



Llywodraeth Cynulliad Cymru
Welsh Assembly Government

Substance Misuse Workforce Development Initial Strategy Statement

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1. Background

In January 2004, the Minister for Social Justice and Regeneration, Edwina Hart AM, MBE agreed to fund an All Wales Training Needs Analysis (AWTNA) matched against Drug and Alcohol National Occupational Standards (DANOS) which would be the first step for taking the implementation of these standards forward.

The final report was delivered and agreed on 4th July 2005. The aims of the project were as follows:

- Define and describe the drugs and alcohol workforce in Wales including specialist and non specialist workers
- Provide a competency breakdown for each major occupational group mapped against the Drug and Alcohol National Occupational Standards (DANOS)
- Provide a Training Needs Analysis matched against DANOS
- Make recommendations for workforce development based on the study's findings

The report consists of 185 pages with a further 19 appendices. It sets out a number of significant issues relating to the substance misuse workforce in Wales and to developing competence, knowledge and skills within the sector.

The report has provided the Welsh Assembly Government with robust information on the training needs of substance misuse practitioners, service managers and commissioners as well as the wider workforce. These needs have been matched against Drug and Alcohol National Occupational Standards (DANOS) and provide a useful starting point for planning training priorities for these groups.

The final chapter of the report draws together some themes from the different strands of the project and makes some recommendations for planning the next stage in workforce development.

The report is available on the Welsh Assembly Government website along with the executive summary and responses to recommendations. The executive summary has also been disseminated in hard copy to all substance misuse services and Community Safety Partnerships in Wales. The report findings were also disseminated through a series of regional events in November and December 2005 and January 2006.

2. Establishment of strategic workforce development group

In order to prioritise and advise on the recommendations made in the All Wales Training Needs Analysis, the Substance Misuse Policy Development Team established a workforce development group in August 2005. Membership of the group includes Substance Misuse Lead Officers, Welsh Assembly Government Officials, Sector Skills Councils, two voluntary sector substance misuse services and one statutory sector substance misuse service.

3. Strategy statement

This strategy statement reflects the recommendations of the All Wales Training Needs Analysis, as these are identified priority training/development needs by the sector. However, this statement also supports the implementation of Tackling Substance Misuse in Wales: a partnership approach and Guidance for the development of Local Substance Misuse Action Plans in Wales which both include statements on the development of the substance misuse workforce in Wales:

The aim of this initial statement is to:

- Define the priorities and set out the actions of the Welsh Assembly Government for 2006-2007 through the recommendations of the All Wales Training Needs Analysis
- Assist the implementation of Drug and Alcohol National Occupational Standards across services in Wales
- Outline the intended direction of travel for workforce development in Wales

4. Accountability and delivery structures

The work attached to this initial strategy statement will operate through the following accountability and delivery structures:

- Workforce development group with ministerial oversight
- Regional government structures-Substance Misuse Regional Advisory Teams
- Local delivery structures-Community Safety Partnerships and their associated commissioning bodies

5. Resources

The Substance Misuse Action Fund has increased from £3.3million in 2002/03 to £19.8 million in 2008/09 - an increase of 600%. This includes the establishment of a capital grant scheme of £3million in 2005-06, and a further £12.5million between 2006/07 and 2008/09. This increase in funding is to increase the capacity, access and quality of services across Wales.

6. Priorities

The priorities for the development of the substance misuse sector in Wales have been sourced from the recommendations of the All Wales Training Needs Analysis. The following points set out the actions the Welsh Assembly Government is committed to for 2006-2007. The establishment of the workforce development group aims to be the first step in ensuring the development of effective working relationships with key partners which will see the development of a longer term strategy at both local, regional and national levels.

a) Implementation of Drug and Alcohol National Occupational Standards (DANOS)

Developing a competent substance misuse workforce including both generic and specialist workers is crucial to ensuring a high standard of service delivery. DANOS provides a specific set of standards for those working with drug and alcohol users. They specify the standards of performance that all workers in the substance misuse field should be working to and explain the knowledge and skills which workers need in order to achieve and meet the required standards. The Welsh Assembly Government through the implementation of DANOS is committed to evidencing and developing the competency of staff in the sector.

In 2005, the Welsh Assembly Government commissioned the following to assist commissioners and service managers in the development of job descriptions and person specifications in line with DANOS:

The development and delivery of a training course for developing job descriptions in line with DANOS (and other relevant National Occupational Standards (NOS) and the Knowledge and Skills Framework as appropriate)

Recommendation 2 of the AWTNA states:

“Providers should consider developing model job descriptions based on DANOS covering core job roles to aid consolidation of the sector and training responses”

In order to assist further in the implementation of these standards across substance misuse services, the Welsh Assembly Government will be issuing guidance to all those working in the sector in 2006. It is hoped that this guidance will help to demystify the standards and provide a starting point for services. The guidance will cover the following areas:

- What are National Occupational Standards/Drug and Alcohol National Occupational Standards
- What they are not
- What do they look like
- Where you can find them
- How they can be used: commissioners, organisations, managers and individuals

The AWTNA highlighted the sector’s project driven history and the lack of established job roles in new and developing areas, which presents a challenge for agencies that will be working to matching their job roles against DANOS and other relevant NOS. However, the Welsh Assembly Government is aware that many services have already mapped their job descriptions to DANOS and other relevant NOS and that training providers have also mapped training programmes to national occupational standards. The issuing of this guidance highlights the Welsh Assembly Government’s wish to see standards embedded in for example job design and recruitment and selection across partnerships and services in Wales. Commissioners and employers should ensure that they recruit substance misuse workers with identified DANOS (and other relevant NOS) competences or provide training pathways to support their development.

b. Development of assessor capacity

In order for national occupational standards (NOS) to be implemented properly, and for NOS based qualifications to be used, an appropriate assessment¹ infrastructure needs to be in place. This will also ensure quality assurance to all stakeholders including service users. In 2006, the Welsh Assembly Government will be commissioning an audit covering the following information. A sub group of the workforce development group (First meeting 8th May 2006) will advise on this work

- Current assessor capacity (A1 and D32/33 qualified)
- Current expert witness capacity
- Assessing mentor/learning support offered/identified in services
- Current internal verifier capacity
- Current assessment centre capacity and models of assessment offered

Information gathered from the audit will be used to identify the following information and make recommendations for the:

- Development of assessor/expert witness capacity
- Preferred models for assessment

This was also identified as a need through the qualitative analysis of the AWTNA:

The issue of identifying assessors was seen as an imminent necessity whatever decision is taken to a qualification framework. In particular, it was felt that these should be identified from within a current specialist field as there was felt to be a particular configuration of skills, knowledge, values and vocation which is unlikely to be appreciated by the generic care assessor

In line also with points raised at AWTNA workshops, the issue of accredited prior learning will also be explored.

c. Competency modules

Recommendation 4 of the All Wales Training Needs Analysis states:

The future prioritisation of training for workers in the sector should take account of those needs identified through this analysis and be prioritised on the basis of the module profiles (DANOS units) presented

The Welsh Assembly Government proposes to enable the use of these modules in Wales in the following ways:

- Fund translation into Welsh of all 32 competency modules for commissioners, managers and service providers
- Disseminate these modules to all learning/training providers in Wales with information relating to priority needs of the sector identified through the AWTNA

¹ See Annex 1

- Ensure that if used, these modules are amended/updated if necessary to reflect the position in Wales by the learning/training providers

d. Commissioners and managers

Recommendation 5 of the All Wales Training Needs Analysis states:

The overall training of Commissioners and Managers should be a priority of the Welsh Assembly Government

Commissioners

In 2004, Oxford Brookes University was commissioned to develop and deliver a commissioning course. The course was aligned to DANOS units: CA1; CA3; CA4; CB1; CB2 and CB3 fully and CA2 partially.

At the launch of the Substance Misuse Commissioning Framework in November 2005, commissioners were asked to further highlight their training needs. Consequently, in 2006, the University of Birmingham will be delivering a contracting and purchasing course for commissioners in Wales again comprising relevant DANOS units.

Managers

In the qualitative section of the AWTNA, managers reported that their appointments had often been based on their casework history. While this was useful in terms of casework management it was insufficient in terms of many management functions including supervision, diversity, managing teams and performance and budget management.

Through the AWTNA also, managers told us that their preferred method of training delivery was by external provider. The AWTNA report also recommended that there should be a particular emphasis on the capacity building of the new and middle manager's role and that the rapid expansion of the sector had drawn practitioners into managerial roles and exposed training needs. In 2006, the Welsh Assembly Government will be undertaking the following activity to meet the needs expressed by managers:

- Establishment of a subgroup of the workforce development group (First meeting 16th May 2006) to discuss the following:
- Exploring with learning and training providers in Wales the delivery of competency modules SM1, 3 and 6 which highlight the most pressing needs identified by managers through the AWTNA
- Promoting (where appropriate) the undertaking of Health and Social Care NVQ level 4 for managers

e. Wider workforce

The areas of need expressed through the AWTNA by the wider workforce reflect a worker population whose role is primarily one of dealing immediately with substance users and then referring them on to specialist agencies. The level of need expressed in these areas was quite high and may reflect the lack of specialist training given to these workers and calls for training as a priority for this group.

A number of core competences were identified that are relevant for most if not all worker groups. These include:

- Identifying signs of substance misuse and referring on to specialists
- Helping individuals find services
- Promoting equality, diversity and rights
- Dealing with aggressive and abusive behaviour
- Developing knowledge and practice
- Protecting individuals from abuse

Recommendation 6 of the AWTNA states:

That basic awareness course for the wider workforce be developed based on the core competences identified in this study

The Welsh Assembly Government is aware that many basic awareness courses exist and that many of the core competency areas outlined above are present in core vocational/professional/induction training. In the case of basic awareness courses, it may be a question of promotion, access and priority being given to this area by employers. In 2006, the Welsh Assembly Government proposes the following actions:

- Establishment of a sub group of the workforce development group (First meeting 24th May 2006)
The group will consider and advise on the following areas:
 - To audit basic awareness courses currently available in Wales to identify if:
 - They contain core competences identified through AWTNA
 - They are accessible and accessed by worker groups identified
 - To work with other government departments/professional bodies to identify how these needs are currently met

Once this information is available, the following would be actioned:

Either

- To promote existing appropriate awareness courses to the wider workforce

Or

- To develop a basic awareness course for the wider workforce based on the core competences

Or

- To refer wider workforce to core training etc already received

The Welsh Assembly Government agrees with the following statement in the National Treatment Agency/Drug Strategy Directorate draft workforce strategy and sees the role of the workforce development group as central to this as a long term aim:

An infrastructure will need to be developed to support colleagues in related sectors to incorporate working with substance misusers into their mainstream agenda. An appropriate focus on substance misuse within generic employees roles by other government departments and professional bodies will be vital to the successful implementation of the workforce development strategy. Long-term sustainability of a competent substance misuse workforce will rely on substance misuse becoming integrated into mainstream service provision and its inclusion in workforce planning within related areas.

f. Development of a competence and qualifications framework for the substance misuse sector in Wales

The Welsh Assembly Government intends to develop through 2006-2007 a flexible framework of vocational, professional and academic qualifications, professional accreditation, performance management systems and supervision processes that services and commissioners can use to ensure staff work competently, safely and in line with national and local requirements.

This will help to define and promote the sector in Wales and provide information for partnerships and services on occupational qualifications and other methods of recognising and demonstrating competence. This will also address how individual members of staff can develop their competence and demonstrate that their performance meets the requirements of DANOS. This work will be taken forward in the following way:

- A dedicated sub group of the workforce development group will be established. (First meeting 13th June 2006)
- This group will research existing frameworks/information on qualifications etc in order to develop the most appropriate model for the substance misuse sector in Wales.

It is intended that this framework in line with comments made during the qualitative stage of the AWTNA will include ways of demonstrating accredited prior learning and identify opportunities for ongoing development

g. Establishment of an All Wales network and collaborative centre for the promotion of excellence for education, training and development in substance misuse

The Welsh Assembly Government believes that in order to develop the competence of those working in the sector, the workforce should have access to information on appropriate training/qualifications and assessment infrastructures. In Chapter 7 of the AWTNA, participants talked about access and dissemination of information on training and workforce development and knowing enough about

courses on offer. A desire for a central point for information on current training was expressed and the issue of access to information and quality assurance was also raised. The Welsh Assembly Government commissioned the compilation of a Directory of Substance Misuse training available in Wales in 2005 which offers some help in terms of accessibility to information and is available on the Welsh Assembly Government website². However, quality assurance is a different matter and this has been included in the centre's function.

The centre's function would include the following and it would work closely with the Community Safety Unit's All Wales workforce development group:

- To ensure that information on substance misuse training and workforce development is up to date, disseminated and promoted to the sector
- To work with Sector Skills Councils who cover the substance misuse workforce (Care Council for Wales, Skills for Justice and Skills for Health) to ensure that the workforce development needs of the sector are properly understood, researched and developed
- To promote and contribute to the audit of the implementation of Drug and Alcohol National Occupational standards in Wales
- To work with the Community Safety Unit's All Wales workforce development group to contribute to the quality assurance of competence based courses for the sector and ensure alignment with DANOS and other relevant NOS
- To monitor and investigate need and propose solutions in partnership with Sector Skills Councils and the Community Safety Unit's workforce development group
- To promote the development of qualifications and professional development awards and ensure that workforce development guidance for commissioners, managers and service workers is current and implemented
- To advise training providers/centres on the inclusion of substance misuse in initial and continuing vocational courses/training.

Proposed future work - long term aim

h. Understanding the capacity issues of the substance misuse sector and promotion of the sector

As part of the AWTNA, the specialist and wider workforce were defined. The following information relates to the specialist workforce:

- There are 68 agencies in Wales 65% in the voluntary and 31% in the statutory sectors. This shows an expansion of the sector agencies by over 50% since 1997
- The size of the workforce between agencies varied from five to over one hundred
- Titles of many services reflect recent developments driven by funding from government initiatives

² www.wales.gov.uk/subicsu/content/substance/workforce/index-e.htm

- 198 different job titles were identified which reflects the sector's project driven history and the lack of established job roles in new and developing areas
- For managers, out of 81 questionnaires returned, 61 different job titles were recorded
- 1007 people were identified as being employed by the sector in Wales distributed across the statutory and voluntary sector
- The number of specialist commissioners was difficult to identify - the majority undertook substance misuse commissioning as part of a wider portfolio.

The description of the wider workforce aimed to identify the non specialist workers who were faced with dealing with substance misuse issues as part of their day to day work. Two groups were identified:

- Those whose job role required them to deal with substance misusers or substance misuse issues regularly and for a significant part of their time though it was not the main part of their role (Group B)
- And those whose role required them to intervene at a generic level and who would refer substance misusers on to specialist substance misuse agencies for help (Group C)

Information gathered for the wider workforce is as follows:

- In some cases, estimates were made of the number of workers in key occupational roles from existing data sources
- Significant missing data was apparent in the following areas: Schools; the Prison Service; Community and Voluntary services
- In total, acknowledging the limitations of the data sources, it was estimated that 86,712 staff were identified in Wales in the wider sector
- Health professionals- for example GPs, Nurses in A&E were identified as group B workers as were police sergeants and education liaison workers
- The majority of job roles were in group C with respondents having responsibilities as part of their general role and having a gateway role to specialist service

With the rapid expansion of the sector in Wales and the implementation of new initiatives, it is generally acknowledged that there is a shortage of workers available within the substance misuse sector.

In 2004 Skills for Health on behalf of the Home Office commissioned Cranfield University to undertake work on mapping the sector following the England Training Needs Analysis. This report *A Whole Systems Approach to Workforce Planning within the Substance Misuse Sector* (Cranfield 2004) attempted to map the wider substance misuse sector and identify the priority training needs of significant groups of workers employed outside specialist substance misuse agencies as well as in specialist agencies.

Significant findings included:

- The sector can be perceived both positively and negatively and therefore presents both difficulties and opportunities for workforce planners.
- Recruitment difficulties exist across many roles within the sector and are attributed to national and local factors
- Retention is perceived to be less of a problem than recruitment
- Salary difficulties are identified, and although a moral rather than instrumental attachment to the work is often expressed this should not be relied upon to address labour shortages

Recommendations in this study concerning the development of a human resource strategy relate to the need to have: a broad, overall strategy to encourage a positive attitude to the sector, improved flexibility, improved pay and conditions and career structure, access to basic substance awareness training, a central source of expertise and promulgation of best practice.

The Welsh Assembly Government believes that further work is needed in understanding more fully the capacity and recruitment and retention issues of the sector as well as promoting a positive attitude to the sector. In the short term, this work will be carried out in the following ways:

- Promotion and implementation of modern apprenticeships as part of the Drug Interventions Programme and other services in Wales
- Work with the Sector Skills Councils in Wales on Sector Skills Agreement³ activities to extract labour market intelligence information relevant to the sector and essential for long term planning and development of the sector.
- Literature review by workforce development group including the following documents:
 - Social work in Wales: a profession to value
 - All Wales Training Needs Analysis
 - Enhancing Labour Market Information on the voluntary organisations in the Justice Sector in Wales
 - Planning for Training and Staff Development across the social care Sector

The purpose of these activities will be to identify information gaps and propose a way forward. This will also lead to a longer term workforce planning strategy for the sector This longer term strategy will include the following information:

- A description of the current workforce and the key issues affecting it.
- How the Welsh Assembly Government working with key partners intends to develop the workforce further (increasing capacity; establishing clear routes of entry; encouraging workforce mobility across sectors and developing competence and career pathways)
- Promotion of the substance misuse sector as a positive place to work

³ See Annex 2

Assessment

Awarding Bodies

The Awarding Bodies implement awards, approve centres to offer NVQs, approve, register and certificate candidates and appoint external verifiers to monitor approved centres.

External verifier

The External Verifier is appointed by the Awarding Body and monitors, oversees and supports the whole operation of the assessment centre. They will visit the centre twice a year to carry out checks.

Assessment centre

An organisation that gains approval from an Awarding Body to offer NVQ assessment to NVQ candidates. Getting approval means a centre has the necessary resources and knows what has to be done to provide NVQ assessment.

Assessment

The process used by an assessor when they consider the evidence presented and judge it against the requirements and the principles for judging evidence.

Work based assessor

The person in the workplace who carries out NVQ assessment. A work based assessor must be experienced and or qualified at the level s/he is assessing and will normally be someone with whom the candidate works. They must have achieved or be registered to achieve D32/33 or A1.

Expert witness

A person who has recognised vocational competence and who the assessment centre has identified as being acceptable for providing testimony of the candidates practice.

Internal verifier

The person who verifies that the assessment process is complete, correct and ensures that the evidence is appropriate to the evidence requirements. The internal verifier can also help agree appropriate assessment methods and sort out any problems or queries that may arise.

Sector Skills Agreement

The Sector Skills Agreement (SSA) is essentially a compact or “deal” that will align employers, training providers, funding bodies and the government around a common set of goals to address in the case of Skills for Health, the health sector skills needs and the provision of training now and in the future.

The SSA process is designed to put sector employers in the driving seat - to give them real influence in the way skills are developed and delivered throughout the UK, building on health and workforce policies and activity already underway in each country. The SSA is the mechanism through which employers can identify their sector’s skills and productivity needs, define and prioritise the necessary skills and supply of training available to tackle these skills gaps and deliver improved business performance. The aim is to ensure that the right numbers of people are skilled in the right ways to meet the developing needs of UK health services.

Skills for Health is managing the SSA process for the health sector. The SSA forms a core part of their remit - it plays a key role in helping them to align and deliver four strategic objectives across the UK health workforce:

- Increased productivity
- Addressing skills gaps and shortages
- Providing greater skills opportunities
- Achieving more responsive education and training, aligned with sector employment needs

The SSA has five stages:

1. Assessment of current and future skills need
2. Assessment of current provision
3. Analysis of gaps and weaknesses
4. Assessment of scope for collaborative action
5. Development of an action plan

Further copies can be obtained from: