



The Scottish
Government

The Road to Recovery

One Year On





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Introduction

One year ago the Scottish Government launched Scotland's first drugs strategy since devolution. It signalled a new phase in our efforts to reduce drug use and was widely welcomed in the field, by experts, COSLA and approved unanimously by Parliament.

Central to the strategy was a new approach to tackling problem drug use based firmly on the concept of recovery. The strategy made it clear that recovery was to be the aim of all drug treatment and rehabilitation services. And that moving to this approach would require both a significant change in the way that services are planned, commissioned and delivered, and a wider cultural change.

The strategy also set out a broad approach to preventing drug use in the future; action to better protect and support children affected by parental substance misuse; action to disrupt the supply of drugs in our communities; and to provide opportunities at all stages of the criminal justice system, including prisons, for people to access treatment to promote recovery from drug use.

The action set out in the strategy reflects that tackling drug use requires action across a broad range of areas. This progress report takes the same approach. Over the last year significant progress has been made at a national and local level. Our achievements include:

- Overhauling our existing drug and alcohol structures and launching with CoSLA a new delivery framework for local partnerships on alcohol and drugs.
- Increasing funding for drug treatment and rehabilitation services by 13.5% in 2009/10.
- Committing for the first time to a HEAT target for NHS Boards and other partners to reduce waiting times for drug treatment services.

- Announcing our intention to set up a Scottish Drugs Recovery Consortium to be a key driver for recovery and drug misuse and effect the cultural change needed.
- Running a successful 'Know the Score' parents campaign to encourage parents to speak to their children about the consequences of drug misuse. This resulted in a near six-fold increase in the number of visits to the 'Know the Score' website and a 41% rise in calls to the helpline.
- Continuing to fund and support the Scottish Network for Families Affected by Drugs (SNFAD) to provide a vital support network for families dealing with drug use - including a revamped website.
- Establishing a *Getting it right* Learning Community to support local implementers and policy makers in the development and implementation of a *Getting it right* approach across Scotland.
- Launching the National Drug-related Deaths database on 1 January 2009 to examine the circumstances behind each drug death - to try and prevent deaths in the future - rather than just count numbers.
- Establishing a pilot in the majority of courts in the Lothian and Borders Sheriffdom to explore the effectiveness of use of Drug Treatment and Testing Orders for low tariff offenders.
- Working with the Serious Organised Crime Taskforce to develop a Strategy for Serious Organised Crime to be launched on 2 June, alongside the key findings from the mapping exercise into the scale and extent of serious organised crime, including drug trafficking, in Scotland.
- Employing new technology to help prevent drugs getting into prisons, including a ban on mobile phones.

While much progress has been made, there is still more to be done as we move into the delivery stage. This will not happen overnight - but we are committed to continuing to work with our partners to turn recovery into a reality right across the country.

Preventing Drug Use

In the last year we have:

- launched a nationwide **'Know the Score'** parents campaign, with advertising on the television, radio and internet, to encourage parents to get accurate information about drugs and speak to their children about the consequences of drug use. This has been one of our most successful campaigns ever with a near six-fold increase in the number of visits to the **'Know the Score'** website and a 41% rise in calls to the helpline. Over a million copies of the publication *'Drugs - What Every Parent Should Know'* were delivered to households, schools, employers, police forces, the Scottish Prison Service, the youth work sector and a wide range of voluntary organisations across Scotland.
- run, in partnership with local partners, three **'Know the Score' Cocaine Awareness Weekends** in Edinburgh and Glasgow; Inverness and Renfrewshire; and Dundee and Fife to raise awareness of the health risks of taking cocaine. More than 200 pubs and clubs took part with staff sporting **'Know the Score'** T-shirts, displaying posters and distributing branded drinks stirrers and information leaflets detailing the health risks of cocaine use and highlighting the **'Know the Score'** advice service.
- published our **early years framework** jointly with COSLA. It seeks to maximise positive opportunities for young people to get the best start in life. Importantly, it addresses the needs of children whose lives and ambitions are constrained by historic legacies of poverty, poor health, substance misuse, poor attainment and unemployment.
- launched the **Curriculum for Excellence Experiences and Outcomes** guidance. It includes a specific outcome on Health and Wellbeing and within that substance misuse. Everyone within the learning community can make use of the

guidance and contribute to the well-being of each young person within the school and the wider community.

- published “*Valuing Young People: Principles and Connections to support young people achieve their potential*”. Valuing Young People is a concise, portable document, designed as a helpful tool for people committed to delivering services that genuinely work for young people in the context of the National Performance Framework. Its approach will support the positive measures for young people set out in The Road to Recovery. Its common principles (endorsed by COSLA as well as a range of national partners) can support and underpin the work of organisations focused on supporting young people affected by drug misuse, including NHS Scotland, the police and the voluntary youth work sector. It will also support effective health promotion and education approaches for all young people who need to understand and deal with the challenges of drugs in modern life.
- supported **7 Choices for Life** concert style events across Scotland which resulted in 41,965 Primary 7 pupils learning about the dangers of drugs, alcohol and smoking so they are more equipped to make healthy and positive lifestyle choices.
- launched ‘**Equally Well**’, the report of the Ministerial Task Force on Health Inequalities, in June 2008 followed by the Equally Well Implementation Plan in December 2008. Drugs are a major factor in health inequalities and work to tackle health inequalities will help reduce drug use and vice versa.
- set out the joint approach of the Scottish Government and COSLA in the fight against poverty in “Achieving our Potential: A framework for tackling poverty and income inequality in Scotland” which was published on 24 November 2008. Evidence shows that there is a clear link between problem drug use of heroin and crack cocaine and

deprivation. The framework pulls together work across Government to target the causes of poverty by providing greater access to jobs, improved early years provision, enhancement of skills and educational achievement, regeneration of our communities and better health and public services.

- committed to investing over £12 million in the **CashBack for Communities** programme, which has resulted in over 100,000 young people taking part in a wide range of diversionary projects right across Scotland.
- published “*Changing Scotland’s Relationship with Alcohol: A Framework for Action*” on 2 March 2009. The Framework sets out our strategic approach to tackling alcohol misuse in Scotland. It recognises the links between alcohol and drugs particularly in relation to the provision of services, as individuals may be using drugs and alcohol and that addressing both are essential for recovery.

Promoting Recovery

In the last year we have:

- announced that we are setting up new body, called the **Scottish Drugs Recovery Consortium**, to be a key driver for recovery and drug misuse. It will meet the commitment in the drugs strategy to set up a drugs recovery network. The Consortium will advocate, catalyse and lobby for recovery to be the mainstay of drug services. It will also provide a public face to liaise with policy makers and the media and tackle the stigma that people who are in recovery too often face.
- provided a **13.5% increase in funding** to Health Boards for 2009/10 for drug treatment and rehabilitation services. We are continuing to provide resources to NHS Boards to support the work of the new Alcohol and Drugs Partnerships.
- held a successful **'What's your Story?'** recovery event which brought together over 140 individuals, including people who have recovered or are recovering from addiction, practitioners and voluntary groups to discuss a range of issues around recovery. Encouragingly 77% of attendees said they had heard about the Government's drugs strategy, while 89% of attendees said that they believe that people can and do recover from drug dependency. The Minister for Community Safety, Fergus Ewing also participated in an interview with Susan Deacon, a former Health Minister and now Professor of Social Change at Queen Margaret University, Edinburgh who chaired the event.
- Fergus Ewing, Minister for Community Safety **undertook an Autumn Tour** between October and December 2008 visiting Ayrshire, Lanarkshire, Angus, Aberdeen, Forth Valley, Edinburgh, Dundee, West Dunbartonshire, Highlands and

Glasgow to promote the drugs strategy and help inform our understanding of drug services in Scotland. By the end of June 2009, officials from the Drugs Policy Unit will have visited all of Scotland's 23 strategic areas.

- worked closely with Aberdeen City Joint Alcohol and Drug Action Team to help reduce local drug treatment waiting times. As part of this we provided £938,000 for the Timmer Market Project to help ensure the delivery of a new drug treatment and rehabilitation facility in Aberdeen.
- provided funding to, and worked closely with the **Scottish Network of Families Affected by Drug Misuse (SNFAD)** to further strengthen their capacity to provide a vital support network for families dealing with drug use and to represent families at local and national level, raising awareness of the issues associated with drug misuse.
- **piloted a new model of care in HMP Edinburgh to support prisoners in their recovery from problem drug use.** This evaluated successfully and will now be introduced in all prisons throughout Scotland as part of the new Scottish Prisons Service (SPS) substance misuse strategy to be launched later this year.
- SPS has continued to work in partnership with Criminal Justice Social Work to **develop and implement an information sharing protocol** between the Throughcare Addiction Services (TAS) and Enhanced Addiction Casework (EACS). This will ensure that vital feedback about client attendance at community appointments following release from custody is shared with the prison.
- we have also **appointed a Chair of the National Programme Board** - Mr John Ross - to **oversee the transfer of health care in prisons to the NHS.**

- made available £125,000, inviting bids from local partners, for projects which will enhance **black and minority ethnic communities** knowledge and understanding of drug use and its effects on individuals, families and communities.
- launched the **National Drug-related Deaths database** on 1 January 2009 to look into the circumstances behind each drug death rather than just count numbers. This will help local partners put in place interventions to help prevent deaths in the future.
- **funded overdose awareness training and first aid techniques** for drug users, their family and friends and **developing new information awareness materials** to help people recognise the main signs and symptoms of overdose.
- co-funded the **Senior Drug Dependents and Care Structures project** which is a European project looking at older drug users mental and physical health needs, as well their treatment and care needs. In Scotland there are more deaths in the older age range, 35 years plus - this project will help us identify the key issues that need to be addressed to reduce deaths in this older population.
- published on 1 January 2009 an information guide entitled '**Overdose Bereavement - What happens now?**' to provide practical advice for family and friends of someone who died of a suspected drugs overdose. The leaflet was distributed widely to GP practices, libraries, community centres and drug treatment centres and has been positively welcomed by families and practitioners.

Law Enforcement

In the last year:

- the Scottish Crime and Drug Enforcement Agency (SCDEA) seized **220kgs of class A drugs**, with a street value of £15.8m - a three-fold increase on Class A seizures compared with the previous year.
- a recent intelligence led operation, codenamed **HAWK**, led by the Scottish Crime and Drug Enforcement Agency (SCDEA) and supported by Grampian Police and Tayside Police resulted in a total of **5.5kgs of heroin**, with a potential street value of over half a million pounds, and over £64,000 in cash being seized. In addition, assets worth over £150,000 were also seized. In April 2009, three men and one woman were sentenced to a combined 25 years in prison for serious drug offences.
- the **serious organised crime taskforce**, set up in October 2007 with the Justice Secretary Kenny MacAskill as Chair, has brought together all the agencies involved in tackling organised criminal gangs. The Taskforce has now met seven times and intends to launch its Strategy for Serious Organised Crime on 2 June. Good progress has been made with the exercise to **map the scale and extent of serious organised crime**, including drug trafficking in Scotland and the key findings will also be announced on 2 June.
- continued building the **Scottish Crime Campus at Gartcosh** in North Lanarkshire which is on target for occupation in late 2011/early 2012. It will bring together the key agencies whose role it is to fight serious organised crime so that they can better combat top level crime by sharing resources and working more closely together.

- we have established a pilot exercise in the majority of courts in the Lothians and Borders Sheriffdom to explore the effectiveness of use of **Drug Treatment and Testing Orders with low tariff offenders**. It is anticipated that the two year pilot, which will be subject to external evaluation, will have particular application to young and female offenders with significant drug misuse issues.
- we have initiated a review of the future of the **drug courts** in Glasgow and Fife in the light of the impact of the summary justice reforms. This has included a series of bilateral meetings with a range of key stakeholders. An announcement by Ministers on the future of the courts is expected by summer.
- we have taken a decision on the future of the **mandatory drug testing of arrestees pilots** in Aberdeen, Edinburgh and Glasgow. The external study of the pilots found far lower than expected throughput of referrals and small numbers entering treatment services for the first time as a result of the pilots. The resources released by the ending of the pilots are being **reinvested in making community penalties more robust**.
- we have changed prison rules to introduce a **ban on mobile phones** or SIM cards in prisons with the aim of preventing their use **for drug dealing** or the orchestration of criminal activities outside prison. We will create a further offence of using a mobile phone in prison with a tougher penalty of up to two years in prison through the Criminal Justice and Licensing Bill which is expected to come into effect in 2010.
- SPS has conducted a number of joint operations with our law enforcement partners in targeting the illegal supply of drugs entering Scottish prisons.
- we have strengthened the action we are taking to **prevent illegal drugs entering our prisons** by adding two new

portable drug detection units to our existing compliment; ensuring every prison establishment has a BOSS chair (to detect concealed mobile phones inside the body); and recruiting additional 2 dog handlers and 4 drug dogs.

Children in substance misusing families

In the last year we have:

- set up a national working group to review national child protection guidance.
- established a *Getting it right for every child* Learning Partnership in Angus to develop key intelligence around the integration of *Getting it right* and children affected by substance misuse (CASPM) approaches, as well as the capacity of adult services to identify and support children's needs.
- set up the Citizens Advice Scotland Kinship Care Advice and Information Service to provide advice for all kinship carers, including advice on maximising benefit and income entitlements, as well as advice and support to each local authority on their work with kinship carers.
- supported Scotland's first national young carers festival, providing young carers from across Scotland with a voice and national platform to have their say about issues affecting them, and committed to funding two further festivals in 2009 and 2010.
- set up a *Getting it right* Learning Community to support local implementers and policy makers in the development and implementation of a *Getting it right* approach across Scotland.
- continued to work with the Lloyds TSB Partnership Drugs Initiative in developing and promoting good practice in the support of children and young people affected by parental substance misuse.

Making it work

In the last year we have:

- overhauled our existing drug and alcohol structures and launched, on 20 April, with COSLA a new delivery framework for local partnerships on alcohol and drugs.
- recruited a team of **National Support Co-ordinators** dedicated to helping local partners meet the challenges presented by the new framework.
- published an **Outcomes Toolkit** to help partnerships decide on priority outcomes and to monitor and evaluate their achievements.
- asked **Audit Scotland** to review how much Scotland spends on tackling drugs and alcohol problems. This report was published in March 2009 and helped inform the new delivery framework for local partnerships on alcohol and drugs.
- published our response to the report by the **Scottish Advisory Committee on Drug Misuse (SACDM) Integrated Care for Substance Misusers Project Group** on the drugs strategy website.
- continued to work with partners to develop an **alcohol and drugs workforce development strategy** to be published later this year. Outputs from this work will provide a useful addition to the suite of tools available to the national support co-ordinators in working with alcohol and drugs partnerships.
- committed to introducing for the first time, a **new HEAT target**, requiring NHS and NHS funded services to reduce waiting times for drug treatment services. This will ensure

that people with drug problems are able to access services, at the point of need, to support their recovery. A National Delivery Group is overseeing its development and implementation and the target will go 'live' on 1 April 2010. We are also consulting on **guidance on reducing drug treatment waiting times** which will be issued in July 2009.

- announced that the Scottish Advisory Committee on Drug Misuse will be replaced with a new **Drugs Strategy Delivery Commission**, with an independent Chair. The Commission will have a clear remit to oversee the successful implementation of the drugs strategy and will look afresh at strategic issues, such as prevention of drug misuse.
- **established the National Drugs Evidence Group**. The Group had its inaugural meeting on 26 September 2008. It will advise Scottish Ministers on the research priorities required to deliver the new strategy, helping to identify areas where information is available, as well as where gaps in our knowledge exist. A key element of the Group's work is overseeing a review of the drugs evidence base and making recommendations for a future research framework for the Scottish Government.
- **worked with NHS ISD to improve the Scottish Drug Misuse Database (SDMD)** to collect, for the first time, details of an individual's treatment journey including all interventions and vital information on treatment outcomes.
- **set up a new drugs strategy website** through which local partners can easily access guidance, case studies and latest news.

Future programme of work

Over the next year we will continue to take forward all strands of the drugs strategy. Key highlights will include:

- Supporting the establishment of Alcohol and Drug Partnerships in every part of Scotland.
- Ensuring that the HEAT target to reduce drug treatment waiting times goes live in 1 April 2010.
- Supporting the National Support Co-ordinators to proactively work with local partners to help them meet the challenges presented by the new framework.
- Establishing the Scottish Drugs Recovery Consortium, as a charitable trust, with a core team of staff to support its work and with individual agencies signed up as partners to the Consortium.
- Running a 'Know the Score' campaign to highlight the health risks of using cocaine.
- The launch of the Serious Organised Crime strategy on 2 June.
- Disseminating initial findings from the Angus *Getting it right* for every child Learning Partnership around the integration of *Getting it right* and CAPSM approaches, as well as adult services capacity to identify and support children's needs and continue to support local CAPSM implementers and policymakers through the *Getting it right* Learning Community.
- Rolling out, across all prisons in Scotland, a new model of care to support prisoners in their recovery from problem drug use.
- Establishing the Drugs Strategy Delivery Commission to oversee the implementation of the strategy.

Above all, we will support local partners including health boards, local authorities and the police, as well as the voluntary sector, to effectively deliver the drugs strategy on the ground where it can make a real difference to people's lives.

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