFORMATION STRATEGIES FOR YOUNG PEOPLE, FAMILIES AND COMMUNITIES

Key Government Agencies: ALAC, Ministry of Education, Ministry of Health, Ministry of Justice, NZ Police, and Ministry of Youth Development

National Drug Policy Link – Demand Reduction

Other Policy / Strategy Links: Youth Development Strategy Aotearoa, Drug Education Guidelines for Schools 2000, Health and Physical Education Curriculum

Projects

1. The Ministry of Youth Development will lead and co-ordinate (in consultation with the Ministries of Education, Health and Justice and ALAC), a review to identify and encourage best practice alcohol and drug education to contribute to the following outcomes.
 - Reduced alcohol and drug use, particularly by young people;
 - Increased understanding about what constitutes effective drug education;
 - Increased uptake of effective drug education by schools and communities;
 - Increased understanding about drugs and their economic and social costs;
 - Identification of gaps in service delivery and research.

This project is on the Methamphetamine Action Plan

The project will consist of the following phases:

2002/03: Information Gathering and Analysis

Undertake a national/international literature review identifying evidence-based best practice and key messages for drug education for young people (in and out of schools), families and communities that not only raise awareness, but also result in sustained behaviour change. **Completed**

2003/04: Resource Development

- Develop guidelines for effective evaluation of drug education;
- Develop standards for effective drug education;
- Develop criteria for purchasers of drug education to use when deciding which programmes best meet their needs.

2004/05: Publish Standards and Guidelines and Develop Options for Community Pilots

- Publish guidelines, standards and criteria developed during 2003/04;
 - Develop options for pilots in selected communities to develop and introduce appropriate key messages and initiatives for their young people, families and the wider community. (Note: beyond initial engagement, this would require substantial, additional resources.)
2. ALAC has commissioned a review of literature determining the effectiveness of alcohol and drug education programmes, which will be completed by *March 2003*.
Completed
 3. The Ministry of Justice will refer by *15 November 2002* its stock-take of government and non-government drug education services, programmes and information strategies to the Ministry of Youth Affairs, so that it may be included in Youth Affairs' literature review. **Completed**
 4. The Ministry of Education will contribute its response to the Education Review Office report - *Drug Education in Schools*. In particular, the Ministry of Education will:
 - Evaluate successful school based initiatives that appear to be reducing suspensions and providing students with opportunities to maintain their education following an initial drug offence by *31 March 2003*; **Completed**
 - Work with the Ministry of Health to ensure schools are able to access appropriate intervention services by *31 March 2003*; **Completed**
 - The new publication *Making Meaning: Making a Difference in The Curriculum in Action* series, targeting levels 6, 7 and 8 of the curriculum to prepare students for assessment at NCEA levels 1, 2 and 3 is currently in production. The publication suggests learning opportunities for students that relate to alcohol use and, by implication, other drugs. It will be available online in *February 2004* and distributed to schools in hard copy by the end of *March 2004*.
 5. The Ministry of Health will develop a comprehensive package of urban and community action initiatives to address illicit drug-related problems, including cannabis, methamphetamine and other drugs. **Completed**
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ENFORCEMENT

2 REGULATING AND CONTROLLING THE SUPPLY OF ALCOHOL TO YOUNG PEOPLE

Key Government Agencies: ALAC, Customs, Ministry of Health, Ministry of Justice, and NZ Police

National Drug Policy Link: Supply Control

Other Policy/Strategy Links National Alcohol Strategy, Youth Offending Strategy

Projects

1. The Ministry of Justice and ALAC will complete a stock-take of government and non-government initiatives in regulating and controlling the supply of alcohol to young people, and will provide an outline of the problems and possible solutions, in consultation with other key agencies.
 - Stock-take and identification of key problems etc to be completed by *mid March 2003*; **Completed**
 - Commitments to further work, if any, will be identified in the March paper. **See item 6**

2. ALAC in consultation with and via the IACD¹ will present a paper recommending options for addressing current anomalies in the excise tax regime for alcohol particularly in respect of light spirits to the Ministerial Team at its next meeting in *February 2003*.

Ministers directed further work - ALAC, Customs, Treasury & Health to give the Ministers an idea of what the options will mean in terms if the price across the range of alcoholic beverages at the MCDP. **Completed**

3. ALAC and Police will identify “best practice” operations in enforcing controls of the purchase and consumption of alcohol by those under age, with a view to developing and implementing more effective enforcement practices.
 - ALAC and Police will confirm project details by *1 November 2002*; **Completed**
 - Project completion date *30 June 2004*.
4. ALAC will provide a list of communities participating in a community action programme designed to reduce the illegal and/or inappropriate supply of alcohol by adults to minors. An evaluation of these programmes will be implemented and available by *30 June 2005*.

¹ Inter-Agency Committee on Drugs

5. Customs will, in consultation with the Ministry of Health and Police, develop a strategy to detect any increase in the availability of illicitly manufactured alcohol products.
 - A report will be prepared for the Minister of Customs on the steps taken to put a monitoring system into place by *31 March 2003*. **Completed**

6. ALAC will establish a Working Group comprising of other agencies as agreed by their Minister to develop, in the first instance, the terms of reference for a multi-strategic programme provisionally entitled the *Intoxication and Supply Control Programme*. The aim of the programme is to shift the attitudes and behaviour of most New Zealanders so that there is less tolerance of intoxication, and more care taken by those involved in supplying alcohol to minors and/or intoxicated persons.
 - The working group will be established by *30 November 2003*;
 - The terms of reference for the programme will be prepared for the Associate Minister of Health (Alcohol) by *28 February 2004*;
 - Programme proposals will be completed by *30 June 2004*

ENFORCEMENT

3 REDUCING THE SUPPLY OF ILLICIT DRUGS

Key Government Agencies: Customs, Ministry of Health, Ministry of Justice, and NZ Police

National Drug Policy: Supply Control

Other Policy/Strategy Links: Organised Crime Strategy (under the Crime Reduction Strategy), Youth Offending Strategy, Customs Drug Strategy, Police Strategic Plan 2006

Projects

1. The Police will complete a stock-take of its initiatives in reducing the supply of illicit drugs and will provide an outline of key problems and possible solutions, in consultation with other key agencies.
 - Stock-take and identification of key problems etc by the Police to be completed by *30 September 2003*;
 - Commitments to further work, if any, will be identified in the September paper. **Completed**

2. The Ministry of Health has sought the re-classification of Methamphetamine from Class B to Class A.
 - The Minister of Health has agreed that methamphetamine be reclassified to Class A, in line with the recommendation of the Expert Advisory Committee on Drugs. The Ministry has commenced the process for Cabinet approval, referral to the Health Select Committee and finally ratification by Parliament. Providing the recommendation is agreed at all steps, the Ministry expects that re-classification should come into force around *February 2003*;
 - The Ministry of Health is also leading an inter-agency team to develop a methamphetamine action plan (detailed in point 3 below), with a draft paper proposed by *February 2003*. **Completed**

3. The Ministry of Health, in consultation with Corrections, Customs, Education, Justice, Police, Social Development, Te Puni Kōkiri, and Youth Affairs, will develop an “all of government” Methamphetamine Action Plan.
 - All agencies to provide quantitative and qualitative data to the Ministry of Health by *31 October 2002*;
 - Department of Corrections to provide further material by *30 November 2002*;
 - Ministry of Health, in consultation with the above agencies, will provide the Ministers with a draft paper including background information, issues and options for action relating to methamphetamine by *28 February 2003*;
 - The Ministry expects that actions agreed in the plan will be able to begin to be implemented at the time of re-classification comes into force after *February 2003*. **Completed**

4. The Ministries of Health and Justice will seek Cabinet approvals for amending the Misuse of Drugs Act to provide for a number of presumption of supply matters, to create an offence for illegally importing or exporting precursor substances, and to extend Customs and Police powers of search and seizure without warrant, particularly for ephedrine and pseudoephedrine, and allow controlled deliveries for precursor substances.
 - Cabinet paper will be prepared by *10 December 2003*; **Completed**
 - Drafting Instructions will be prepared by *19 March 2004*;
 - Bill tabled in Parliament by *30 April 2004*;
 - Legislative process subject to *Parliamentary timetable*.

This project is on the Methamphetamine Action Plan

5. The Ministry of Justice will support the passage through the House of the Counter Terrorism Bill providing the Police and Customs with legislative protection for the installation of tracking devices and the use of tracking technology for illicit commodities where it is in the public interest.
 - The Bill will shortly be introduced, *subject to the Parliamentary timetable*. **Completed**

6. The Ministry of Justice will consider and make recommendations on amendments to the Proceeds of Crime Act 1991, in order to maximise the effectiveness of its confiscation powers.
 - Cabinet papers will be prepared for consideration by *30 June 2004*.

This project is on the Methamphetamine Action Plan

7. Customs will review the development and introduction of enhanced border interdiction techniques.
 - A report will be prepared for the Minister of Customs on the recommendations arising from the Customs Illicit Drug Strategy by *28 February 2003*. **Completed**

8. Customs will review the development and introduction of enhanced information and intelligence gathering techniques, including co-operation with overseas agencies (in conjunction with the Police).
 - A report will be prepared for the Minister of Customs on the recommendations arising from the Customs Illicit Drug Strategy by 28 February 2003. **Completed**

9. Customs and Police will assist the Pacific Island Forum in developing drug enforcement capacity and capability for law enforcement agencies within the Pacific region.
 - Provide ongoing assistance in the implementation of the recently developed model drug legislation in Pacific Island countries;
 - Provide ongoing assistance in the form of trainers to the “Regional Law Enforcement Capacity Development and Co-operation Programme” in the Pacific.
Ongoing.

10. The Department of Corrections will review its initiatives aimed at reducing the occurrence of illicit drugs in prisons to:
 - Assess their effectiveness;
 - Identify areas where improvements might be made;
 - Provide recommendations on how these improvements might be implemented by 31 July 2004.

TREATMENT

4 SCREENING AND ASSESSMENT OF ALCOHOL AND OTHER DRUG RELATED PROBLEMS

Key Government Agencies: ALAC, Department of Corrections, Department for Courts, Ministry of Health, Ministry of Justice and Mental Health Commission

Key Sector Agencies: National Centre for Treatment Development (Alcohol, Drugs & Addiction), National Treatment Forum

National Drug Policy: Problem Limitation

Policy / Strategy Links: A National Strategic Framework for Alcohol and Drug Services, National Mental Health Strategy, Blueprint for Mental Health Services in New Zealand. Integrated Offender Management, Youth Offending Strategy, Youth Drug Court pilot

Projects

1. The Ministry of Justice will complete its evaluation of the Youth Drug Court and will make recommendations on whether the model should be extended to other youth courts and to the adult court:
 - Process Evaluation Review Report 1 by *November 2002*; **Completed**
 - Process Evaluation Review Report 2 by *June 2004*;
 - Follow up Assessment Report by *October 2004*.

2. The Ministry of Health supported by the Department of Corrections will review assessment of the alcohol and other drug related problems of the general population. This project will:
 - identify effective assessment methods for assessing the drug and alcohol needs of the general population
 - identify barriers to assessment and referral for the general population
 - provide recommendations on how these barriers may be overcome.by *31 July 2004*.

TREATMENT

5 PROVIDING EARLY INTERVENTION AND A COMPREHENSIVE RANGE OF ALCOHOL AND OTHER DRUG TREATMENT SERVICES

Key Government Agencies: ALAC, Department of Corrections, District Health Boards, Ministry of Health and Mental Health Commission

Key Sector Agencies: National Treatment Forum, National Centre for Treatment Development (Alcohol, Drugs & Addiction), National Association of Opioid Treatment Providers

National Drug Policy: Problem Limitation

Policy/Strategy Links: National Mental Health Strategy, National Drug Policy, Blueprint for Mental Health Services in New Zealand, A National Strategic Framework for Alcohol and Drug Services

Projects

1. The Ministry of Health supported by the Department of Corrections will undertake a review of alcohol and other drug treatment in New Zealand. This review will:
 - identify existing service delivery across the country for the general population
 - make an assessment of where service effectiveness might be improved
 - provide recommendations for improved service effectiveness.by *31 July 2004*.

2. The Canterbury District Health Board is the lead DHB responsible for the establishment of a new "South Island Regional Residential Taitamariki / Youth Alcohol and Other Drug Treatment Service". The process for development and establishment of this innovative service will be:
 - Request for Proposal materials will be posted to selected providers by *24 October 2003*;
 - Providers' proposal due to the CDHB by *17 November 2003*;
 - Decision on the successful proposal will be announced by *20 November 2003*

3. ALAC will prepare a stocktake of early intervention services available in New Zealand by *30 June 2003*. **Completed**

6 RESEARCH & EVALUATION

Key Contributing Agencies: Customs, Ministry of Health, Ministry of Justice, and NZ Police

Policy/Strategy Links: National Drug Policy, Organised Crime Strategy (under the Crime Reduction Strategy), Youth Offending Strategy, Police Strategic Plan 2001-2006

Projects

1. The Police, with assistance from the Ministry of Justice and other interested agencies, will conduct research on amphetamine type stimulants, in order to quantify the extent of their manufacture and use, to identify the nature and scale of the problems associated with their current and future use, and to provide information to assist in police enforcement and general policy by *31 March 2004*. *This project is on the Methamphetamine Action Plan*
2. ALAC in consultation with the Ministry of Justice and the Ministry of Health will prepare a report to identify existing data sources that can be utilised or adapted to track and monitor the impact of youth alcohol and drug consumption and related harm. As part of this review recommendations and priorities for new research will be identified.
 - Report due *30 June 2003*. **Project has been delayed awaiting publication of the WHO report covering the same issues.**
3. Customs, Police, and the Ministry of Health will work to develop a set of indicators on the New Zealand illicit drug market.
 - An update will be provided to the Ministerial Drug Action Group on the steps taken to establish a monitoring system on illicit drugs by *31 August 2003*.
4. The Ministry of Health in consultation with the National Drug Intelligence Bureau will consider the development of a further Drug Information Analyst position to co-ordinate drug related information reports. **Completed**
5. The Ministry of Health will lead a Steering Group that also includes Police, Justice, Education, Transport, Customs and Youth Development and the Department of the Prime Minister & Cabinet to oversee the development of an updated National Drug Policy. The Steering Group will -
 - Oversee the development of a consultation document by *31 March 2004*;
 - Determine and seek ministerial approval regarding the nature and extent of the consultation required by *April 2004*;
 - Seek input from as many agencies as possible by *June 2004*;
 - Prepare a draft of the updated National Drug Policy by *August 2004*;
 - Facilitate ministerial signoff and publication of the new National Drug Policy by *October 2004*.