Item No: **10**

Meeting Date: **Wednesday 20th March 2024**

Glasgow City Integration Joint Board

Report By: **Sharon Wearing, Chief Officer Finance & Resources**

Contact: **Sharon Wearing**

Phone: **0141 287 8838**

Update on Safer Drug Consumption Facility Building Works Programme

Purpose of Report:	The purpose of the report is to update the IJB on the progress of the building works required to support the implementation of a Safer Drug Consumption Facility (SDCF) in Glasgow City, as approved at the IJB in September 2023. The paper provides an update on programme timelines and the work undertaken to date by all stakeholders involved in the process. This paper follows the IJB report tabled on 24th January 2024 which received IJB approval to progress with the full implementation of the SDCF pilot.

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 provided a summary of the background to proposals for the new service since 2016, including the delays in being able to progress development of the service due to the absence of support from the Crown Office in relation to prosecution policy in the absence of changes required to the Misuse of Drugs Act 1971, responsibility for which rests with the Westminster UK Parliament. 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. The IJB approved progress to implementation on 27th September 2023. The Lord Advocate requested reassurance in relation to evaluation of the pilot phase of the SDCF, and that community engagement is undertaken prior to implementation. The Engagement Strategy was presented to, and approved by, the IJB in November 2023 and engagement activity has continued since the IJB. In relation to the required building works on the Hunter Street site, a SDCF building workstream has been set up as part of the overall project with representatives from the HSCP Property Team and Operational Service Leads, NHS Greater Glasgow & Clyde Capital and Estates Team, Glasgow City Council representatives from Neighbourhood Regeneration & Sustainability and City Building. In addition, engagement with NHS Assure, and other Drug Consumption Facilities worldwide has been undertaken to inform the design process.

Governance Route:	The matters contained within this paper have been previously considered by the following group(s) as part of its development. HSCP Senior Management Team ☐ Council Corporate Management Team☐ Health Board Corporate Management Team ☐ Council Committee ☐ Update requested by IJB ☒ Other ☐ Not Applicable ☐

Recommendations:	The Integration Joint Board is asked to: a) Note the contents of this report; and b) Note the timeline for building works at Hunter Street to accommodate the Safer Drug Consumption Facility (SDCF).

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 wellbeing 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 service are safe from harm.
Personnel:	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.
Carers:	Family member and carer representatives have been consulted as part of the engagement strategy.
Provider Organisations:	None.
Equalities:	An EQIA has been completed and published and has informed engagement activity to date. https://glasgowcity.hscp.scot/publication/eqia-safer-drug-consumption-facility
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 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:	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. 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.

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:	Building works undertaken will be in line with City Building sustainability policies and procedures.

Sustainable Procurement and Article 19:	In line with City Building Procurement Guidelines.

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:	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. 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.

Implications for NHS Greater Glasgow & Clyde:	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. 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.

Direction Required to Council, Health Board or Both	
Direction to:	
1. No Direction Required	☒
2. Glasgow City Council	☐
3. NHS Greater Glasgow & Clyde	☐
4. Glasgow City Council and NHS Greater Glasgow & Clyde	☐

1. Purpose

1.1. The purpose of the report is to update the IJB on the progress of the building works required to support the implementation of a Safer Drug Consumption Facility (SDCF) in Glasgow City, as approved at the IJB in September 2023. The paper provides an update on programme timelines and the work undertaken to date by all stakeholders involved in the process. This paper follows the IJB report tabled on 24th January 2024 which received IJB approval to progress with the full implementation of the SDCF.

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 provides a full summary of the background to proposals for the new service since 2016, including the delays in being able to progress development of the service at that time.

2.2. A Safer Drug Consumption Facility Implementation Board was established in November 2023, chaired by the Assistant Chief Officer (Adults) / Interim Chief Social Work Officer, and meets four-weekly.

2.3. The Implementation Board provides a formal governance structure for the Safer Drug Consumption Facility (SDCF) in Glasgow, with an overview of the planning and implementation of the project. The Board ensures that all aspects of the service are developed within the current legal framework and oversees and coordinates progress of five sub-groups – Property, Workforce, Communication and Engagement, Evaluation, and Operational/Governance.

2.4. The Property sub-group, chaired by the Chief Officer, Finance and Resources, was established in October 2023 and meets fortnightly to provide a formal governance structure for the delivery of the project for the implementation of the SDCF at Hunter Street Health and Care Centre. The Property workstream will ensure that all aspects of the project are delivered within the current financial framework and adhere to Scottish Building Standards, working with key partners including people with lived and living experience. Work to finalise the detailed plans and programme of works for the build continues at pace.

2.5. The Property sub-group consists of representatives from the HSCP, Glasgow City Council (Neighbourhoods, Regeneration & Sustainability), NHS Greater Glasgow and Clyde and City Building. Engagement is also underway with NHS Assure and Lived Experience Groups. The sub-group has a defined Terms of Reference and Roles and Responsibilities Matrix copies of which are attached at Appendix A.

3. Progress To Date

3.1. 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.

3.2. To accommodate the SDCF within the Hunter Street site requires significant building redesign and is subject to building warrant application. Initial draft plans have been subject to review and consultation through the governance arrangements in place. The IJB previously agreed to earmark funds for the redesign works and costs will be met from within this allocation.

3.3. Floor layout and design plans have been finalised with all stakeholders Input. Copy of draft designs are included at Appendix B. Due to the specific operational needs of the facility, there has been a great deal of focus on the mechanical design which is challenging on two fronts. The first challenge is compliance with the Scottish Healthcare Technical Memorandum (SHTM's) which significantly increased the ventilation requirements in clinical settings post covid. The second challenge is ensuring that any fumes from any substances are extracted from the injecting room booths and do not impact on any staff that need to be present in this room.

3.4. We have liaised directly with NHS Assure on these challenges as there is currently no SHTM that covers the design of this type of system or this type of facility, given it is the first of its kind in the UK. There is no SHTM specifically for the ventilation associated with the injecting booths, unlike the treatment rooms where there is one. Discussions are also ongoing with other established facilities, globally, as to how they have approached this aspect of their ventilation design (relative to their own legislative requirements), as well as dialogue with Police Scotland in terms of their facility in Gartcosh, where they dispose of drugs in a controlled manner.

3.5. Following feedback from Lived Experience groups we have also sought an opinion from King's Counsel as to the inclusion of an external smoking shelter on the site as this is normally prohibited where NHS services are provided. Formal agreement to this was received in February 2024. This will be key to retaining service users on site after they have injected, in a way that meaningful dialogue can take place in the Aftercare area.

3.6. This contract is being procured under a management contract arrangement which allows parallel working on design and construction allowing a shorter timescale for completion of the work overall. Costings for the first phase of building works was received in February 2024 and instruction to proceed given on 28th February 2024. Site start date is 11th March 2024 with an estimated programme duration of 24 weeks.

4. Recommendations

4.1. The Integration Joint Board is asked to:

a) Note the contents of this report; and
b) Note the timeline for building works at Hunter Street to accommodate the Safer Drug Consumption Facility (SDCF).

Appendix A

Safer Drugs Consumption Facility

Design Team Roles & Responsibility Date: 14/2/24 Rev: A

Glasgow Cit HSCP Health and Social Care Partners

Assumptions

NRS Design Team includes structural and QS services

M&E Consultant is procured through City Building

Each entity is reponsible for assigning tasks appropriately within their organisation

Matrix definitions:

R = Responsible - Assigned to person(s) who completes the task

A = Accountable - Assigned to 1 person who delegates the task and is last to review the task and deems it complete

C = Consulted - Assigned to person(s) who provides input into task based on their area of expertise/impact on their future project

I = Informed - Assigned to a person(s) to be updated on project progress

Stage	Task	NRS Design Team	HSCP Design Team	HSCP Client Team / Board	NHS	City Building
	Lead Consultant	C	A / R	I		
	Contract Administration	A / R	C	C		
	Principal Designer	A / R	C	C		
	Monitoring of Master Programme	C	C	C	I	A / R
	Briefing / Employers Requirements	C	C	A / R	C	
	Design Development - Overall Layout	A / R	C	C	C	
	Design Development - Room Layouts	A / R	C	C	C	
	Design Development - Interiors, Finishes, Furniture	C	A / R	C	C	
	Design Development - Site Works	A / R	A / R	C	C	
	Final Sign Off on All Design Work	C	C	A / R	I	I
	M&E Co-ordination	A / R	A / R	I	C	C
	Structural Co-ordination	A / R	C	I		C
	Cost Management	A / R	A / R	A / R		C
	Infection Control Co-ordination	I	C	A / R	C	C
	Engagement with User Groups	I	C	A / R		
	Preparation of Technical Drawing Set	A / R	A / R	C		C
	Outline Specification	A / R	C	C		
	Statutory Consents	A / R	C	I		I
	Site Inspection / Quality Control	A / R	A / R	C	C	C
	Resolve Site Queries	A / R	C	C		C
	O&M Manual / As Built Drawings	C	C	I		A / R

Safer Drug Consumption Facility (SDCF)
Property Workstream (Project Board)

Terms of Reference

1. Objectives

The Property Workstream provides a formal governance structure for the delivery of the project for the implementation of the Safer Drug Consumption Facility (SDCF) in Glasgow. The Property Workstream will have responsibility for the delivery of the property requirements for the SDCF. The Property Workstream will ensure that all aspects of the project are delivered within the current financial framework and building guidelines, working with key partners. The Property Workstream will report to the SDCF Implementation Board.

2. Strategic Drivers

Following the announcement by the Lord Advocate on 11th September 2023, that she would be prepared to offer a Statement of Prosecution Policy (SPP) with regards to the offence of possession of drugs under the Misuse of Drugs Act 1971 (section 5(2)) for service users the Glasgow City Integration Joint Board on 27th September 2023 approved the implementation of the SDCF.

This aligns with:

- Scottish Government National Mission Statement
- Scottish Government: Rights, respect and recovery: alcohol and drug treatment strategy
- Drugs Death Taskforce recommendations
- HSCP Strategic Plan
- Glasgow City ADP Strategic Plan GlasgowCityADP_Strategy_2020-2023.pdf

3. Scope

The SDCF Property Workstream will oversee all aspects of the delivery of the property strategy for the implementation of the Safer Drug Consumption Facility.

4. Responsibilities

The Project Board shall:

- Ensure all building and property works are completed to the required standard, within an acceptable timeframe and budget.
- Assess risks, issues and dependencies that may impact upon the success of the project.
- Remove or mitigate any barriers to the success of the project.
- Reduce and avoid delays in decision making, which may threaten the timeframe of the project.
- Communicate and escalate any issues.
- Report on a four-weekly basis via an exception report template, to the SDCF Implementation Board, to update on the progress of the project; to advise of any issues for escalation; and of any high risk areas.

5. Group Members

Title	Officer
Chief Officer, Finance and Resources, GCHSCP	Sharon Wearing (Chair)
Assistant Chief Officer, Adult Services and NW Locality / CSWO, GCHSCP	Jackie Kerr
Head of Adult Services, Specialist MHS and Addictions, GCHSCP	Kelda Gaffney
Programme Manager - Complex Needs, GCHSCP	Stuart Notman
Head of Finance, GCHSCP	Gillian Hennon
Property Strategy Manager, GCHSCP	Martin Docherty
Principal Officer, Property, GCHSCP	Myleen MacKinnon
Senior Officer, Property, GCHSCP	Claire O'Neil
Senior Officer Property, GCHSCP	Brian Grant
Head of Capital Projects, NHS GG&C	James Huddleston
Senior Project Manager, Property & Capital Planning, NHS GG&C	John Stevenson
Site Manager, Operational Estate, Facilities, NHSGG&C	Donald Bain
Assistant Division Manager – Construction, City Building	Michael Cunningham
Project Manager, City Building	Martin Bredin
Estimating Team Leader, City Building	Christopher Devlin
Assistant Division Manager – Construction, City Building	Stevie Gallagher
Mechanical & Electrical Division Manager, City Building	Derek Watret
Head of Consultancy Services, NRS	Alex Maclean
Group Manager, NRS	Lisa LeGrove
Governance and Business Support Coordinator	Sheena Walker

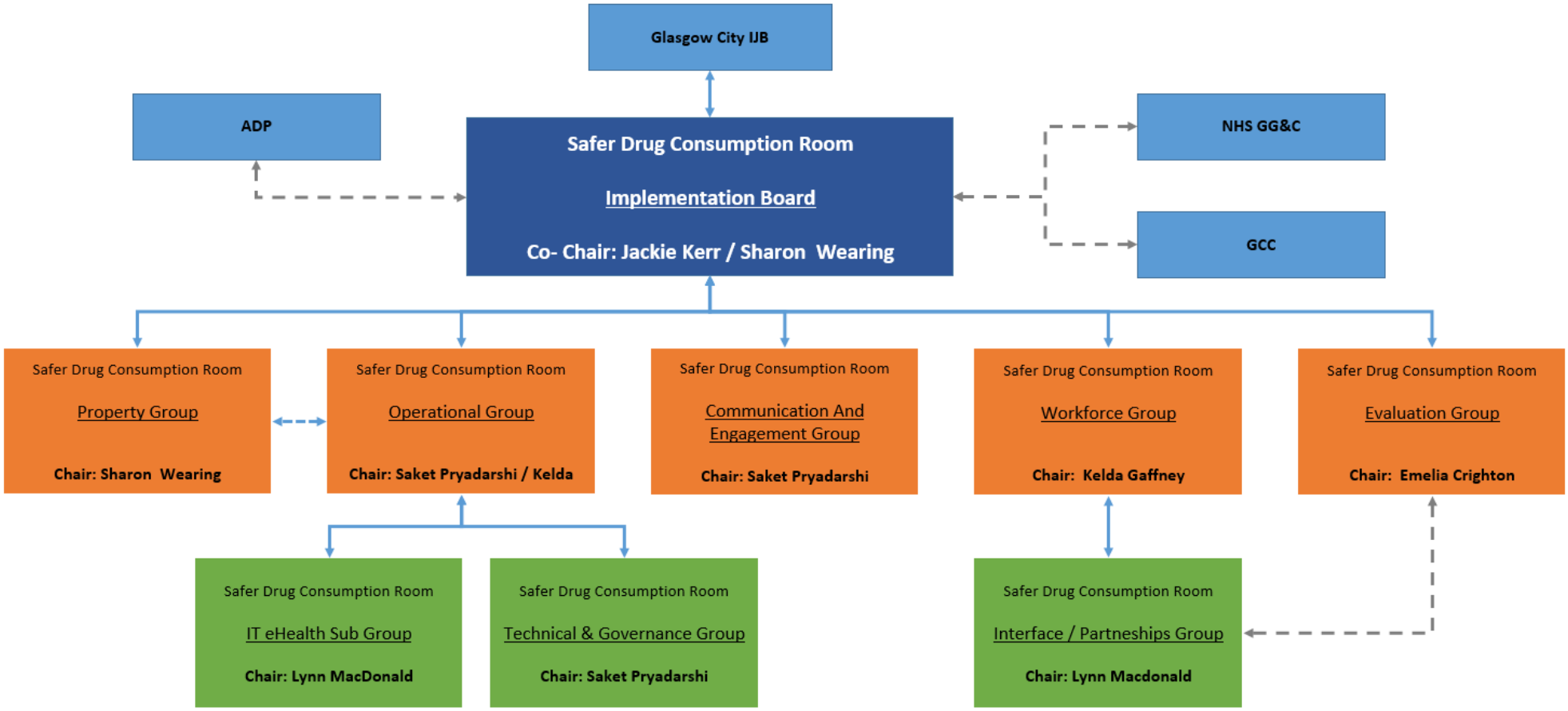
6. Communication and Lines of Accountability

The Property Workstream is accountable to the SDCF Implementation Board. (See Appendix 1)

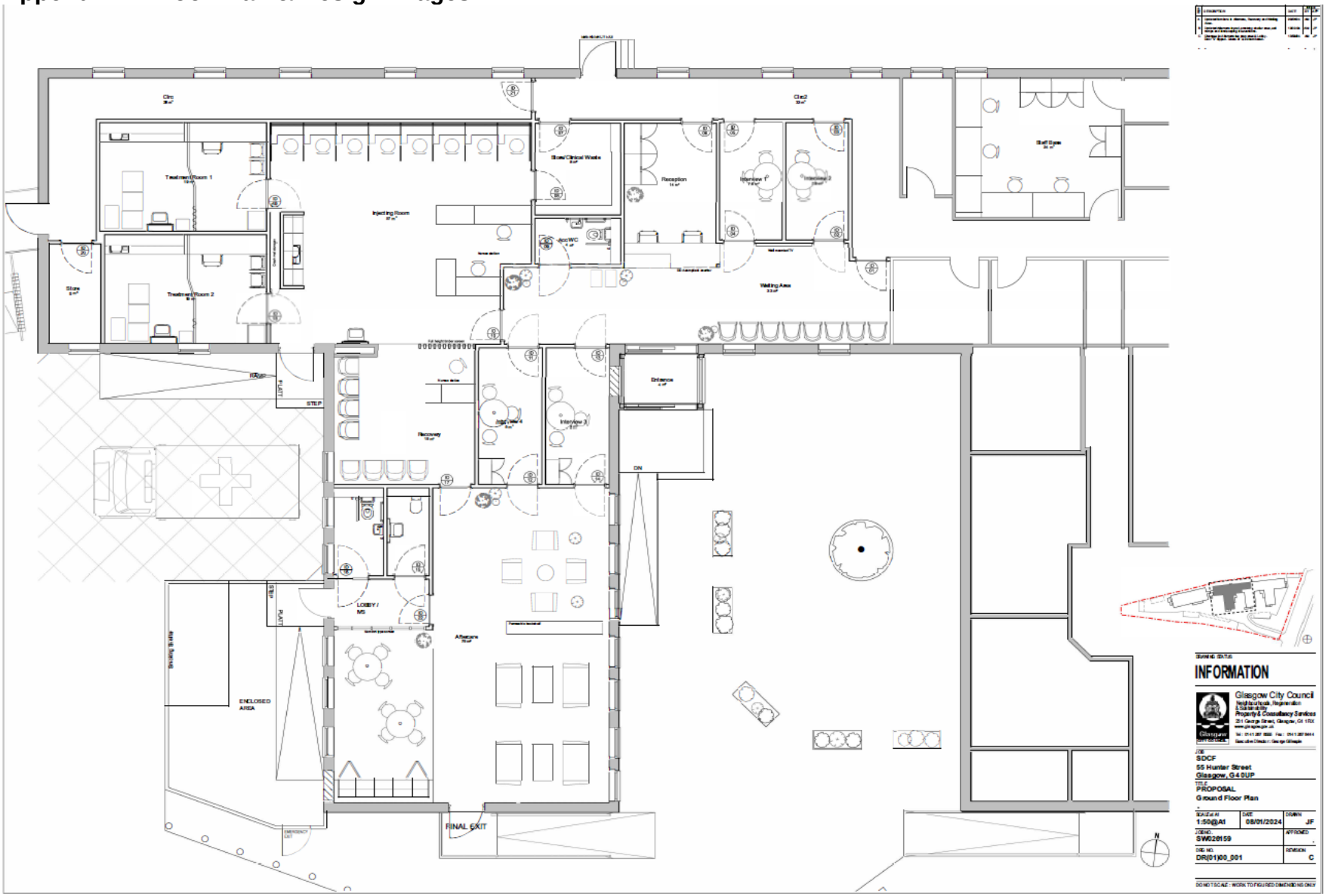
7. Frequency of Meetings

The Property Workstream will meet every 2 weeks.

Appendix 1 - SDCF Groups and Sub-Group Organisational Chart



Appendix B: Floor Plan & Design Images



External Views

Injecting Area

Aftercare Area Images