

Drug, Alcohol and Smoking Strategy for Orkney

*Orkney Drug, Alcohol and Smoking Action Team
(DASAT)*

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Orkney Drug, Alcohol and Smoking Strategy

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1.0 INTRODUCTION

1.1 Vision of DASAT

The overarching principle of the Orkney Drug, Alcohol and Smoking Action Team is:

“To enable individuals, families and communities in Orkney to minimise the harmful use and effects of drugs, alcohol and smoking.”

1.2 Background

This document outlines the strategic intentions of the Orkney, Drug, Alcohol and Smoking Action Team (DASAT) to be progressed over the next 3 years.

The strategic issues and recommendations were developed by a series of consultation exercises, undertaken through the DASAT planning structures, where gaps in services were identified. This Strategy has been endorsed by DASAT partners (listed below in 1.3) and takes account of the three recently published Scottish Executive documents ‘1997 Alcohol Conference Action Plan – Working Group Report’ (1999), ‘Tackling Drugs in Scotland Action in Partnership’ (1999) and ‘Smoking Kills’ (1998).

1.3 Implementation of National Requirements for Planning Structure

The Scottish Office Document Gen 28 (1989) required local areas to set up Alcohol Misuse Co-ordinating Committees within Health Board boundaries. The Drug Task Force Report (1994) required local areas to set up Drug Action Teams based again on Health Board Boundaries.

In Orkney it was decided to combine the Drug and Alcohol Planning Committees along with the local Smoking Committee to form a Drug, Alcohol and Smoking Action Team. The team membership is shown as appendix A.

Chief Officers from the key organisations form the steering group, which meets bi-monthly to develop strategic directions and policies.

1.4 DASAT

The role of DASAT is to co-ordinate strategy in order to reduce harmful substance use. Membership comprises NHS Orkney, Orkney Islands Council, Northern Constabulary (Orkney Area Command), Orkney Alcohol Counselling and Advisory Service, Alcoholics Anonymous and the Authority Children’s Reporter.

The guiding principles of DASAT are: -

- To raise awareness
- To promote best practice and set standards
- To maximise the use of inter agency resources

- To promote Health and seamless Health/Social Care
- To promote user and carer participation

1.5 Joint Working

Orkney has a history of, and a commitment to, partnership working. Services already work closely together to provide treatment, prevention and support, needs assessment, and planning. Full details of current services and activities are to be found in Chapter 3.

1.6 Towards the Future

Although Orkney already has some services in place, it is clear that due to the changing nature of substance use, we require to have a flexible plan to meet future needs. Much of the needs assessment work proposed is to establish a more accurate understanding of the level and nature of smoking and problem drug and alcohol use and the services required. This will ensure that we do not confuse demand with need.

1.7 Funding

A number of the strategic issues and recommendations require changes in the current ways of working and do not require additional funding. Needs assessment and service reviews are part of the DASAT infrastructure with costs funded centrally by the Scottish Executive.

Any proposals, which require additional funding, will be subject to funding prioritisation within the respective organisations, and to any funding made available by the Scottish Executive.

1.8 Protection of Human Rights

This document has been prepared in accordance with the articles contained within the European Convention of Human Rights and Human Rights Act 2000, which is intended to protect the rights and freedoms of everyone. The actions identified are legal and comply with the appropriate legislation in each subject area. These actions are necessary for the legitimate purposes of enabling individuals, families and communities in Orkney to minimise the harmful use and effects of drugs, alcohol and smoking. They are considered to be the least intrusive methods for achieving their stated aims which, whilst recognising individual rights, have been balanced against protecting the general interests of the people of Orkney.

2.0 NATURE AND EXTENT OF THE PROBLEM

Substance misuse causes intense public health concern in Scotland. This section of the document illustrates the complexity of the problems it generates from a national and local perspective and shows what agencies in Orkney currently provide around preventative, educational and treatment services.

2.1 Scottish Perspective

The following information indicates the extent of drug, alcohol and smoking issues at a Scottish level.

Drugs

- 25% of young people have taken drugs in the past year
- Surveys of school children consistently show that cannabis is the most commonly taken drug
- Both the prevalence and frequency of drug use increase after 16 years and appears to peak amongst young people in their early to mid-twenties
- As many as 40% of people presenting with a first episode of psychotic illness have been misusing substances. Most of these were young males. 20% were using illicit drugs alone, the rest a mixture of drugs and alcohol.
- There were 340 drug related deaths in 1999
- Some police forces estimate that a significant proportion of crime may be drug related

Alcohol

- Over 90% of the population drink alcohol
- One third of all Scottish men are drinking above recommended limits
- Consumption of alcohol by women has increased markedly over the past 15 years, particularly among young women aged 16 – 24 years
- 1 in 5 people in Scotland are worrying about their own or someone else's drinking
- At least 85,000 children in Scotland are living with a problem drinker
- 25% of accidents at work involve workers who misuse alcohol
- 64% of young people (12-15years) drink alcohol
- Some police forces estimate that a significant proportion of crime may be alcohol related

Smoking

- A third of both men and women aged 16-74 smoke cigarettes
- Smoking is the biggest preventable cause of ill health and premature death in Scotland
- Around 50% of smokers will die prematurely as a result of their habit
- Over six in ten of all non-smokers and an even higher proportion of young non-smokers were exposed regularly to other people's cigarette smoke. This exposure to smoke was most commonly in public spaces, followed next by homes and less commonly in the workplace
- It is estimated that one in three teenage girls smokes

2.2 Orkney Perspective

The following indicates the extent of drug, alcohol and smoking issues at a local level.

Drugs

- Drug misuse has the potential to cause significant problems in Orkney but has not taken hold here like it has in the rest of Scotland. Alcohol is the main drug of choice with both younger and older generations.
- A lack of information on patterns and trends of drug misuse in Orkney is an issue.
- Youth and Adult Lifestyle Surveys will be carried out in 2001, which will provide up to date information on drug use in Orkney. Similar surveys carried out in 1993 showed that 16% of young people had tried illegal drugs on at least one occasion, with just 2% claiming to be regular users.
- Drug offences have risen steadily over recent years, from 2 in 1992 to 65 in 1999. The main drugs have been cannabis, cannabis resin, amphetamine and ecstasy. This may in part reflect an increase in drugs awareness training for police officers and specific targeting of police resources to do with drug offences.
- A survey of 23 of the largest employers in Orkney showed that 12 had drug policies in place of which 5 would meet the Scotland's Health at Work (SHAW) recommended standard.
- In the past 3 years up to 5 patients with a moderate to high level of dependence have received methadone prescriptions. The Alcohol Specialist Nurse has seen 3 new patients presenting with only drug problems and 5 with both drug and alcohol problems.
- The Needle Exchange has only been accessed once in the last 2 years.
- In 1999/2000 there was 163 homeless presentations and of those 15 had alcohol or drugs as the main factor of referral. In 2000/2001 there was 123 homeless presentations and 18 of these had alcohol or drugs as the main factor of presentation.

Alcohol

- The Parents and Young People Survey carried out in 1998 indicated that 93% of parents drink alcohol. This is in line with national statistics.
- The 2001 Youth and Adult Lifestyle Surveys will give up to date information on alcohol consumption but the 1993 surveys showed that 16.5% of men and 4.5% of women were drinking at unsafe levels. Both these figures were higher than the Scottish average at the time.
- Alcohol was reported to be a factor in 1 in 4 cases of homelessness in Orkney and more than half of neighbour nuisance complaints involved alcohol and a third of council rent arrears. Two thirds of requests for re-housing on the grounds of medical priorities were due to alcohol and smoking problems.
- During 1999, 47 new clients registered with the Alcohol Specialist Nurse and 28 new clients sought advice from the Orkney Alcohol Counselling and Advisory Service. There is a lack of data available to illustrate the impact of alcohol on local health services.

Smoking

- Smoking data will be gathered in the 2001 Orkney Youth and Adult Lifestyle Surveys. The 1993 surveys showed an adult smoking rate of 24% with 11% of 13-18 year olds describing themselves as smokers. 80% of adult smokers and 54% of young smokers surveyed wished to give up.
- 40% of all adults said that they were in daily contact with tobacco smoke. The survey showed widespread support for smoking bans in shops, sports centres, taxis and buses, the cinema, restaurants and community centres, including considerable support from smokers themselves. Half of the non-smokers also wanted bans in hotels and B&B guesthouses.

- In the 1999 survey of 23 of the largest employers in Orkney, 18 claimed to have smoking policies but only 4 had policies, which are of the SHAW standard.
- In 1998, 38% of main street businesses in Kirkwall and Stromness displayed no smoking signage. A follow up initiative increased the use of signage to 96% in 1999.
- NHS Orkney launched a Stop Smoking Service in March 2000.
- 5.9% of property fires between April 1999 and October 2000 in the Highlands and Island Fire Brigade Area were smoking related.

3.0 SERVICE PROFILE

3.1 Education and Prevention

A number of agencies in Orkney have a responsibility to carry out educational and preventative substance use work.

- **Orkney Islands Council Department of Education and Recreation Services** – Drug, alcohol and smoking issues are addressed in schools as part of a programme for Health Education as described in the 5-14 National Guidelines. In secondary schools, issues relating to harmful substance use are also covered through personal and social education. All schools have a policy for handling drugs incidents in schools.
- **Orkney Islands Council Department of Community Social Services** – The Criminal Justice team are involved in the rehabilitation education programme ‘Care and Respect’ for convicted drink drivers, and raising awareness of alcohol issues with offenders with alcohol problems.
- **Orkney Islands Council** – Trading Standards Officers regularly remind retailers of their responsibilities and investigate any complaints regarding tobacco and alcohol.
- **NHS Orkney** – The Health Promotion Service Health Information Centre offers a comprehensive range of educational resources and information on harmful substance use which is available to the general public, health, social care and education professionals. The Health Promotion Service co-ordinates and project manages initiatives including No Smoking Day and Don’t Smoke in the Car Day.
- **Northern Constabulary** – Orkney Area Command is involved in schools, the college and community with programmes raising awareness of drug and alcohol issues. This includes the Care and Respect and Streetwise projects.
- **Drinkwise Committee** – Is an annually convened committee, which has successfully bid for national funding to raise community awareness of responsible drinking.
- **Orkney Tourist Board** - promotes the Green Tourism business scheme and lists the smoking policy of members in publications. Orkney buses ban smoking on all services.
- **Orkney Library** – holds a range of books on harmful substance use.
- **Orkney Licensing Board** – recommend Servewise Programme (formerly SIPS) for licensees and bar staff

3.2 Employment and Training

- **NHS Orkney** – The Health Promotion Service along with the Alcohol and Drug Development Officers support the development of workplace substance use policies and awareness raising as part of their workplace and Scotland’s Health at Work activities. With the Alcohol Specialist Nurse, training is provided to health staff on health behaviour change including harmful substance use. Harmful substance use is included in regular sessions for Support Training clients.
- **Orkney College** – Alcohol and Drug misuse information is provided in Servewise training offered to bar staff, licensees and off-licence staff.
- **Orkney Alcohol Counselling and Advisory Service** provide training for specialist alcohol counsellors.

3.3 Treatment, Care and Support Services

- People experiencing problems with alcohol and drugs may come into contact with non specialist services including:- Voluntary Sector Organisations, Department of Community Social Services, Primary Care, Education, Police, SACRO, Housing, Balfour Hospital, Health Promotion Service, Courts. The staff in these services provide support and referral to specialist services, if appropriate.
- There are no specific drug services for those requiring treatment, rehabilitation or support services but **General Practitioners** provide general care and are the first point of contact for drug users seeking any treatment.
- **Orkney Alcohol Counselling and Advisory Service** provide counselling for those with Alcohol problems. This service will soon be extended to include counselling for drug users.
- **NHS Orkney** funds an Alcohol Specialist Nurse who provides assessment, counselling, support and advice throughout the patients' detoxification and a Family Support Group.
- **NHS Orkney** provides a Stop Smoking Service, which is available one day a week and is based within the Health Promotion Service. The Health Promotion Service can also facilitate workplace group smoking cessation courses. Under OHB's Smoking Policy, all staff are expected to provide positive and appropriate encouragement and support to smokers wishing to stop, with appropriate training provided. The policy also contains a commitment to provide cessation support to staff.
- **Alcoholics Anonymous** have regular meetings in Orkney and provide a 365 day per year service to anyone who wants to stop drinking alcohol.
- **Pharmacies** are contracted to provide a needle exchange facility. They carry a range of smoking cessation treatments and are able to advise on their safe use.

3.4 Enforcement and Regulation

- **Northern Constabulary** enforce drugs legislation throughout Orkney through intelligence led policing. In 1998, Northern Constabulary set up a confidential help-line (01856 870 999) which can be accessed by members of the local community wishing to confidentially share intelligence / information about the availability of drugs within the community. (Crimestoppers 0800 555 111)
- **Northern Constabulary** has powers to prosecute for underage sales and to confiscate alcohol and smoking materials from minors.
- **Northern Constabulary** – enforce legislation on driving of motor vehicles while under the influence of alcohol and/or drugs.
- **Orkney Islands Council** - Trading Standards Department carry out inspection of premises and enforcement of legislation on under-age sales.
- **The Children's Hearing System** – Referrals may be made to the Children's Reporter for various reasons including when a child or young person has misused alcohol or any drug, whether or not a controlled drug or a volatile substance. The Reporter may divert or refer to a Children's Hearing for compulsory measures to ensure "protection, guidance, treatment or control" of a child. The existence of appropriate and effective services is therefore crucial for the Reporter for diversion purposes or as a resource for Hearings. The Children's Hearing System also has a duty towards children and young people who are affected, whether physically or emotionally, by their carers' alcohol or drug misuse.

PART II: STRATEGIC RECOMMENDATIONS

4.0 STRATEGIC ISSUES AND RECOMMENDATIONS

The Orkney Drug Alcohol and Smoking Action Team (DASAT) has identified a number of strategic and operational issues which are designed to achieve:

- A reduction in harmful substance use.
- The promotion of a responsible approach to substance use in Orkney.
- The development of appropriate services and support for people with substance use related problems, or those who are dependent on harmful substances.

In order to reduce the harm rising from drug, alcohol and smoking use, Orkney DASAT recognises that any one agency or organisation cannot achieve this objective alone. Therefore a major feature of the strategy will be to seek the endorsement, support and co-operation of all the major public bodies, the private and voluntary sectors and the community at large to participate in a concerted approach to reduce harmful substance use in our community.

In supporting the above, Orkney DASAT will develop annual Action Plans for the next three years which will address the strategic issues and recommendations below:

4.1 Working Together

The effectiveness of this strategy will to a large extent be dependent upon the support, co-operation and activities of all the public bodies in Orkney. It is therefore essential that the key strategic issues and recommendations are owned and incorporated within individual policy and planning structures (including partnership programmes), thus enabling a mechanism for implementation of the Action Plan.

RECOMMENDATION – The Drug, Alcohol and Smoking Strategy should be endorsed by all DASAT member agencies and local organisations including the business sector. It will be necessary for each agency to include the strategy within their internal policy development, monitoring and evaluation procedures. This will highlight where progress has been achieved and point towards areas where more work may be needed. The information gathered will inform future planning.

4.2 Raising Awareness in the Community

An emphasis on prevention and education is essential for influencing attitudes towards harmful substance use, particularly with young people and the next generation in mind. Challenging community values and norms that are distinct to Orkney will need an inclusive approach to ensure that everyone shares a common vision and are clear that their contribution is valuable to the delivery of the strategy.

RECOMMENDATION – Substance use education and prevention work should be planned, adequately resourced and integral to all agencies. Those involved in developing policy should be working with a shared substance use agenda which is informed and supported by community consultation including service users.

4.3 Raising Awareness in the Workplace

Employee substance use can have a significant impact on the workplace including effects on productivity, profit as well as safety implications. Appropriate support and training for employers and employees to underpin such policies is vital and should include support from services such as occupational health services.

RECOMMENDATION – Local employers should be encouraged to develop and implement policies on substance use, which are relevant to their organisation or business need.

4.4 Training Needs

There is a need for training and awareness raising for all professional groups and workers who have contact with individuals and families where substance use is a problem. This is particularly relevant for early detection and referral by non-specialist workers. Training will encourage the use of these skills to be incorporated as core work by key staff within relevant agencies. This will encourage access to services at an earlier stage and provide opportunities to prevent more serious problems developing.

RECOMMENDATION – The training needs of specific groups should be identified and actioned. These include general practitioners, primary care workers, hospital staff, social workers and care workers whose work frequently involves contact with clients/patients where substance use may be a problem. General awareness raising is necessary for a wider group of staff where substance use may indirectly contribute to contact. Key to both training and awareness raising, are the skills associated with recognition of substance use problems and appropriate early intervention/referral.

4.5 Developing Appropriate Services for Orkney

A key element of the strategy is the development of services designed to meet the needs of different groups within Orkney. Services offered require to be readily accessible and equitable throughout Orkney.

RECOMMENDATION – A programme of local research and needs assessment will be developed which involves consultation and also acknowledges the importance of evidence based practice. This will assist in highlighting areas where more work needs to be done and will recognise where good practice can be built upon. A process of continuous appraisal should be in place, thus promoting best value and ensuring resources are efficiently utilised. Partnership arrangements at both a strategic and operational level are key to effective service delivery.

4.6 Regulation and Enforcement

Law enforcement agencies should be supported and encouraged to enforce legislation and promote guidelines to control the supply, and limit the harmful effects, of substance use.

RECOMMENDATION – With the public and partnership agencies, develop a collaborative and co-ordinated approach towards tackling substance use and take effective action against those involved in the illegal sale and supply of substances.

4.7 Measuring Effectiveness

Integral to the delivery of the strategy is the development of performance and management tools to assess the effectiveness of the Strategy and Action Plans. As part of this, there is a need to ensure consistency in recording information where drugs, alcohol and smoking is a contributory factor in, for example, social or health problems.

RECOMMENDATION – Orkney DASAT will develop key indicators and targets against which progress can be measured. National targets set by the Scottish Executive will inform these.

5.0 STRATEGY REVIEW

The strategic recommendations and agreed actions will be reviewed and monitored by DASAT on an annual basis. There will be a full review of the strategy within 3 years of the published date.

REFERENCES

The following reports were used as points of reference.

1. Alcohol Strategy for Lanarkshire 2000: Lanarkshire Health Board
2. Alcohol Conference Action Plan 1997: Working Group Report
3. Orkney Community Care Plan 2000 – 2003: Orkney Island’s Council/Orkney Health Board
4. Tackling Drug and Alcohol Misuse the Highland Way – Our Strategy for Action 2000: Highland Drug and Alcohol Strategy Group
5. Towards A Healthier Scotland 1999: Scottish Office
6. Tackling Drugs in Scotland in Partnership 1999: Scottish Executive
7. Scottish Office Document Gen 28 (1989): Scottish Office
8. Drug Task Force Report 1994: Scottish Office
9. Smoking Kills 1998: Scottish Office
10. Ayrshire and Arran Alcohol and Drug Action Plan 2000: Ayrshire and Arran Alcohol and Drug Action Team
11. Protecting Our Futures – Scottish Executive
12. Tackling Drugs to Build a Better Britain – The Government Ten-Year Strategy for Tackling Drug Misuse
13. Orkney Youth and Adult Lifestyle Surveys 1993: Orkney Health Board
14. Modernising Community Care – An Action Plan 1998: Scottish Office
15. Safer Communities Through Partnership – A Strategy for Action 1999: The Scottish Office, Convention of Local Authorities and Association of Chief Officers in Scotland
16. A Safer Scotland – Tackling Crime and its Causes 1999: Scottish Office
17. Our National Health – A Plan for Action, a Plan for Change 2000: Scottish Executive
18. Working Together for a Healthier Scotland – A consultation paper (1998)
19. Scottish Health Survey 1998
20. Measures for Measures 1997: Alcohol Concern
21. Scottish Crime Survey 1996
22. Orkney Adult Lifestyle Survey 1993
23. Orkney Youth Lifestyle Survey 1993
24. Northern Constabulary – Our Strategy for Policing with Purpose
25. Northern Constabulary Community Consultation Survey 1999
26. Alcohol Affects Us All! - The Scottish Council on Alcohol 2000
27. Alcohol Use in Orkney – A Survey of Parents and Young People, DASAT 1998

APPENDIX A

Membership of Orkney Drug, Alcohol and Smoking Action Team (DASAT)

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APPENDIX B

Agencies involved in consultation to produce context section

All DASAT members as per Appendix A

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Inspector Paul Eddington
PC Dave Dawson
PC Jim Mollison

NHS Orkney

Janet Burgon, Alcohol Specialist Nurse, Community Nursing
Carolyn Chalmers, Alcohol Development Officer
Mary Anne Crook, Health Promotion Service
Dr John Curnow, Director of Public Health
Karyn Tait, Drug Development Officer

Orkney Islands Council

Fiona Cowan, Community Social Services
Trevor Baxter, Education Department
Wendy Kirkness, Housing (until October 2000)
Lucy Stansfield, Housing (until December 2000 and Community Social Services to present)
Malcolm Graves, Community Education
David Steele, Community Education
Jon Humphries, Criminal Justice
Ian Watt, Trading Standards
Gary Foubister, Trading Standards
Tony Marsh, Environmental Services

Orkney Alcohol Counselling and Advisory Service

Simon Gordon
Susan Brooke

Orkney Opportunities Centre

Ian Carse

Orkney Chamber of Commerce

Bob Willcox

Alcoholics Anonymous & Stromness Community Business Forum

Mike Craigie

Orkney Blide Trust

Rachel Palmer

OPPA / St Magnus Pastoral Care Team

Inga Croy

Business Community

Roderick McLeod

APPENDIX C

National and Local Strategic Documents

The following National and local strategic documents have been considered in the preparation of this document.

National Strategic Documents

Alcohol Conference Action Plan – working group (1999)
Drugs in Scotland – Meeting the Challenge (1994)
The Government White Paper “Working Together for a Healthier Scotland”
The Task Force to Review Services for Drug Misusers (1996)
Tackling Drugs in Scotland – Action in Partnership (1999)
Scottish Office Substitute Prescribing Guidelines (1997)
Social Exclusion Document (1998)
Dept of Health Substitute Prescribing Guidelines
Drug Misuse and the Environment (1998)
GEN 10 and GEN 28 (1989), Scottish Office Circular
Smoking Kills, Scottish Office (1998)
Our National Health – A Plan for Action, a Plan for Change, Scottish Executive (2000)
Modernising Community Care – An Action Plan, Scottish Office (1998)
Safer Communities Through Partnership – A Strategy for Action, The Scottish Office, Convention of Local Authorities and Association of Chief Officers in Scotland (1999)
A Safer Scotland – Tackling Crime and its Causes, Scottish Office (1999)
Human Rights Act 2000

Local Strategic Documents

Orkney’s Health Improvement Programme 2000 – 2005
Orkney’s Community Care Plan 2000 – 2003
Orkney’s Children’s Services Plan
Northern Constabulary Drugs and Alcohol Strategy for the Highlands and Islands
Northern Constabulary Drug and Alcohol Action Plans
Northern Constabulary Consultation Survey 1999
Northern Constabulary Force Action Plan 2001/2002
Orkney Area Command Policing Plan 2000/2001
Orkney Islands Council Education and Recreation Service Plan 2000/2001