



Item No: 7

Meeting Date: Wednesday 27th September 2023

Glasgow City Integration Joint Board

Report By: Susanne Millar, Chief Officer

**Contact: Kelda Gaffney, Head of Adult Services (Specialist Mental Health Services and Alcohol and Drug Recovery Services)
Dr Saket Priyadarshi, Associate Medical Director and Senior Medical Officer, Glasgow Alcohol and Drug Recovery Services**

**Phone: 0141 201 6626
0141 303 8948**

Implementation of Safer Drug Consumption Facility

Purpose of Report:

The purpose of the report is to update the IJB on the proposed implementation of a Safer Drug Consumption Facility in Glasgow City, following communication from the Lord Advocate which provides reassurance that a statement of prosecution policy will be provided. The paper outlines consultation and engagement plans with community members and local businesses. The report further seeks approval to progress recruitment to the staffing model within the financial framework when budget is made available by Scottish Government.

Background/Engagement:

A Safer Drug Consumption Facility was first proposed in [2016](#), following publication of a health needs assessment of people who inject drugs in public places. A [full business case](#) was presented to the IJB in February 2017 however could not progress in the absence of support from the Crown Office in the form of change to prosecution policy. The Lord Advocate reviewed the proposals in relation to the draft business case, alongside Counsel opinion commissioned by NHSGGC and GCC. The Lord Advocate declined to issue a statement of public prosecution and instead noted that any changes to the Misuse of Drugs Act 1971 was reserved by Westminster UK Parliament.

	<p>Glasgow City HSCP approached the Lord Advocate in 2022, with a revised proposal, requesting further consideration to a public statement of prosecution policy that would support the implementation of a Safer Drug Consumption Facility (SDCF). The proposal outlined the delivery of an SDCF alongside a range of specialist harm reduction and treatment and care services, with pathways into longer term recovery. Operational policies and procedures were provided, along with refreshed Counsel opinion commissioned by GCC and NHSGGC.</p> <p>The Lord Advocate communicated with Glasgow City HSCP on 11th September 2023, confirming that she would be prepared to publish a statement of prosecution policy to the effect that it would not be in the public interest to prosecute users of that facility in terms of section 5(2) of the Misuse of Drugs Act 1971 for simple possession offences committed within the confines of the Safer Drug Consumption Facility.</p> <p>The Lord Advocate makes clear that the position is based on a robust evaluation of the pilot phase of the SDCF, and assurance that engagement will take place with the wider community.</p> <p>A communications and engagement short-life working group has been established, with membership inclusive of Glasgow City HSCP, Glasgow Alcohol and Drug Partnership, Police Scotland, Scottish Government and Crown Office. A full Engagement Plan is being developed by Glasgow City HSCP officers but will include; presentation to the local Community Council, Local Engagement Forum and Lived and Living Experience groups; updates to elected members in ward 9; engagement with local businesses; and wide sharing of a Frequently Asked Questions document which can be supplemented to reflect common questions through engagement activity.</p>
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 checked="" type="checkbox"/></p> <p>Other <input checked="" type="checkbox"/></p>

	Glasgow City IJB Public Engagement Committee NHS GGC Central Legal Office Glasgow City Council Legal Services and Senior Counsel Not Applicable <input type="checkbox"/>
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Recommendations:	<p>The Integration Joint Board is asked to:</p> <ul style="list-style-type: none"> a) Note the contents of the report; b) Support engagement activity as detailed and the development of a full Engagement Plan; and c) Approve the implementation of the Safer Drug Consumption Facility in line with the financial envelope made available.
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Relevance to Integration Joint Board Strategic Plan:

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.

Implications for Health and Social Care Partnership:

Reference to National Health & Wellbeing Outcome(s):	The SDCF will contribute to meeting the following health and well being outcomes for health and social care services; 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 services are safe from harm.
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Personnel:	Alcohol and Drug Recovery Services will recruit, train and manage the workforce required to deliver a Safer Drug Consumption Facility.
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Carers:	None
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Provider Organisations:	Any provider organisations operating with the proximity of the SDCF will be invited to participate in the engagement efforts prior to implementation of the facility. This would include local providers of services which are not contracted to deliver health and social care services by Glasgow City HSCP.
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Equalities:	A full EQIA will be completed during the engagement and planning phase of implementation of the SDCF in order to identify and wherever possible mitigate impacts on groups with protected characteristics.
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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:	<p>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 business case and international evidence base, the implementation of a SDCF is likely to result in reduced costs to other parts of the health, social care and criminal justice system.</p> <p>The IJB previously agreed to earmark funds for the redesign works required to the building at Hunter Street to accommodate these services. Costs will be met from within this allocation.</p>
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.</p> <p>The Lord Advocate had indicated that they will provide a public statement of prosecution policy 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
Risk Implications:	The implementation within Glasgow of the first facility of its kind in Scotland, which is likely to polarise opinion, carries with it a degree of reputational risk for Glasgow City Council, NHS Greater Glasgow and Clyde and Glasgow City IJB. Such risks will be identified, mitigated and monitored through the

	relevant governance routes during and subsequent to implementation of the facility.
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Implications for Glasgow City Council:	There are a number of implications for both the Council and Health Board, including political and reputational impacts, positive impacts on the local community and media attention. There may also potentially 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 unscheduled basis with these services. 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.
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Implications for NHS Greater Glasgow & Clyde:	There are a number of implications for both the Council and Health Board, including political and reputational impacts, positive impacts on the local community and media attention. There may also potentially 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 unscheduled basis with these services. 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.
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Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	<input type="checkbox"/>
2. Glasgow City Council	<input type="checkbox"/>
3. NHS Greater Glasgow & Clyde	<input type="checkbox"/>
4. Glasgow City Council and NHS Greater Glasgow & Clyde	<input checked="" type="checkbox"/>

1. Purpose

The purpose of the report is to update the IJB on the proposed implementation of a Safer Drug Consumption Facility in Glasgow City, following communication from the Lord Advocate which provides reassurance that a statement of prosecution policy will be provided. The paper outlines consultation and engagement plans with community members and local businesses. The report further seeks approval to progress implementation of the Safer Drug Consumption Facility in line with the funding provided by Scottish Government.

2. Background

- 2.1. A Safer Drug Consumption Facility (SDCF) in Glasgow City was first proposed in 2016 following the outbreak of HIV in people who inject drugs in Glasgow city centre. It is an outstanding recommendation from “*Taking Away the Chaos*”, a health needs assessment of people who inject drugs in public places. The full report can be accessed at:
[nhsggc health needs drug injectors full.pdf](#).
- 2.2. The Integration Joint Board of 31 October 2016 approved the development of a full business case for a co-located Safer Drug Consumption Facility and Heroin Assisted Treatment service pilot in Glasgow city centre. The report is available at:
<https://glasgowcity.hscp.scot/publication/item-no9-safer-consumption-facility-and-treatment-service-pilot>
- 2.3. A draft business case was presented to the IJB on 15 February 2017, outlining the economic, social, public health and recovery case for development of a Safer Drug Consumption Facility (SDCF) and Heroin Assisted Treatment Service (HAT). This report and draft business case is available at
<https://glasgowcity.hscp.scot/publication/item-no13-safer-consumption-facilities-and-heroin-assisted-treatment>
- 2.4. A further update report was presented in June 2017, and is available at:
<https://glasgowcity.hscp.scot/publication/item-no9-safer-drug-consumption-facility-and-heroin-assisted-treatment>
- 2.5. This was followed by a further updated in November 2017 which is available at:
<https://glasgowcity.hscp.scot/publication/item-no-18-safer-drug-consumption-facility-and-heroin-assisted-treatment>
- 2.6. Following advice from NHS GGC Central Legal Office, Glasgow City Council Legal Services and external counsel, the HSCP sought the necessary legal exemptions from Scotland’s Lord Advocate in 2017. In January 2018, an update to the IJB reported that the Lord Advocate had declined the request and had advised that officers pursue discussions with the Scottish Government in the first instance to progress the necessary legal exemptions. This report is available at:
[ITEM No 14 - Safer Drug Consumption Facility and Heroin Assisted Treatment.pdf \(hscp.scot\)](#)
- 2.7. The proposals had included implementation of an SDCF alongside a Heroin Assisted Treatment (HAT) service. HAT could be implemented within current legislation and licensing processes, and Glasgow City HSCP proceeded in light of the delays caused by securing a legal framework for an SDCF. HAT was implemented with the development of the Enhanced Drug Treatment Service (EDTS) at Hunter Street Health AND Social Care Centre and has been operational since December 2019. Two evaluations of EDTS were undertaken, by NHS Greater Glasgow and Clyde (to be published shortly); and a CSO funded academic evaluation led by Glasgow Caledonian University [HIPS1919report.pdf \(scot.nhs.uk\)](#)

- 2.8. In 2022, the Scottish Government Drugs Minister approached Glasgow City HSCP (GCHSCP) to request a new proposal for an SDCF that could be delivered within existing legislation for consideration by the new Lord Advocate. GCHSCP thereafter worked with Scottish Government, Crown Office and Police Scotland to develop a new proposal, which was submitted to the Lord Advocate.

3. Safer Drug Consumption Facility Proposal

- 3.1. There is overwhelming international evidence which demonstrates that Safer Drug Consumption Facilities can improve the health, wellbeing and recovery of people who use the facility and reduce the negative impact that public injecting has on local communities and businesses. As described in the previous reports presented to the IJB, SDCFs have been shown to reduce public injecting and discarded needles, and remove barriers to, and improve the uptake into, treatment and care. Positive impact on social, economic, public health and recovery outcomes are highlighted within the draft business case presented to the IJB in February 2017, <https://glasgowcity.hscp.scot/publication/item-no13-safer-consumption-facilities-and-heroin-assisted-treatment>
- 3.2. A revised proposal for implementation of a Safer Drug Consumption Facility was developed in 2022/23 and has included key partners including Police Scotland and Scottish Government.
- 3.3. The revised proposal is to implement the SDCF alongside a number of services for the target population, including Enhanced Drug Treatment Service, Alcohol and Drug Recovery Services, Enhanced harm reduction services, Blood Borne Virus, Sexual Health Services, and visiting Recovery and Social Wellbeing services. An SDCF therefore is one of a range of services available on site aimed at reducing significant harms associated with injecting drug use.
- 3.4. The proposal remains based on European and international evidence from existing Drug Consumption Facilities, whilst removing aspects of the previous specification such as an inhalation room.
- 3.5. The SDCF will be situated in Hunter Street Health and Social Care Centre, and is well known to the target population and key partners. The site offers a discrete base, closely located to the city centre, and implementation of the Enhanced Drug Treatment Service within the centre has not caused significant challenges for the community.
- 3.6. Advice was sought from NHS GGC Central Legal Office, Glasgow City Council Legal Services and Senior Counsel, to seek assurance that a Safer Drug Consumption Facility could operate within current legislation, with both civil and criminal law aspects reviewed. Standard Operating Policies were presented to Senior Counsel as mitigation against criminal activity by staff, Glasgow City Council and Greater Glasgow Health Board. Senior Counsel advised on some amendments to the Operational policies and with said amendments, NHS GGC Central Legal Office and Glasgow City Council Legal Services were satisfied that GCHSCP could operate an SDCF lawfully, with strict adherence to the operational policies. This did not however

mitigate against risks for users of the service, and prosecution could still be pursued for any person using the service who was in possession of drugs.

- 3.7. The revised proposal and a range of Operational Policies were submitted to Crown Office for consideration, in line with the request for a public statement of prosecution policy for people using the SDCF, to enable the safe operation of the service.
- 3.8. Lord Advocate Dorothy Bain KC wrote to GCHSCP on 11th September 2023 and intimated that, on the basis of the revised proposal and accompanying Operational Policies, she would be prepared to publish a statement of prosecution policy to the effect that it would not be in the public interest to prosecute users of that facility in terms of section 5(2) of the Misuse of Drugs Act 1971 for simple possession offences committed within the confines of the facility. It was noted that the precise terms of the statement of prosecution policy would be confirmed at the point of an SDCF becoming operational. This communication from Crown Office is significant in that people who wish to use an SDCF could do so without risk of prosecution for possession of drugs within the facility. The communication is attached at Appendix 1.
- 3.9. Lord Advocate Dorothy Bain KC noted two important assumptions within her consideration; that engagement with the wider community would take place and that the pilot phase of the Safer Drug Consumption Facility would be subject to thorough evaluation.

4. Implementation of a Safer Drug Consumption Facility

- 4.1. As noted above, the service will be located at Hunter Street Health and Social Care Centre. The building requires significant redesign and will be subject to building warrant application. Draft plans have been prepared and include a new reception area, injecting area with booths, post-injection area, treatment rooms, and recovery/aftercare area.
- 4.2. Operating hours are based on the need to offer a flexible and responsive service outwith core service hours. The SDCF will therefore operate 365 days per year, from 9am to 9pm.
- 4.3. The IJB previously agreed to earmark funds for the redesign works required to the building at Hunter Street to accommodate these services. Costs will be met from within this allocation and a timeline is currently being developed.
- 4.4. Scottish Government will fund the operational costs associated with the pilot phase of the SDCF, including all staffing costs. A funding proposal was submitted to Scottish Government and confirmation has been received that full allocation will be made available from 1st April 2024 (Appendix 2). An annual uplift will be included to reflect increased budget requirements associated with staff pay awards. Start-up costs including those associated with the recruitment of staff is likely to be phased in 2024/25, based on expected start date of service.
- 4.5. As an integrated team, the skillmix for the SDCF will include managerial, medical, nursing, social care and peer support staff.

- 4.6. The service will be managed and governed within Alcohol and Drug Recovery Services, Glasgow HSCP and regular updates will be provided throughout the pilot phase to a range of existing care and clinical governance structures, reporting into the Alcohol and Drug Partnership and the IJB.
- 4.7. A workforce development group will be established to include GCHSCP senior managers, clinicians and HR representatives, and GCC trade unions and NHSGGC Staffside will be invited to join the group. A recruitment timeline will align with completion of redesign works and opening of the SDCF. Learning from the Enhanced Drug Treatment Service provides evidence of the need to take a different approach to recruitment and training with staff, as well as ongoing governance requirements.

5. Public Engagement

- 5.1. As indicated in the communication from Lord Advocate, public engagement is expected to be prioritised and has been included in all plans associated with the implementation of a Safer Drugs Consumption Facility.
- 5.2. Glasgow City HSCP Officers are developing a robust engagement plan, detailing activity to date and planned public and stakeholder engagement activity over the coming months. A report updating on public and stakeholder engagement activity will be presented to the Glasgow City IJB Public Engagement Committee in November 2023.
- 5.3. As noted in the paper presented to the Public Engagement Committee on 27th September 2017, a range of stakeholder engagement activity had taken place at that time including communications with Elected Members, Alcohol and Drug Partnership members, and Recovery Communities. It was agreed however that wider public engagement, including local residents and businesses, would be of limited value in the absence of an identified site for the SDCF delivery.
- 5.4. A Communications and Engagement group has been established, with membership inclusive of Glasgow City HSCP, Glasgow Alcohol and Drug Partnership, Police Scotland, Scottish Government and Crown Office. The group have developed a Frequently Asked Questions document (Appendix 3), which will be updated regularly to take account of enquiries emerging from engagement sessions. This will be published on Glasgow City HSCP website for any individuals and businesses unable to attend planned engagement sessions and offers contact details to submit comments.
- 5.5. The Safer Drug Consumption Facility will be implemented in Hunter Street Health and Social Care Centre, which is situated within Ward 9 - Calton. Officers from the Health and Social Care Partnership have recently approached Calton Community Council to arrange to meet with them to present detail of the proposals and respond to questions. This meeting will take place imminently.
- 5.6. HSCP officers will support engagement with the Locality Engagement Forums, to allow discussion of the proposals and respond to any queries.

- 5.7. HSCP officers will arrange to meet with local Registered Social Landlords to provide an overview and respond to questions to support their engagement with residents.
- 5.8. Additional drop-in sessions will be organised for Glasgow City residents and local businesses to be briefed on the proposals and ask further questions. These will be publicised on the Glasgow City HSCP website and social media channels.
- 5.9. The engagement plan will include direct updates to Elected Members for Ward 9, Members of Parliament with responsibility for Glasgow Central and Glasgow East, North East and South, and the Member of the Scottish Parliament for Glasgow East as well as Glasgow Regional Members of Scottish Parliament.
- 5.10. Glasgow Alcohol and Drug Partnership facilitate a number of lived and living experience reference groups, representing the public injecting population, people actively engaging in treatment and care, individuals who are part of recovery communities across the city, women in recovery and family members. Engagement will be planned with these groups both to inform and respond to queries, and to influence and support the development of the service, particularly the aftercare aspects of the SDCF which will provide opportunities to engage with individuals on wider health and social wellbeing interventions.
- 5.11. An Equalities Impact Assessment will be developed prior to the implementation of the Safer Drug Consumption Facility.

6. Evaluation

- 6.1. The SDCF will be subject to a robust independent evaluation studying the impact on service users, staff, local communities and businesses, and whether anticipated wider societal benefits such as cost reductions in other services are realised.
- 6.2. A planning group for the evaluation, led by NHS GGC Public Health and involving colleagues from Scottish Government, Public Health Scotland and academia, has been established and is developing costed plans for pre-implementation data collection. Public Health Scotland is providing funding for the necessary pre-implementation preparation and baseline data collection for the evaluation. Funding for the remainder of the evaluation has yet to be secured.
- 6.3. The evaluation will be commissioned by the Alcohol and Drug Partnership, and updates will be reported within agreed timescales.

7. Recommendations

- 7.1. The Integration Joint Board is asked to:
 - a) Note the contents of the report;
 - b) Support engagement activity as detailed and the development of a full Engagement Plan; and
 - c) Approve the implementation of the Safer Drug Consumption Facility in line with the financial envelope made available.

Direction from the Glasgow City Integration Joint Board

1	Reference number	270923-7
2	Report Title	Implementation of a Safer Drug Consumption Facility
3	Date direction issued by Integration Joint Board	27 th September 2023
4	Date from which direction takes effect	27 th September 2023
5	Direction to:	Glasgow City Council and NHS Greater Glasgow and Clyde jointly
6	Does this direction supersede, revise or revoke a previous direction – if yes, include the reference number(s)	Yes (210617-9-a) Revises
7	Functions covered by direction	Glasgow HSCP Alcohol and Drug Recovery Services; Glasgow Alcohol and Drug Partnership
8	Full text of direction	Glasgow City Council and NHS Greater Glasgow and Clyde are directed to implement the Safer Drug Consumption Facility, subject to receipt of Scottish Government funding.
9	Budget allocated by Integration Joint Board to carry out direction	Scottish Government have confirmed in writing their commitment to fund the operational costs for a Safer Drug Consumption Facility, including all staffing costs.
10	Performance monitoring arrangements	In line with the agreed Performance Management Framework of the Glasgow City Integration Joint Board and the Glasgow City Health and Social Care Partnership. The SDCF will also be formally evaluated through Public Health Scotland and Academia yet to be identified.
11	Date direction will be reviewed	August 2024



CROWN OFFICE
25 CHAMBERS STREET
EDINBURGH EH1 1LA

Telephone: 0300 020 3000

Susanne Millar
Chief Officer
Glasgow City Health and Social Care Partnership
Commonwealth House
32 Albion Street
Glasgow
G1 1LH

By Email: Susanne.Millar@glasgow.gov.uk

11th September 2023

Dear Chief Officer Millar,

I am writing in response to your request for a public statement of prosecution policy in relation to safer drug consumption facilities (SDCF).

The request was accompanied by a number of materials which outlined how your proposed SDCF would operate. I understand that you have taken legal advice and are content that the proposed facility could operate within the current legal framework, except in so far as users of the facility would be in possession of controlled substances in contravention of section 5(2) of the Misuse of Drugs Act 1971.

I was asked whether as Lord Advocate, I would consider issuing a statement of prosecution policy to the effect that where a facility of the type you described to open in Glasgow, it would not be in the public interest "to prosecute individuals for the possession of illegal substances within the confines of the described SDCF facility".

I have carefully considered that request together with the materials which accompanied it and those which were subsequently provided.

I understand that the proposed facility is intended to operate in an area where public injecting is already a significant issue and is intended to provide a means of engaging with those whom health and support services find most difficult to reach.

Central to my consideration of your request has been the fact that the proposed facility would be co-located with other services which are able to offer a range of support and assistance to those consuming drugs and which may provide resources to assist those using the facility into long term recovery.



Against this backdrop therefore, I can confirm that were a facility, of the type described in the documents which I have been provided with, to open as a pilot in Glasgow, then I would be prepared to publish a statement of prosecution policy to the effect that it would not be in the public interest to prosecute users of that facility in terms of section 5(2) of the Misuse of Drugs Act 1971 for simple possession offences committed within the confines of the facility.

The exact terms of the statement of prosecution policy can be confirmed if and when a facility opens.

You have not asked for the statement of prosecution policy to extend to individuals on their way to and from any facility, and I agree that it would not be appropriate for me to provide any such guarantee.

Nor have I been asked for a statement of prosecution policy to extend beyond simple possession of drugs offences. Where there to be allegations of supply of drugs for example, that would not be covered by any statement. If a death occurred within the facility, I would expect that to be fully investigated.

I have anticipated that the facility would operate as a pilot and that there will be careful evaluation of the facility and its potential impact.

I would in particular wish to be reassured about the community engagement around the proposed facility. I understand there is a plan in place for that work to be done but it has not yet commenced. I wish to emphasise the importance that I place in the engagement with the wider community on this.

Yours sincerely,

THE RIGHT HONOURABLE DOROTHY BAIN KC
LORD ADVOCATE

Population Health Directorate

Drugs Policy Division

E: orlando.heijmer-mason@gov.scot

Glasgow Health and Social Care Partnership

By email: Susanne.millar@glasgow.gov.ukKelda.gaffnet@glasgow.gov.ukSharon.wearing@glasgow.gov.uk

20 September 2023

Dear Susanne,

Funding Allocation Notice:**Safer Drug consumption Facilities Pilot Project – Glasgow**

1. Please consider this letter as notice that the Scottish Government is prepared to make up to £2,347,000 available per annum to Glasgow HSCP for the development, set up and running of the Safer Drug Consumption Facility Pilot Project in Glasgow, from April 2024/25. Glasgow HSCP has agreed to cover building work costs to adapt the facility for this purpose. This funding is available subject to meeting requirements outlined below and to the normal Parliamentary budget process. If funding is not provided as outlined below which requires the project to be stopped, this offer letter confirms that Scottish Government will be liable for agreed resultant exit costs.

Note on allocation timing and reserves

2. Funding will be accessible following the submission by Glasgow HSCP of annual forecasting and actual spend. A template for reporting will be provided for completion and return. This will detail the start-up costs for the project and the recurring revenue funding from the go live date. For the initial year of set up 2024-25, 50% of the funding will be allocated at the first opportunity with the 50% balance allocated following the receipt and review of the final return for 2024-25 including actual spend incurred. Once the project is established SG and Glasgow HSCP will review moving to a 70/30 split for financial year 2025-26 subject to the same receipt and review of final returns.

3. In addition to the financial returns, regular monitoring and evaluation reporting should be established. Discussion to be had on SG representation on the project delivery board.
4. We will issue tranche 1 allocations for SDCF, with a further review of opening date, staff costs and consumables during the year to establish the need for further funding. This will ensure allocation of additional funds is done so based on need and avoid a build-up of earmarked reserves being carried forward into future financial years.

Note on duration

5. Funding will be made available in the first instance until March 2027 for the initial stages of the pilot.
6. Funding confirmation for future years will be made available subject to outcomes of evaluation and review of pilot work to date. An initial review for future funding beyond the end of the pilot will be held 12 months before the end of the pilot. The evaluation must include within its scope the financial impact on the drug and alcohol services in Glasgow.

Kind regards,

ORLANDO HEIJMER-MASON

Deputy Director for Drugs Policy

Glasgow City's Safer Drug Consumption Facility

Glasgow City Health and Social Care Partnership is planning to establish a Safer Drug Consumption Facility (SDCF) in Glasgow City Centre.

Frequently Asked Questions

What is a Safer Drug Consumption Facility (SDCF)?

Safer drug consumption facilities (SDCFs) are supervised and controlled healthcare settings where people can consume drugs, obtained elsewhere, in the presence of trained health professionals, in clean and hygienic environments reducing the risk of overdose and infectious diseases whilst offering support and access to healthcare services.

They offer a compassionate, person-centred service which focuses on reducing the harms associated with injecting drug use and helps people access appropriate services to meet their needs. By doing so, they are able to reach an extremely vulnerable group who often do not engage with our existing services.

Safer Drug Consumption Facilities are also known as Supervised Drug Consumptions Rooms / Facilities (SDCR or SDCF), Safe / Supervised Injection Facilities (SIF), Safer Consumption Rooms (SCR), Overdose Prevention Sites (OPS), Drug Consumption Rooms (DCR) and Medically Supervised Injecting Rooms (MISR).

Why are these services being proposed for Glasgow?

Following an outbreak of HIV in people who inject drugs in public places, a health needs assessment 'Taking Away the Chaos' was undertaken in Glasgow city centre. This found there are approximately 400 to 500 people injecting drugs in public places in Glasgow city centre on a regular basis. Injecting in public spaces increases the risk of infection and other drug related harms, and also causes a risk to the public from discarded injecting equipment and needles.

The report made a number of recommendations, including the introduction of a SDCF which a large body of high-quality research suggests will help reduce the health and social consequences of public injecting in the city centre. These potential benefits are described in more detail below (See 'What are the expected benefits of these services?')

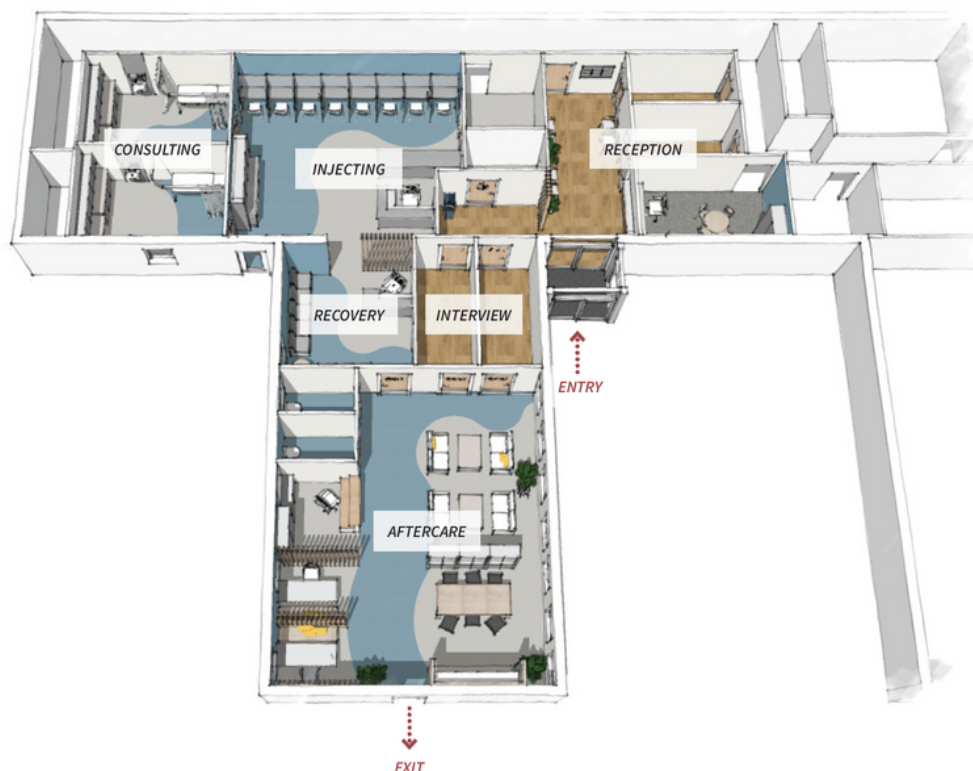
Glasgow city centre is the focus of the proposal since local evidence tells us that this area has a high concentration of people who inject drugs in public places, especially in the south-eastern area. Locating the facility in the area where public injecting is already taking place will maximise uptake by the target population.

What will the Glasgow SDCF look like?

This is an official service, staffed by health professionals, with close links to other health and social care services. The exterior of the building will look like any other Health and Social Care premises.

The facility will have a reception and waiting area, a separate private injecting area with individual booths, a recovery area with trained staff and an aftercare area where service users can interact with staff and representatives from a variety of support organisations.

Draft design of the Glasgow City SDCF



How will the service run?

The SDCF will be open 7 days a week, 365 days a year from 9am to 9pm.

All service users will be expected to register with the service before receiving support from the HSCP multidisciplinary team and key partners.

Service users will bring and prepare and inject their own drugs for use on site and cannot share drugs with others in the facility.

Do SDCFs encourage drug use?

SDCFs do not encourage drug use, but promote harm reduction, safer drug use and reduce drug related health issues and fatal overdoses. They support people to make and maintain contact with other services to help with treatment and recovery.

What is the legal status of these services?

Lord Advocate for Scotland announced that they would be prepared to publish a statement of prosecution policy to the effect that it would not be in the public interest to prosecute users of such a facility for possession of illegal drugs in an SDCF. Service users will be able to use drugs they bring on site, but will not be permitted to share or sell drugs within this facility.

What are the expected benefits of this service?

There are now more than 100 of these facilities worldwide, including Europe, Canada, and Australia. Evidence from these facilities suggest SDCFs can improve the health and recovery of those who use the facility and reduce the negative impact that public injecting has on local communities and businesses.

SDCFs have trained staff who are able to respond to overdoses, promote the use of clean equipment and safer injecting techniques, and provide links to healthcare and social services where needed. SDCFs provide cost savings by reducing the level of ill-health experienced by those who use these services, and so reduce the cost to wider health services, they reduce the amount of drug related litter in public spaces which requires cleaning up, and they reduce the impact on criminal justice and social work services.

The proposed SDCF will undergo an evaluation to understand if these established benefits are achieved for its service users, the nearby community and wider society.

How will these services help people to stop using drugs?

The Glasgow SDCF is targeted at people who have a long history of injecting drug use. The SDCF will provide opportunities to engage with this group, provide support for both health and social issues, and encourage engagement with treatment services.

SDCF will also offer on-site access to:

- Recovery-oriented services
- Other health services, such as GPs, wound care, testing and treatment for blood-borne viruses like HIV and sexual health advice
- Advice, support and independent advocacy on housing, welfare rights and other issues
- Alcohol and drug recovery services and wider health and social care services throughout the city.

How will a SDCF benefit me and my community?

SDCFs reduce public injecting, discarded needles and equipment, and public health risks associated with public injecting. Therefore SDCFs are a positive feature in the community where they are located. There is evidence to suggest that they do not increase crime or anti-social behaviour in the local area. The SDCF will be monitored and evaluated to demonstrate the impact it has on the local area and those who use the service.

Can we afford these services?

Research shows SDCFs reduce drug-related harm, including overdose and death, and infectious disease transmission. They produce an overall cost saving since they reduce the impact of ill health on NHS services, cleaning of public injecting spaces and Police and court time in handling issues which arise from injecting in public spaces.

Local calculations have found that the costs of acute hospital admissions among people who inject drugs in public places are extremely high – as are the costs of treating injecting-related infections, such as hepatitis C and HIV.

Funding for the SDCF has not been the result of diverting investment from other services.

Further information:

More information on public injecting and the proposed services can be found at:

Taking Away the Chaos: [nhsggc_health_needs_drug_injectors_full.pdf](#)

Sources:

[Changes in public order after the opening of a medically supervised safer injecting facility for illicit injection drug users - PMC \(nih.gov\)](#)

[Hedrich, D. \(2004\). European report on drug consumption rooms. Lisbon: EMCDDA](#)

[Reducing Opioid-Related Deaths in the UK, ACMD](#)

Contact us at: GCHSCP_Communications@glasgow.gov.uk