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Item No: 6

Meeting Date: Wednesday 21st February 2024

**Glasgow City
Integration Joint Board
Public Engagement Committee**

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Safer Drug Consumption Facility: Update on Engagement

Purpose of Report:

The purpose of the report is to update the IJB Public Engagement on the engagement activity that was undertaken between November 2023 and January 2024 to plan for implementation of a Safer Drug Consumption Facility (SDCF) in Glasgow City, as approved at the IJB in September 2023. The report updates Committee on the activity undertaken, the output from engagement activity and the activity planned for the next phase of engagement.

Background/Engagement:

In [September 2023](#) a report was presented to the IJB seeking approval to progress with implementation of the Safer Drug Consumption Facility (SDCF) pilot in Glasgow City. That report remitted consideration and monitoring of the engagement to inform the planning and implementation of the SDCF to the Public Engagement Committee. A presentation to the Committee in November outlined the approach to engagement and the Engagement Strategy was presented to, and approved by, the IJB in [November 2023](#).

This Engagement Strategy included prioritization of engagement for those most affected by the proposed service between November 2023 and January 2024, followed by wider engagement activity from February 2024. Engagement activity has been ongoing since the IJB.

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Governance Route:	<p>The matters contained within this paper have been previously considered by the following group(s) as part of its development.</p> <p>HSCP Senior Management Team <input type="checkbox"/></p> <p>Council Corporate Management Team <input type="checkbox"/></p> <p>Health Board Corporate Management Team <input type="checkbox"/></p> <p>Council Committee <input type="checkbox"/></p> <p>Update requested by IJB <input type="checkbox"/></p> <p>Other <input checked="" type="checkbox"/></p> <p>SDCF Implementation Board</p> <p>Not Applicable <input type="checkbox"/></p>
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Recommendations:	<p>The IJB Public Engagement Committee is asked to:</p> <p>a) Note the contents of this report.</p>
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Relevance to Integration Joint Board Strategic Plan:

<p>The implementation of the Safer Drug Consumption Facility will support the IJB/HSCP to meet the Partnership Priorities laid out within the Strategic Plan 2023-26. In particular the SDCF will support the priorities of Prevention, early intervention and well-being, Supporting greater self-determination and informed choice, Supporting people in their communities and Strengthening communities to reduce harm.</p>

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	<p>The SDCF will contribute to meeting the following health and wellbeing outcomes for health and social care services:</p> <p>People who use health and social care services have positive experiences of those services, and have their dignity respected; Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services; Health and social care services contribute to reducing health inequalities; People who use health and social care service are safe from harm.</p>
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Personnel:	<p>Alcohol and Drug Recovery Services will recruit, train and manage the workforce required to deliver a Safer Drug Consumption Facility. Staffside and GCC Unison are involved in the workforce planning for new posts.</p>
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Carers:	<p>Family member and carer representatives have been consulted as part of the engagement strategy.</p>
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Provider Organisations:	<p>Provider organisations operating with the proximity of the SDCF have been invited to participate in the engagement efforts. This includes local providers of services which are not contracted to deliver health and social care services by Glasgow City HSCP. Implications for provider</p>
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	organisations are considered through the SDCF Implementation Board.
Equalities:	An EQIA has been completed and published and has informed engagement activity to date. This has been reviewed in January 2024 following further engagement.
Fairer Scotland Compliance:	In seeking to offer a safer environment for drug consumption, co-located with a range of associated services and advice, the facility will contribute to supporting people to make choices that will help offset the impacts of socio-economic disadvantage often associated with this service user group.
Financial:	The financial framework for the operational costs for the facility have been agreed with Scottish Government, and operational costs will be delivered within this financial envelope. As per previous paper in September 2023, the implementation of an SDCF is likely to result in reduced costs to other parts of the health, social care and criminal justice system. The IJB previously agreed to earmark funds for the redesign works required to the Hunter Street Health and Care Centre to accommodate these services. Costs will be met from within this allocation.
Legal:	<p>Legal advice and Counsel opinion has been sought to ensure that NHS Greater Glasgow and Clyde and Glasgow City Council staff can deliver the facility within existing legislation. The SDCF will be delivered alongside other Alcohol and Drug treatment services aimed at reducing harms and providing pathways into treatment, care and recovery. Operational policies should be strictly adhered to and will be monitored closely. Final King's Counsel opinion has been sought.</p> <p>The Lord Advocate had indicated that she will provide a public statement of prosecution policy, so that service users will not be prosecuted for possession of drugs whilst using the SDCF.</p>
Economic Impact:	It is hoped that there may be economic benefits to the city as a result of the reduction of the visibility of drug misuse in public places and the reduction of drug-related litter being visible on the streets. Any economic impacts experienced will be considered as part of the evaluation exercise.
Sustainability:	None.
Sustainable Procurement and Article 19:	None.

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Risk Implications:	The implementation within Glasgow of the first facility of its kind in Scotland, carries with it a degree of reputational risk for Glasgow City Council, NHS Greater Glasgow and Clyde and Glasgow City IJB. Such risks are identified, monitored and mitigated through the SDCF Implementation Board, and will continue to be monitored via appropriate governance routes following implementation of the facility.
Implications for Glasgow City Council:	<p>There are a number of implications for both Glasgow City Council and NHS Greater Glasgow and Clyde, including political and reputational impacts, positive impacts on the local community and media attention.</p> <p>There may also be increased demand for additional services as a result of successful sustained engagement with health and social care supports for a cohort of individuals who historically may be engaged on a sporadic and/or unscheduled basis. Resource implications of an increased uptake in consistent and preventative health and social care supports may be offset by a reduction in demand for unscheduled care services such as acute health services and crisis / emergency social care services.</p>
Implications for NHS Greater Glasgow & Clyde:	<p>There are a number of implications for both Glasgow City Council and NHS Greater Glasgow and Clyde, including political and reputational impacts, positive impacts on the local community and media attention.</p> <p>There may also be increased demand for additional services as a result of successful sustained engagement with health and social care supports for a cohort of individuals who historically may be engaged on a sporadic and/or unscheduled basis. Resource implications of an increased uptake in consistent and preventative health and social care supports may be offset by a reduction in demand for unscheduled care services such as acute health services and crisis / emergency social care services.</p>

1. Purpose

- 1.1 The purpose of the report is to update the IJB Public Engagement on the engagement activity that was undertaken between November 2023 and January 2024 to plan for implementation of a Safer Drug Consumption Facility (SDCF) in Glasgow City, as approved at the IJB in September 2023. The report updates Committee on the activity undertaken, the output from engagement activity and the activity planned for the next phase of engagement.

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2. Background

- 2.1. In [September 2023](#) a report was presented to the IJB seeking approval to progress with implementation of the Safer Drug Consumption Facility (SDCF) pilot in Glasgow City. That report remitted consideration and monitoring of the engagement to inform the planning and implementation of the SDCF to the Public Engagement Committee. A presentation to the Committee in [November 2023](#) outlined the approach to engagement and the Engagement Strategy was presented to, and approved by, the IJB in [November 2023](#).
- 2.2. This Engagement Strategy included prioritization of engagement for those most affected by the proposed service between November 2023 and January 2024, followed by wider engagement activity from February 2024. Engagement activity has been ongoing since the IJB.
- 2.3. The development and implementation of a robust public engagement plan is a key element of providing assurance to the Lord Advocate, Dorothy Bain KC, in advance of a further approach by Glasgow City HSCP to request a public statement of prosecution policy to support implementation of an SDCF. The IJB approved in January 2024 the approach to the Lord Advocate to request a statement of prosecution policy to the effect that it would not be in the public interest to prosecute users of that facility for simple possession offences committed within the confines of the facility.

3. Engagement activity

- 3.1. Engagement activity has been overseen by the Implementation Board for the Safer Drug Consumption Facility (SDCF) and managed by the Communication and Engagement workstream group.
- 3.2. Phase 1 engagement has focused on stakeholders and community groups geographically closest to the facility, including Elected Members, Community Councils, Area Partnerships, Registered Social Landlords, and the Locality Engagement Forum. Businesses within the immediate vicinity have also been contacted. Table 1 below details the full list of different groups and organisations that participated in the phase 1 engagement.

Table 1: Groups and organisations by stakeholder group

Stakeholder Group	Groups / Organisations
Integration Joint Board Members, Council Elected Members, Community Councils and Health Board Members	Ward 9 (Calton) Elected Members
	Calton Community Council (inc. MSP/MP attendance)
	NHS GGC Board
	Ward 10 (Anderston/City/Yorkhill) Elected Members
	Ward 22 (Dennistoun) Elected Members
People who inject drugs and recipients of associated services	Alcohol and Drugs Partnership Reference Group (Women's)
	Alcohol and Drugs Partnership Reference Group (Mixed)

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	South Community Recovery Network
	North West Recovery Community
	Alcohol and Drugs Partnership City Centre Engagement Group (Reference Group)
	Simon Community Women's Group
	North East Recovery Community
	We are With You (WAWY) Service Users Group
Families, Carers and their Representatives	Alcohol and Drugs Partnership Reference Group (Families)
Local Communities	Local Engagement Forum (North West)
	Local Engagement Forum (North East)
	Glasgow City North East Sector Area Partnership
	Residents living within immediate vicinity, not attached to Community Council or Local Engagement Forum
Local Businesses	Local Property Developer
	Morrisons
	Scottish Fire and Rescue (Bell Street)
Housing Associations / Registered Social Landlords	Molendinar Park Housing Association
	Wheatley Group
	Thenue Housing Association
	West of Scotland Housing Association
	Milnbank Housing Association
	Parkhead Housing Association
	All East Registered Social Landlords
Partner Organisations	Alcohol and Drugs Partnership Members, inc. sub-group members
	Glasgow City Alcohol Licensing Forum
Providers and contractors of health and social care services – independent and third sectors	Turning Point Scotland
	Simon Community Scotland
	Corra Foundation
	Waverley Care
	Glasgow Council on Alcohol
	GEAPP
	We Are With You
	Phoenix Futures
	Bethany Trust
Other third sector and voluntary organisations who may have an interest	Scottish Community Safety Network (SCSN)
	Calton Area Association
	Harm Reduction Action Group
GCHSCP, GCC and NHSGGC staff	Alcohol and Drugs Partnership Reference Group (Staff)
	GADRS Staff
	Alcohol and Drug Recovery Services Staff
	Members of Harm Reduction Action Group
Other	Copenhagen SCDF
	Bergen SCDF
	Transform and Scottish Drugs Forum

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	SDCF Implementation Board and Working Group
	Scottish Parliament cross-committee on tackling drug deaths and drug harm
	UK Government Drugs Ministers

- 3.3 A variety of methods were used to engage with priority stakeholders in phase 1 including: face to face sessions (meetings, focus groups); online engagement opportunities with staff and other stakeholders; meetings with other drugs consumption facilities; media appearances; attendance at seminars/conference by invitation; social media and website feedback opportunities; staff newsletter articles; poster dissemination; visits to the facility and; drop in sessions. Table 2 below highlights the different methods of engagement and an estimate of the number of people that engaged via each method.

Table 2: Engagement methods and estimated reach

Engagement Method	Estimated Attendance
Face to Face Sessions	122
Online Sessions	282
Community Drop-in Sessions	31
Public Meetings	14
Other Meetings	58
Other Engagement Methods	Number of Meetings
Glasgow Facility Visits	4
Visits to Other Facilities	3
Meetings with Government Ministers, Elected Members, Community Councils	7

- 3.4 An [SDCF webpage](#) is live on the Glasgow HSCP site and will be updated regularly. The webpages provide information to potential users of the service, family members and community members, and offers an opportunity to provide feedback. A video has been created to reflect service user and family members views, with a descriptor of the service, and is available on the webpages.
- 3.5 The focus of engagement varied according to the stakeholder and the engagement method. Table 3 below captures details of the key areas of discussion that formed the basis of engagement activity.

Table 3: Focus of engagement

Key Themes	Example Discussions
Operating Procedure	Operating times Data sharing Age of service users Registration process Confidentiality Safeguarding vulnerable people
Crime	Criminal activity Drug dealing within the area
Legal / Policing	Police presence outside the facility

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	Police entering the facility Legal framework
Service Model	Name of Facility Drug testing Privacy Aftercare and Support Services Staffing
Building	Location of the facility Floorplan Colour themes Furniture styles Smoking / Ventilation room
Impact on Local Area	Impact on property prices Potential increase in presence of drug dealers and drug users

- 3.6 A template was used to capture feedback from sessions in as consistent a manner as possible, with output then recorded in a feedback log to enable analysis and trends. All feedback is being collated and issues are being addressed in person and through use of the [Frequently Asked Questions](#) document.
- 3.7 Drop-in sessions took place throughout January to offer one to one/small group discussions with community members and provide information on the service, location and anticipated impact. These were advertised in a range of venues across the community, and via partners to ensure as wide a reach as possible. The feedback from those sessions is currently being reviewed by officers.

4. Feedback from Phase 1 Engagement

- 4.1 A series of community meetings (including Community Council, Local Engagement Forums and Area Partnerships) have been attended by key project leads, affording an opportunity to share a presentation, discuss concerns and answer questions. Following feedback that these sessions were not reaching local residents, a series of drop-in sessions were arranged in the Calton Heritage Centre, covering daytime and evening. These were advertised in local shops, libraries and GP surgeries. These sessions have allowed local residents to attend and discuss concerns, ask questions and hear the project details from project leads. Some community members highlighted that details of the sessions were not widely known across the community, with a request to consider local leaflet drops to residents for future meetings. There was also a request to consider an alternative community venue. The arrangements for future drop-in sessions are underway, with plans to offer two per month in March, April and May 2024.
- 4.2 Local residents raised concerns around community safety and the possibility that the project will increase the prevalence of crime and anti-social behavior. The team were able to alleviate some anxiety with full detail of the service model, evidence from other facilities across the world, and sight of the building plans. Whilst some people remain concerned, they were assured that the specific issues will be captured by the evaluation team to ensure that these are included as part of the impact on the local community.

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- 4.3 Concerns were also highlighted in the drop in sessions and other forums that the service will encourage, rather than address, drug use, and similarly that investment should be in other areas of treatment and care. These were addressed by describing the intended service user population and the difficulties that they experience in engaging in traditional treatment services, as well as the aims to reduce significant harms in the first instance, and a multi-disciplinary approach post-injection to consider wider needs including recovery potential. The SDCF video also attempts to address this issue.
- 4.4 Other local community members have attended sessions with queries and have responded with positive feedback, particularly around the anticipated reduction in public injecting and drug-related litter in the area.
- 4.5 The team have also addressed misinformation relating to the Statement of Public Prosecution and service model, some of which has been incorporated into a refresh of the Frequently Asked Questions document.
- 4.6 Significant time has also been assigned to engagement with people with lived and living experience of drug use and this has been hugely useful to the planning and implementation process of the project. The Alcohol and Drug Partnership (ADP) Lived Experience (LE) Reference Groups and Recovery Communities are well informed and fully engaged in the wider work of the ADP. Engagement has produced insightful questions and significant issues that have informed the design of the service. This has included the need to consider a smoking area to support people's use of the aftercare area, which has altered building plans, and input into the service model.
- 4.7 Early in the engagement process the ADP Women's LE Reference Group raised the additional barriers to using the service for women. They have worked closely with leads and are assisting the properties team with the design, furnishings and layout of the service, to make it as welcoming as possible for women. Women's services will also be considered as part of the supports available within the aftercare area.
- 4.8 Engagement with people actively involved in injecting drug use has reassured leads that the location of the service is correct, and the feedback has confirmed that active outdoor injectors are keen to use the facility.
- 4.9 Engagement with the ADP Families Reference group was similarly positive once the model had been explained. Family members were particularly supportive of the aftercare area offering a place where their loved one could receive some basic kindness, dignity, information and support, and an opportunity to consider some positive changes.
- 4.10 The SDCF Implementation Board meets on a four weekly basis and has representation from local Registered Social Landlords, Third Sector, and Recovery.

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5. Phase 2 engagement

- 5.1 As above, the Engagement Strategy clearly sets out the intention to focus the first phase of engagement on those stakeholders with the greatest level of interest or those most affected by the new service.
It was important to focus the time and resources of the HSCP on these stakeholders to shape the development of the service and identify any concerns or anxieties that could be mitigated as early as possible.
- 5.2 Phase 2 of the Engagement Plan will seek to offer engagement opportunities to a wider group of stakeholders and interested parties, as well as continuing engagement with local residents, businesses and potential users of the service.
- 5.3 The Communications and Engagement Group are currently drawing up a detailed action plan for the wider local community, and for any interested parties across the city, to enable those who might not be the target group for the service or might not live/work within the immediate vicinity an opportunity to engage. This will again focus on informing the public and understanding any concerns or anxieties that people may wish to discuss.
- 5.4 The methods and scheduling of activity will be agreed in the coming weeks but as with Phase 1, a variety of methods will be made available to encourage engagement with as wide a group as possible. Further details will be shared with the Committee in a future update.

6. Next steps

- 6.1 A Phase 2 action plan will be finalised and signed off by the SDCF Implementation Board, and engagement activity will progress to influence and support the implementation of the service. Further updates will be provided to the Committee as required.
- 6.2 The Communications and Engagement Group will consider the scope of the Engagement Plan to determine the ongoing role of engagement post-implementation, when the focus will switch to monitoring and evaluation of the service. It is intended that the Implementation Board will move to an oversight group once the service is launched, which will include community representation.
- 6.3 An Equality Impact Assessment for the SDCF was completed and published on the HSCP website in November 2023 ([EQIA - Safer Drug Consumption Facility | Glasgow City Health and Social Care Partnership \(hscp.scot\)](#)). The EQIA has been updated to reflect the level of engagement activity undertaken to date and will be published in February 2024.

7. Recommendations

- 7.1. The IJB Public Engagement Committee is asked to:
- a) Note the contents of this report.

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