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The Federal Council

Swiss Confederation

Overview Document

National Strategy on Addiction and Action Plan 2017–2024



Within the strategy of the Federal Council

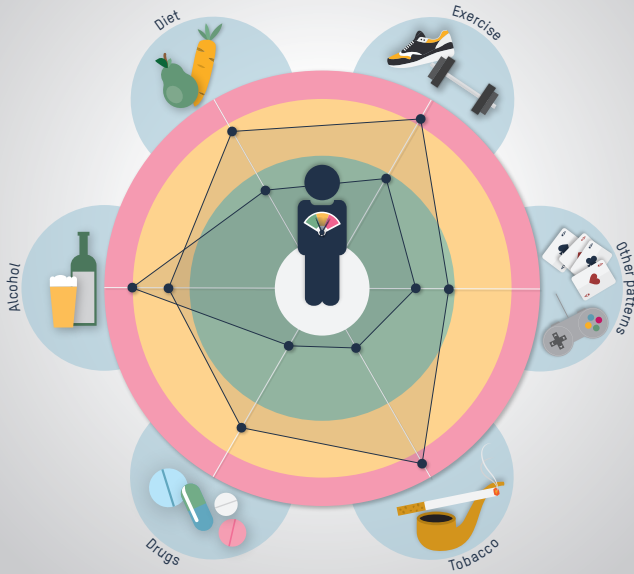
Gesundheit | Santé
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Addiction – societal and individual responsibility

Addiction and risk behaviour are societal phenomena. They are defined by each individual's behaviour, their ability to shape their own world and by societal framework conditions.

Addictive disorders are a huge burden for those affected and their environment, and are associated with high costs to society. Excessive use of psychoactive substances is also frequently linked to accidents or violence.

Effective addiction assistance requires the interaction of diverse stakeholders from health and social services, education, justice, the police and the business community. At the same time, however, individuals are called on to take responsibility for their own health and behaviour.



1.

Strengthening health literacy

We all have our individual patterns of behaviour and consumption. Behaviours are not static but change according to one's age and stage in life. The behavioural balance of each individual thus also changes in the course of a lifetime.

Individuals and their environment, circumstances and ability to shape the world they live in are key to dealing with addiction. Strengthening individual health literacy is therefore an important part of addiction prevention and addiction assistance.

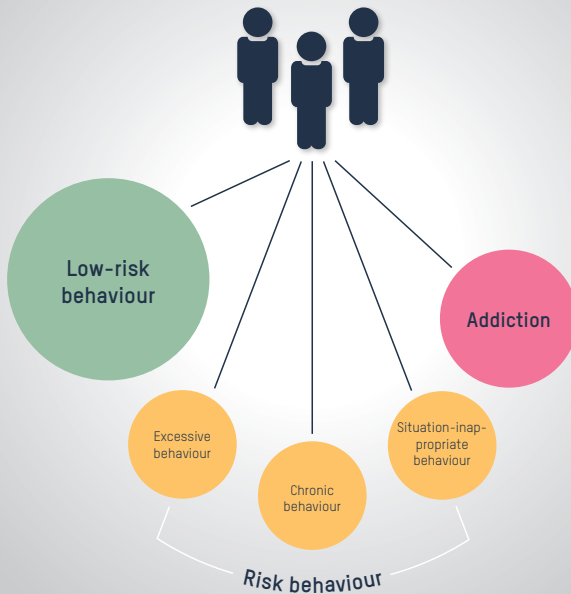


2.

Creating favourable conditions

Besides individual circumstances, societal realities such as work, environmental and living conditions, availability of substances and access to potentially addictive offerings play a crucial role in the development of addiction.

Societal framework must therefore be structured in such a way that the health of the individual is promoted and the objectives of addiction prevention and addiction assistance are supported. That includes preventing the onset of problematic consumption and providing early support to vulnerable individuals as well as assistance with controlled use or withdrawal.



3.

Differentiating risks

The National Strategy on Addiction differentiates consumption and behaviour patterns according to their intensity and associated risks for the individual and for society.

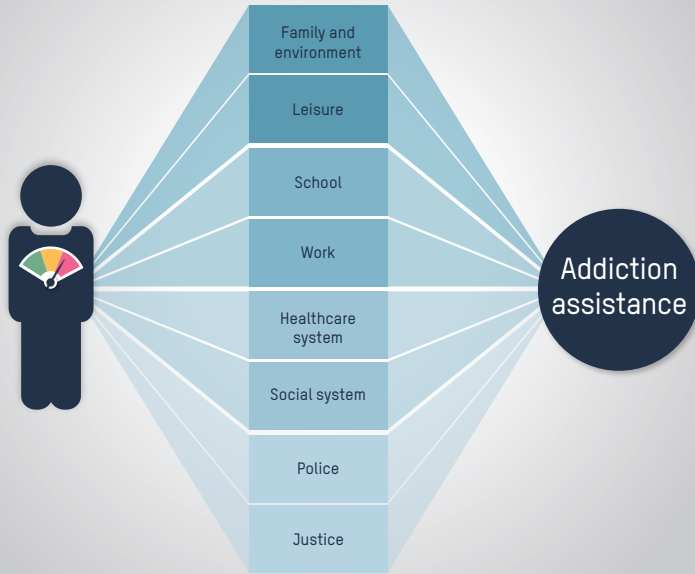
- **Low-risk behaviour** describes the use of psychoactive substances and types of behaviour which are not harmful for the individuals concerned or their environment and are often part of social coexistence.
- **Risk behaviour** involves consumption or behaviour that can cause harm to individuals and their environment. We differentiate between three behaviour patterns with different harm potential, namely excessive behaviour, chronic behaviour and situation-inappropriate behaviour.
- **Addiction** is an illness that is characterised by compulsive behaviour that persists even in the face of serious health and social consequences for the individual concerned and their environment.



4.

Assessment of consumption and behaviour

- Most people have a low-risk consumption and behaviour pattern and do not constitute a risk to either themselves or others.
- Some people are no longer able to control their substance use or their behaviour, however. They show a risk behaviour that can develop into addiction.
- People who are unable to restrict their consumption or change their behaviour should nonetheless be given support to minimise risk and harm.



5.

Early support

- People with problematic behaviour and consumption patterns often do not recognise the issue themselves, or only recognise it at a late stage. The earlier risk behaviour or addiction is recognised, the more effectively those concerned can be supported and harm to individuals and society reduced.
- Effective addiction assistance starts with the individual and provides support regardless of whether the person is in a position to undergo treatment or not.
- Effective addiction assistance aims to regenerate health and promote social integration, involving family and friends as well as other social contacts through leisure activities, work and school.

National Strategy on Addiction – objectives and measures

The National Strategy on Addiction contains objectives and coordinates measures for risk behaviour and addiction as part of the “Health2020” health policy agenda.

Together with the National Strategy for the Prevention of Non-communicable Diseases (NCD Strategy), the National Strategy on Addiction replaces the previous National Alcohol and Tobacco Programmes as well as the Package of Drug-Related Measures.

The National Strategy on Addiction builds on proven solutions while at the same time promoting innovative approaches in treatment, harm reduction and prevention. It creates the basis for an effective response to new forms of addiction.

The National Strategy on Addiction was developed with the involvement of addiction policy partners and serves as a guideline for implementing addiction-specific activities and projects on the part of all stakeholders.

Quality of life

Contemporary
care services

- ▶ Improve integrated care
- ▶ Adapt services in long-term care
- ▶ Improved care research and clinical research, introduction of registers

Completion of
health protection

- ▶ Avoid unnecessary medical radiation, introducing supplementary monitoring
- ▶ Monitor and control of antibiotic resistances
- ▶ Reduce avoidable infections in care facilities

Health promotion
and disease prevention

- ▶ Improve prevention and early detection of non-communicable diseases
- ▶ Promote mental health and improve prevention and early detection of mental diseases
- ▶ **Improve prevention, early detection and control of addictive disorders**

National Strategy
on Addiction

Action areas

Objectives

Measures

A.

Improving prevention and addiction assistance

As part of the Health2020 health policy agenda, the Federal Council has decided to intensify health promotion and disease prevention. With regard to addiction, the agenda calls for improvements in prevention, early detection and control of addictive disorders.

The Federal Council has commissioned the Federal Office of Public Health to develop a National Strategy on Addiction. The focus of the strategy is from both a broad-based policy-oriented and specialist point of view.

Focus on the individual's well-being

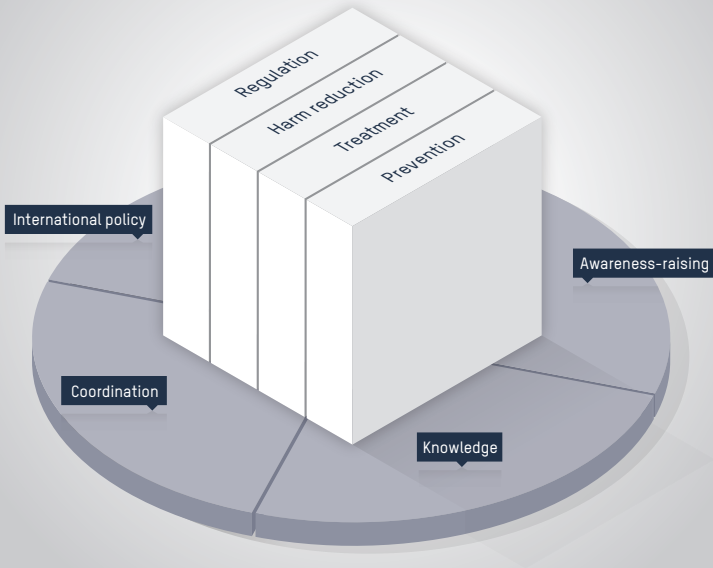
The National Strategy on Addiction has four overriding objectives:

- Prevent addictive disorders
- Provide addicted individuals with the necessary help and treatment
- Mitigate damage to health and social harm
- Reduce negative impacts on society

The National Strategy on Addiction

- builds on the experience of the four-pillar policy. It ensures the continuity of existing services for addiction prevention, harm reduction and treatment but also strives to further develop addiction assistance in order to create synergies and close gaps;
- focuses on both existing and new substances and behaviours that have the potential to cause dependency;
- focuses on the well-being and health of individuals; it reinforces personal responsibility by encouraging individual health literacy;
- supports health-promoting conditions and is committed to ensuring that those affected receive effective treatment.

The National Strategy on Addiction provides an overarching framework for orientation and action regarding addiction issues which enables the Confederation, the cantons and additional stakeholders to develop solutions as partners and implement them in a coordinated manner.



C.

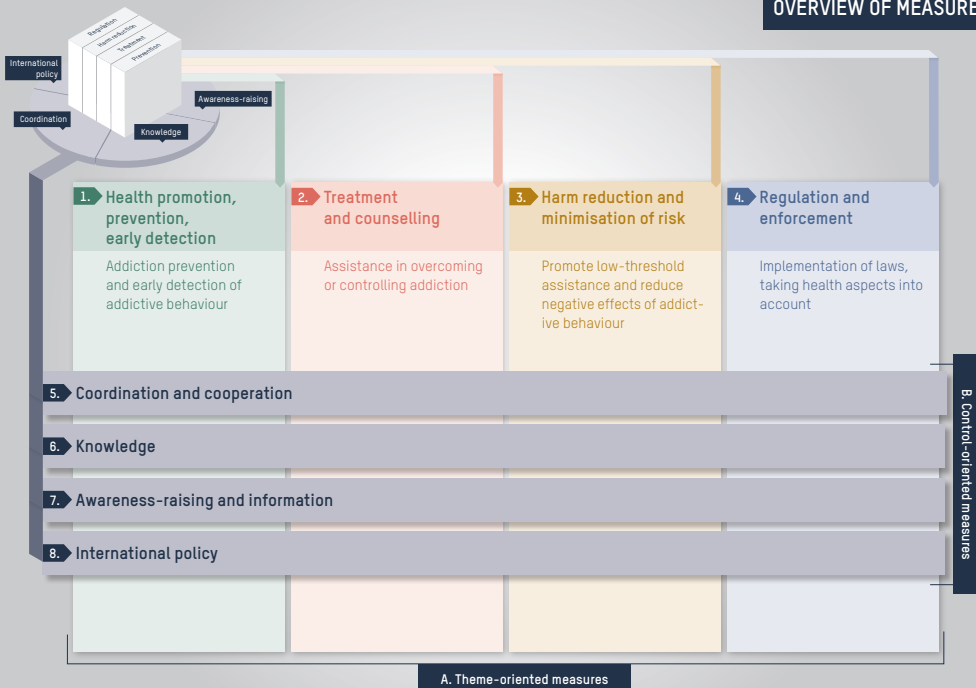
Targeted action

The National Strategy on Addiction has eight fields of action. Four theme-oriented fields address the lines of action of the established four-pillar policy:

- Prevention, health promotion, early detection
- Treatment and counselling
- Harm reduction and minimisation of risk
- Regulation and enforcement

Four additional fields of action describe cross-sectoral tasks:

- Coordination and cooperation
- Knowledge
- Awareness-raising and information
- International policy



D.

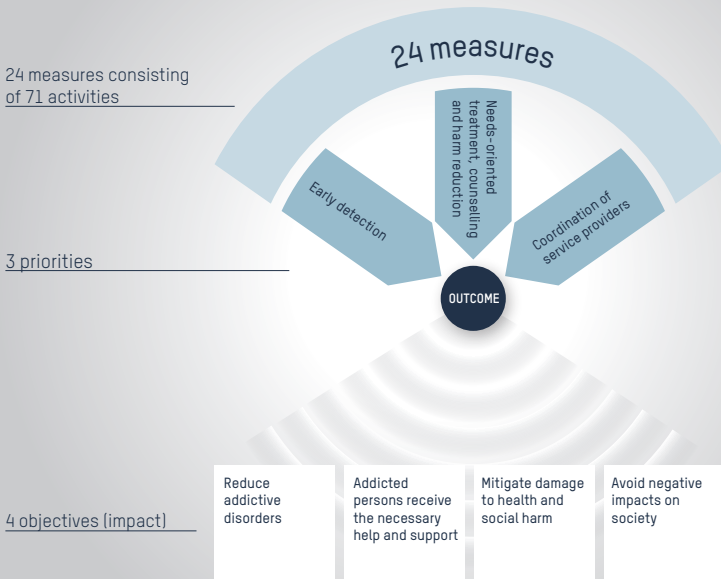
Coordinated implementation

The National Strategy on Addiction defines the objectives for the period from 2017 until 2024. In late 2016, its implementation was put in concrete terms in an action plan.

The action plan determines implementation priorities and describes how objectives are to be achieved. It also provides information on the manner of cooperation between the Confederation and cantons, communes, professional associations, NGOs and additional partners.

Measures are embedded as far as possible within existing structures and are implemented according to the responsibilities of the various addiction policy stakeholders.

As part of an interim evaluation, the effectiveness of the measures shall be reviewed by the end of 2020 and the measures adapted if necessary.



E.

Combining health and social affairs

Implementation of the National Strategy on Addiction includes the following priorities:

- Early detection: any problematic use of psychoactive substances or addictive behaviour should be recognised as early as possible. Those concerned are given prompt access to support and, if need be, treatment services.
- Needs-oriented treatment, counselling and harm reduction: those concerned should have access to treatment and counselling services that promote health and social rehabilitation and reduce harm.
- Coordination: promotion of cross-sector networking and cooperation among addiction policy partners. Stakeholders use the objectives of the National Strategy on Addiction as a basis and coordinate their actions.

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Supplementary documents:

- National Strategy on Addiction 2017–2024
- Indicator set for the National Strategy on Addiction
- Action plan for the National Strategy on Addiction
- Federal Council Strategy “Health2020”
- National Strategy for the Prevention of Non-communicable Diseases (NCD Strategy)
- Action plan for the National Strategy for the Prevention of Non-communicable Diseases (NCD Strategy)
- Report “Mental health in Switzerland”
- Report “The future of psychiatry in Switzerland”

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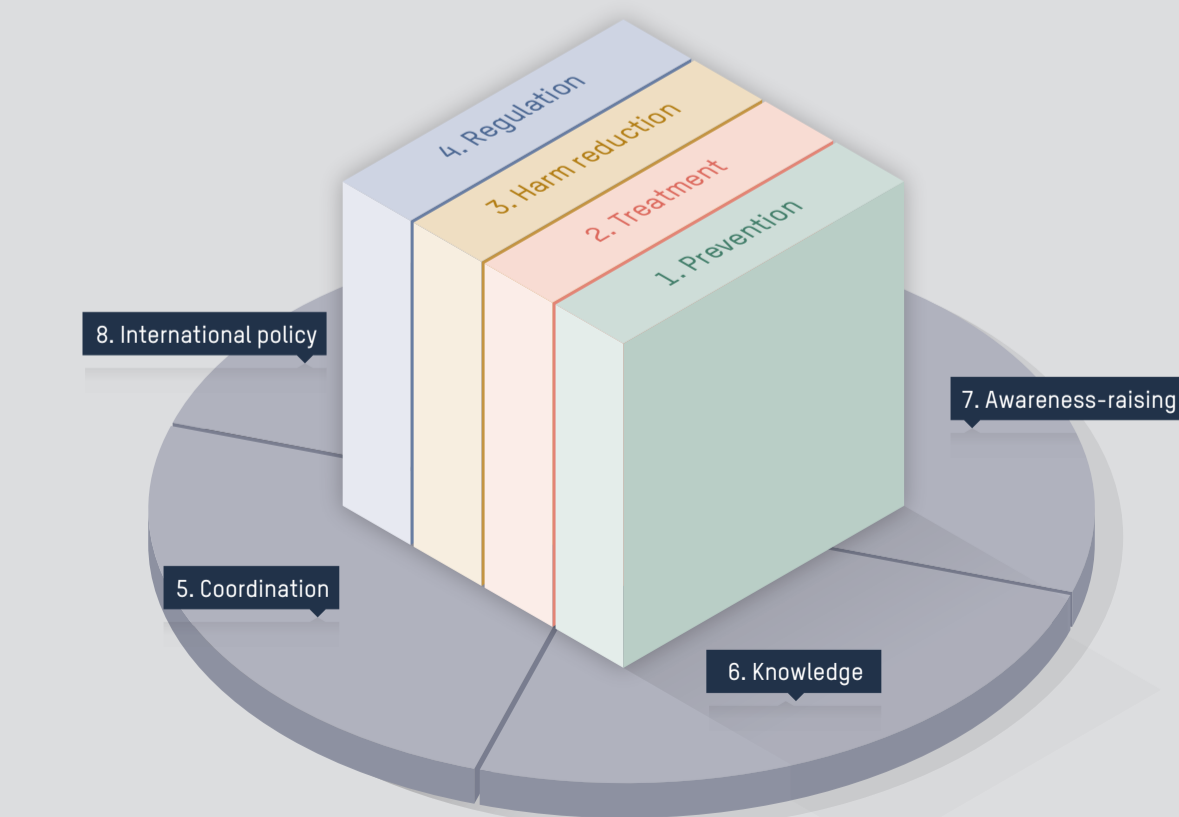
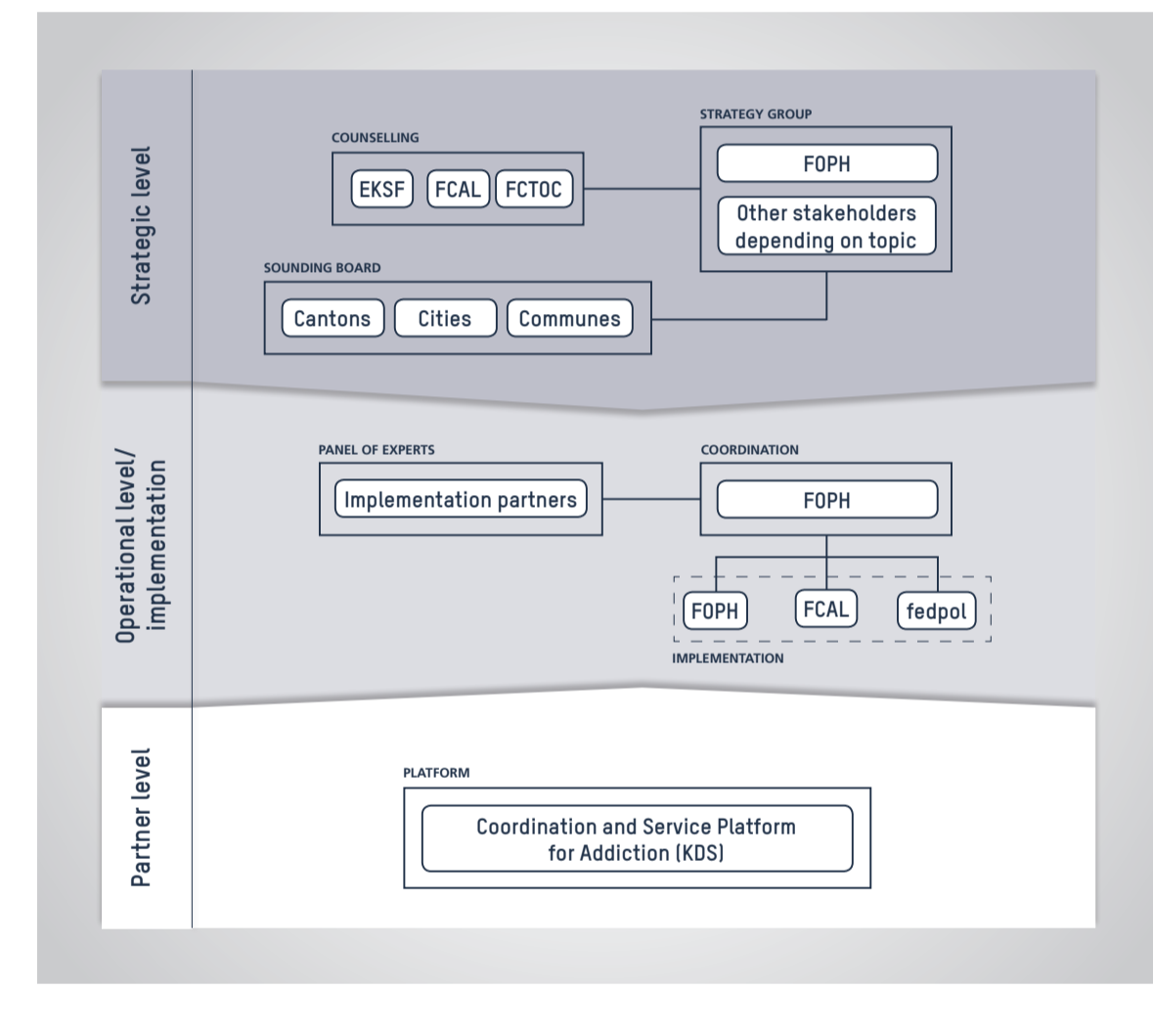
Cooperative control

The action plan focuses on the action areas of the National Strategy on Addiction. It seizes on the strategic objectives and defines them.

The FOPH steers implementation of measures at a strategic level. The three federal commissions on addiction, alcohol and tobacco, respectively, take on an advisory role. Key aspects and adjustments are coordinated with the cantons, cities and communes.

At an operational level, the FOPH, the Federal Office of Police (fedpol) and the Swiss Alcohol Board (SAB) (as from 2018: the Federal Customs Administration [FCA]) implement their own measures. The FOPH is responsible for coordinating all measures. The FOPH uses a panel of experts with central partners in order to ensure regular coordination of operational activities.

All partners involved in the Coordination and Service Platform for Addiction (KDS) are networked.



The National Strategy on Addiction is a further development of the four-pillar strategy of the Swiss policy on addiction.

ACTION AREA	OBJECTIVE	STRATEGIC OBJECTIVE	MEASURES	STAKEHOLDERS	IMPLEMENTATION THROUGH	
1. Health promotion, prevention, early detection	Addiction prevention and early detection of addictive behaviour	<ul style="list-style-type: none"> Support people at all stages of life in maintaining a low-risk approach to substances and behaviour patterns Structure societal framework conditions to make low-risk behaviour attractive Strengthen early detection and intervention where there is a danger of addiction 	1.1 Strengthen health promotion and prevention in children and adolescents 1.2 Strengthen health promotion and prevention in adults 1.3 Strengthen health promotion and prevention in the elderly 1.4 Promote early detection and early intervention throughout all stages of life	PARTNERS AT FEDERAL LEVEL FOPH, SAB, FCA, TPF, FGB, SECO, fedpol, FOSPO, FSIO, SEM	CANTONS AND ADDITIONAL PARTNERS Cantons (KKBS, VBGF), SKBS, Sucht Schweiz, Professional associations, FMH, Comlot, Radix, Blue Cross, AT-Schweiz, Swiss Cancer League, Infodrog, éducation21, Swiss Lung League, Youth associations	Promoters of prevention projects, clubs, schools, employers, retirement facilities, etc.
2. Treatment and counselling	Assistance in overcoming or controlling addiction	<ul style="list-style-type: none"> Support individuals in remaining and/or becoming physically and mentally healthy as well as socially and occupationally integrated Align treatment and counselling services with the demands and needs of the people concerned and their treatment objectives Facilitate interdisciplinary treatment services and appropriate networks, review financial viability 	2.1 Promote and develop psychosocial outpatient and sociotherapeutic inpatient addiction assistance 2.2 Optimise and promote use of new technologies for prevention and counselling 2.3 Quality assurance in addiction assistance 2.4 Recommendations on financing addiction assistance 2.5 Develop, disseminate and implement professional standards for addiction treatment in primary medical care	PARTNERS AT FEDERAL LEVEL FOPH, SEM, FSIO, TPF	CANTONS AND ADDITIONAL PARTNERS Cantons (KKBS, VKS), SKBS, Professional associations, FMH, Sucht Schweiz, Infodrog, Blue Cross, AT-Schweiz, Avenir Social	Inpatient and outpatient facilities, healthcare, divisions for unemployment insurance, disability insurance, leisure, etc.
3. Harm reduction and minimisation of risk	Promote low-threshold assistance and reduce negative effects of addictive behaviour	<ul style="list-style-type: none"> Ensure and facilitate low-threshold access to assistance services Extend harm reduction expertise to new consumption patterns and risk behaviours Reduce premature deaths, accidents and violence as well as overdoses and intoxication 	3.1 Conceptual development and coordination of services to reduce harm in addiction	PARTNERS AT FEDERAL LEVEL FOPH, fedpol, SAB, SEM, FGB, FOGB	CANTONS AND ADDITIONAL PARTNERS Cantons (KKBS, VKS, SKP), SKBS, Professional associations, FMH, VSPB, Sucht Schweiz, Infodrog, Blue Cross, Santé Prison Suisse	Harm reduction services, etc.
4. Regulation and enforcement	Implementation of laws, taking account of health aspects	<ul style="list-style-type: none"> Review legal framework conditions in terms of their health effects Support cantons and communes in implementing legal requirements Further develop cooperation between addiction assistance and public safety stakeholders 	4.1 Support cantons regarding effective regulations 4.2 Develop health-promoting framework conditions as part of a comprehensive health policy 4.3 Enforcement support through SAB, FSV0 and FCA	PARTNERS AT FEDERAL LEVEL FOPH, fedpol, SAB, FSV0, FSIO, TPF, FGB, FCA, SECO, SEM	CANTONS AND ADDITIONAL PARTNERS Cantons (KKBS, SKP, VKS, VBGF), SKBS, Professional associations, FMH, VSPB, Sucht Schweiz, Infodrog, Avenir Social, Comlot, Swiss Cancer League, Swiss Lung League	Police force, law enforcement, public prosecutors' offices
5. Coordination and cooperation	Networking addiction policy partners and strengthening cooperation	<ul style="list-style-type: none"> Network addiction policy partners, coordinate activities Promote cross-sector cooperation and reinforce it through cooperation models 	5.1 Network addiction stakeholders as part of the Coordination and Service Platform for Addiction (KDS) and other platforms 5.2 Promote cooperation across action fields and specialist areas 5.3 Coordinate and cooperate with police authorities 5.4 Finance projects to promote alcohol prevention	PARTNERS AT FEDERAL LEVEL FOPH, SAB, fedpol, FCA, SECO, SEM, FSIO, FOSPO, TPF, FOGE, FDFA, FGB, FSD	CANTONS AND ADDITIONAL PARTNERS Cantonal conferences (SODK, CMPH, FDKL, EDK), SVC, NAS, Public Health Schweiz, EKSF, FCAL, FCTOC	All additional stakeholders involved in implementation
6. Knowledge	Knowledge generation and transfer	<ul style="list-style-type: none"> Generate and convey knowledge about addiction Promote training and continuing professional development for specialists 	6.1 Establish and develop a monitoring system for addiction 6.2 Analyse drug markets and prepare situation reports 6.3 Continue education in the area of addiction 6.4 Promote addiction medicine learning objectives in the training and continuing professional development of medical and health specialists at tertiary level A	PARTNERS AT FEDERAL LEVEL FOPH, FSD, Additional federal agencies	CANTONS AND ADDITIONAL PARTNERS Sucht Schweiz, Research institutions, SASSA, FMH, Professional associations, Training and CPD establishments, Infodrog	
7. Awareness-raising and information	Raise population awareness of addiction issues	<ul style="list-style-type: none"> Inform specialists and society about addiction and addiction prevention Raise awareness among risk groups 	7.1 Raise awareness and provide information on addiction 7.2 Raise awareness among risk groups	PARTNERS AT FEDERAL LEVEL FOPH, TPF, SECO, FSIO	CANTONS AND ADDITIONAL PARTNERS Professional associations, NGO, Cantons, All partners according to their own activities	
8. International policy	Representation of interests and exchange of knowledge in an international environment	<ul style="list-style-type: none"> Represent Swiss interests in the context of international organisations Continue the exchange of experience and knowledge 	8.1 Represent interests and exchange experience and knowledge in an international context	PARTNERS AT FEDERAL LEVEL FOPH, FDFA, fedpol	CANTONS AND ADDITIONAL PARTNERS Professional associations, All stakeholders in the context of international associations/organisations	

ABBREVIATIONS

AT-Schweiz	Swiss Association for Smoking Prevention
CMPH	Swiss Conference of the Cantonal Ministers of Public Health
Comlot	Swiss Lottery and Betting Board
EDK	Swiss Conference of Cantonal Ministers of Education
EKSF	Federal Commission for Addiction Issues
FCA	Federal Customs Administration
FCAL	Federal Commission for Alcohol-Related Issues
FCTOC	Federal Commission for Tobacco Control
FDFA	Federal Department of Foreign Affairs
FDKL	Specialist Conference of Ministers for Issues Concerning the Lottery Market and Lottery Act
fedpol	Federal Office of Police
FGB	Federal Gaming Board
FMH	Swiss Medical Association
FOGE	Federal Office for Gender Equality
FOPH	Federal Office of Public Health
FOSPO	Federal Office of Sport
FSIO	Federal Social Insurance Office
FSD	Federal Statistical Office
FSVO	Federal Food Safety and Veterinary Office
KKBS	Conference of Cantonal Liaison Officers for Substance Abuse Problems
NAS-CPA	National Working Group on Drug Policy
NGO	Non-governmental organisation
SAB	Swiss Alcohol Board
SASSA	Specialist Conference on Social Work at Swiss Universities of Applied Sciences
SCP	Swiss Crime Prevention
SECO	State Secretariat for Economic Affairs
SEM	State Secretariat for Migration
SKBS	Municipal Conference of Liaison Officers for Substance Abuse Problems
SODK	Swiss Conference of Cantonal Ministers of Social Affairs
SVC	Swiss Union of Cities
TPF	Tobacco Control Fund
VBGF	Association of Cantonal Liaison Officers for Health Promotion in Switzerland
VKS	Swiss Association of Cantonal Officers of Health
VSPB	Federation of Swiss Police Officers