

Breakthrough Glasgow

Ending the costs of social breakdown



THE CENTRE FOR
SOCIAL
JUSTICE

BREAKTHROUGH GLASGOW

5th February 2008

In 2002, I visited Easterhouse for the first time. I was concerned by the levels of poverty, crime and drug abuse I witnessed. However the work of local people to reverse the breakdown in their communities hugely inspired me. Later in 2002 I met Janis Dobbie at Gallowgate Family Support Group. Janis' son Alan had recently died of a drug overdose, and it was this meeting that changed my political priorities. It was in the east end of Glasgow that I promised to do all I could to address the poverty blighting communities throughout Britain. The Centre for Social Justice (CSJ) is the product of that promise. I set up the CSJ to help champion the cause of the most disadvantaged communities and to help grassroots poverty fighting organisations make their voices heard to those in power.

In 2006 Janis Dobbie told *The Observer* newspaper:¹

'It is like living a nightmare. There is nothing here. No opportunities. No optimism. Drugs are everywhere and they are destroying us. They are taking our children from us. We have lost a whole generation, and unless we do something drastic we will lose another.'

I do have hope, and am here in Glasgow today to meet and learn from the groups making a difference in people's lives. I believe that a committed, long-term approach to addressing poverty and social exclusion can work, but that government must listen to the people tackling deprivation on the ground.

When asked by David Cameron to consider how a government could tackle Britain's most acute social problems, I wanted first to better understand the nature and scale of breakdown in the country.

The Centre for Social Justice (CSJ) travelled the length and breadth of the country, spending over 3,000 hours in public hearings and consulting over 2,000 organisations and individuals. We listened to poverty fighters nationally and internationally to understand fully which policies work in real life, and what hinders them. The policies in *Breakthrough Britain* are therefore rooted in the wisdom and experiences of people who live, experience, and study social breakdown on a daily basis.

Third sector organisations are at the heart of the fight to mend Britain's broken society, and Glasgow is fortunate to have such vibrant and successful voluntary projects and initiatives. I and my team have visited many exemplary organisations in the city, such as F.A.R.E (Easterhouse), the Maxie Richards Foundation (Bearsden), Gallowgate Family Support Group (Gallowgate),

1. *The grief that gave hope to Britain*, *The Observer*, 26.11.06

January 2008

Glasgow is a great city. Winning the 2014 Commonwealth Games is the latest example of our growing reputation as an international hub for sport and culture. In recent years the city's economy has improved and jobs have been created.

However Glasgow still faces huge challenges that prevent many of our citizens fulfilling their potential. Inter-generational unemployment, drug and alcohol abuse and educational under-achievement are just three of the problems that particularly affect the city, leaving many thousands cut off from mainstream society.

The Centre for Social Justice's Breakthrough Britain report is a serious analysis of many pressing issues facing major cities including Glasgow. The report not only set out recommendations on family stability, improved education, reducing personal debt, increasing employment and ending the scourge of drug addiction but also how the voluntary and community sector can play an important part in tackling these root causes of poverty.

We look forward to discussing with the Centre how Breakthrough Britain's proposals might be applied in Glasgow.

Jim Doherty, Gallowgate Family Support Group

Bob Holman, Community activist and author

Maxie Richards, Maxie Richards Foundation

Sandy Weddell, Minister, Easterhouse Baptist Church

Tomorrow's People (Pollok), and Includem (Cambuslang). We must celebrate and support the excellent work being done by these groups.

I am therefore delighted to have so many friends and representatives from Glasgow's voluntary sector here today – you are transforming people's lives and we are here to identify policies in *Breakthrough Britain* that will support you in doing so.

We are holding hearings this afternoon in our new policy areas to learn about your experiences working with disadvantaged communities. We want to hear from you what is effective in increasing the life chances of society's most vulnerable people, and this will directly inform our current policy work.

We look forward to continuing to work with you as we work for Breakthrough in Glasgow.



Rt Hon Iain Duncan Smith MP

STATE OF THE CITY

INTRODUCTION – A TALE OF TWO CITIES

Glasgow is Scotland's largest city and during the past two decades has established itself as one of the most economically vibrant and thriving cultural centres in the UK.



Ben Cooper

Regeneration has created a glossy, vibrant Glasgow

Economic success and regeneration

Glasgow generates over £13 billion Gross Value Added (GVA) each year.² The city was designated European Capital of Sport in 2003, is hosting the Commonwealth Games in 2014 and was second only to London's West End in Experian's³ 2007 retail rankings. Urban regeneration continues apace, with further development of the River Clyde adding to the successful development of Glasgow Harbour, digital media village and International Financial Services District.⁴

The city has also been successful in creating new jobs (in excess of 41,000 since 2003⁵) and attracting investment.

‘There is a ‘Glasgow effect’...that is, an excess of mortality beyond that which can be explained by current indexes of deprivation. The result is that Glasgow's health status remains worse than that of comparable English cities like Liverpool’

Glasgow Centre for Population Health⁷

Poverty and social exclusion

However, despite the city's considerable success, a significant number of its residents suffer poor health and worklessness, living in some of the UK's most deprived communities. Last year, the Glasgow Economic Forum stated that:

‘the gap between prosperous and deprived areas of the city is wide and appears to have been growing on indicators such as life expectancy, alcohol or drug dependency and death rates from cancer or heart disease’⁶

Despite seeing a reduction in the most acute levels of deprivation, in 2006 almost a quarter of Glasgow's total population lived in the most deprived 5 per cent of Scotland's neighbourhoods – almost half in the most deprived 15 per cent.⁸ In 2005 Glasgow City

2. *Step Change for Glasgow*, Glasgow Economic Forum, 2006
3. *State of the City Economy*, Glasgow Economic Review, Special Report, November 2007
4. For more information see *Glasgow Factsheets 2007*, Urban Regeneration, Glasgow City Council
5. Provisional (draft) data, kindly provided by Glasgow City Council, January 2008
6. *Glasgow Economic Audit 2007*, Glasgow Economic Forum, 2007
7. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006
8. *Glasgow Economic Audit 2007*, Glasgow Economic Forum, 2007

had the highest mortality rate in Scotland⁹ – in some areas male life expectancy is as low as 54¹⁰ – and its suicide rate is almost 30 per cent higher than that for Scotland.¹¹

Many organisations are working hard to transform the lives of Glasgow’s most disadvantaged people – they do not accept the deep divide between prosperity and poverty. The policy proposals contained in this document are designed to narrow this gap, and to further advance the fight against poverty and social exclusion.

‘...Scotland had incubated a new breed of deprivation. It is like a hideous experiment where the State wants to see what happens if the incentive to work is removed for the most deprived in society’

Fraser Nelson, Scotland on Sunday¹³

‘THIRD SCOTLAND’¹² - THE CYCLE OF POVERTY AND BREAKDOWN

Glasgow performs badly on a number of health and deprivation indicators at both a national and international level,¹⁴ yet they mask an even more devastating daily reality for many Glaswegians. In some postcode areas, particularly in the east end of Glasgow, over 60 per cent of children live in workless households, almost half of all residents claim Incapacity Benefit (IB), and over 40 per cent of households are headed by lone parents. The contrast between this and some postcode areas in the west end is staggering: life expectancy of over 80, fewer than 5 per cent of children living in workless households and virtually no benefit claimants. (See Figs. 1 and 2 below.)



Finnieston, Imroxius

Run down social housing and deep-rooted deprivation characterise some areas of Glasgow

Areas like Calton and Dalmarnock are mini ghettos, suffering from inter-generational worklessness and poverty. Benefit payments, coupled with weak or no work expectations, are trapping the very people they are supposed to be helping.

Economic dependency – the disease of worklessness

Worklessness

- Nearly 110,000 working-age residents in Glasgow are economically inactive, accounting for almost 30 per cent of Glasgow’s total working-age pop-

9. Scottish Public Health Observatory, Deaths: all-cause deaths by council area, 2005
 10. This is for postcode area G40 2, Calton, 2001; supplied by the Public Health Information Manager, NHS Health Scotland
 11. Scottish Public Health Observatory, Suicide: by local authority; Standardised Mortality Ratio 2002-2006
 12. *A nation still divided by poverty and inequality*, The Scotsman, 04.01.06
 13. Our Hidden Shame, The terrible truth about the state of the nation, Fraser Nelson, Scotland on Sunday, 08.01.06
 14. See Scottish Public Health Observatory website at <http://www.scotpho.org.uk/home/home.asp> for health indicators and comparisons

ulation. This is 50 per cent higher than the national rate (national refers to Scotland unless otherwise stated) and very similar proportions as Manchester and Glasgow¹⁵

- The proportion of economically inactive residents in Glasgow City has increased from 27.9 per cent in 2005 to 29.4 per cent in 2007, but overall has remained largely static in the last 5 years¹⁶
- Despite decreasing by 21 per cent since 2000-1, Glasgow’s unemployment rate is nearly 50 per cent higher than the rates for both Scotland and Great Britain. Manchester’s unemployment rate is marginally lower than Glasgow’s, whilst Birmingham’s is slightly higher¹⁷
- The proportion of people claiming IB is the highest of all major UK cities, with a claimant rate 53 per cent higher than the national rate and *double* the rate for Great Britain.¹⁸ In comparison, Glasgow’s Incapacity Benefit claimant rate is 69 per cent higher than Birmingham’s and 26 per cent higher than Manchester’s¹⁹

Work is the best and most sustainable route out of poverty for the vast majority of households. It is therefore not surprising that in the most poverty-stricken areas of Glasgow, the majority of people are economically inactive.

Fig 1. Key economic indicators by postcode area (percentage of total working-age population)²⁰

Postcode Area	Unemployed Claimant Count	Incapacity Benefit Claimants	Economically Inactive
Calton (G40 2)	8.7%	44.0%	57.5%
Dalmarnock (G40 4)	7.3%	48.9%	61.6%
Parkhead S (G31 4)	6.2%	35.1%	59.1%
Bearsden-Kessington (G61 2)	1.3%	4.2%	34.1%
Scotland	3.3%	10.6%	35%

The benefits of work are not just financial. Research shows that income from work facilitates social inclusion and improves physical and mental health: income from benefits has the *opposite* effect.²¹ Hence areas of significant

15. April 2006-March 2007, NOMIS
 16. January 2005-December 2005, Economically Inactive people in Glasgow City, time series, NOMIS
 17. Ibid; Model based unemployment rate (Glasgow City, 7.7%; Manchester, 7.1%; Birmingham, 9%; Scotland, 5.2%; Great Britain, 5.3%), NOMIS Time Series (March 2000-February 2001, Glasgow City model based unemployment 9.7%)
 18. *Glasgow Economic Audit 2007*, Glasgow Economic Forum; May 2007, NOMIS (Glasgow City, 14.4%; Scotland, 9.4%; Great Britain, 7.2%)
 19. May 2007, NOMIS (Birmingham, 8.5%; Manchester, 11.4%)
 20. These are the most recent figures for indicators at postcode level. Nationally, unemployment and economic inactivity has declined, however national trends may not predict progress in areas of such ingrained and acute worklessness. Unemployed Claimant Count 2003, Incapacity Benefit Claimants 2000 (includes Severe Disablement Allowance), Economically Inactive 2001; supplied by the Public Health Information Manager, NHS Health Scotland
 21. *Is Work Good for your Health and Well-Being?*, Gordon Wadell and A Kim Burton, 2006

worklessness are also likely to be areas of poor health. Male life expectancy²² in Calton is 54, and almost 60 per cent of residents are economically inactive. In Bearsden-Kessington where economic inactivity is almost 70 per cent lower, male life expectancy is much higher at 81. The percentage of IB claimants clearly reflects the problem, and the benefit places virtually no expectation on claimants to find work.

Clearly demonstrating the positive health effects of work is the Glaswegian 'Shettleston Man', cited in the Economic Dependency volume in *Breakthrough Britain*. Research into Shettleston Man demonstrated that work improves health in a way that diet and exercise cannot: engagement in work reversed the effects that the stress of living in deprivation was having on his white blood cells.²³

Additionally, poverty and worklessness are intergenerational: a working household is not only less likely to be in poverty themselves, but children living in the household are less likely to be in poverty as adults.²⁴ Hence in Parkhead S and Dalmarnock, over 60 per cent of children may have reduced life chances due to living in a workless household (see Fig. 2 below) – and the cycle continues.

'Shettleston Man', Glasgow

Shettleston Man is the collective name given for a group of men in Shettleston. Shettleston Man's life expectancy is 63, he lives in social housing and is terminally out of work. His white blood cell count is killing him due to the stress of living in deprivation.

Youth worklessness

- Barnardo's Scotland recently published a report placing Scotland 24th out of 28 countries for the number of young people not in education, employment or training (NEET). Only Mexico, Turkey, Finland and Slovakia performed worse. The UK comes 21st²⁵
- In Glasgow the NEET rate is 'at least half as high again as the national average' – this would make it around 18 per cent of all 16-19 year olds.²⁶ This means that Glasgow's NEET rate is almost *twice* that of Manchester. In Birmingham the figure is around 36 per cent lower than Glasgow²⁷



Iain and Betsy Duncan Smith visiting the back to work charity Tomorrow's People in Pollok. The charity provides tailored support to help some of Glasgow's most disadvantaged people get and sustain work.

A Prince's Trust paper, *The cost of exclusion*, highlighted the long-term wage penalty which results from not being in education, employment or training. Citing both national and international research the paper refers to a 10-15 per cent impact on wages.²⁸

22. Male life expectancy by postcode area, 2001

23. *Breakthrough Britain*, Volume 2: Supporting work and independence, Economic Dependency and Worklessness

24. *The intergenerational transmission of disadvantage and advantage for various studies*, Centre for Longitudinal Studies, Briefing February 2007

25. *Index of Wellbeing for Children in Scotland*, Barnardo's Scotland, July 2007

26. *Glasgow Economic Audit 2007*, Glasgow Economic Forum

27. Please note that for Manchester and Birmingham the NEET age range is 16-18, in Glasgow the age range is 16-19, Glasgow and Manchester, 2006; Birmingham, 2005;

28. *The Cost of Exclusion: counting the cost of youth disadvantage in the UK*, The Princes Trust, 2007

Many of Glasgow's young people are languishing at the margins of society, and the longer they remain there the worse their chances of re-entering main-stream society become.

Educational Failure – a poverty of opportunity and aspiration

- In 2006/7, after Dundee City, Glasgow ranked 2nd worst out of all Scottish local authorities for educational achievement at Standard level²⁹
- The percentage of pupils in Glasgow gaining 3 or more results at Higher level or better is 38 per cent lower than the Scottish rate³⁰
- In 2006-7, just 37 per cent of children leaving local authority care in Glasgow gained at least one qualification at SCQF³¹ level 3 or above, and only 19 per cent left with Maths and English at level 3 or above³²
- In 2006/7 just 21 per cent of young people in Glasgow entered full-time Higher Education, nearly a third less than the national rate. In comparison, 29 per cent of young people in Edinburgh go on to Higher Education, 35 per cent in Aberdeen, and 25 per cent in Manchester³³

‘I believe that most of the other problems facing the city (drug / alcohol addiction, educational failure) can be traced back to the sense of hopelessness experienced by generations in the same family who have never worked.’

Dennis Daley, Rainer CtC, Director for Scotland and Northern Ireland, in response to CSJ survey

Education is the cornerstone of social mobility, and as such schools must be equipping their young people with the skills necessary to achieve in life. Just under one in five young people in Glasgow fall into the NEET category. They are likely to have few, if any, qualifications, and in an increasingly knowledge-based economy they have little hope of progressing. Instead, many will end up dependent on benefits.

The link between educational failure and worklessness is reflected in the city's adult population. More than one in five working-age people in Glasgow have no qualifications – over 50 per cent higher than the figures for Scotland and Great Britain.³⁴ In 2001, in those areas with the highest proportion of economically inactive residents, in excess of 60 per cent of 16-74 year olds have no qualifications. Hence in Dalmarnock, 65.5 per cent of 16-74 year olds have no qualifications, and 61.6 per cent of working-age residents are economically inactive.³⁵

The link is clear, and yet the number of people without any qualifications in Glasgow City in the period January 2006 to December 2006 was just five per cent lower than for the period March 1999 to February 2000. This decline com-

29. SQA Examination Results in Scottish Schools: 2006/07, Scottish Executive
 30. Scottish Government School's Statistics Department, SQA Exam Results, 2006/7
 31. Scottish Credit and Qualifications Framework
 32. Care leavers beyond minimum school leaving age; Health and Care Series: Children Looked After Statistics 2006/7
 33. Scottish Government's Statistical Publication Notice *Destinations of Leavers from Scottish Schools: 2006/07*
 34. January 2006-December 2006, NOMIS (Glasgow City, 21.3%; Scotland, 13.7%; Great Britain, 13.8%)
 35. See Fig. 1 for economic inactivity; 16-74 with no qualifications, 2001, supplied by the Public Health Information Manager, NHS Health Scotland

pires poorly to the 23 per cent drop in Scotland and 18 per cent drop in Great Britain over the same period.³⁶

This slow rate of improvement is a poor return for high levels of expenditure. According to the Scottish Executive, in 2005/6 Glasgow spent over £6,500 total gross revenue expenditure per pupil in secondary school. This is just £32 a week less than the fees for Hutcheson's Grammar School with starkly differing results.³⁷

All young people in Glasgow must be given the opportunity of an excellent education, and this education must instil aspirations that will enable them to achieve. This in turn will break the intergenerational cycle of poverty and worklessness.

Fractured Families – broken homes and damaged lives

- According to the 2001 census, just over 40 per cent of households with dependent children in Glasgow City were headed by lone parents, accounting for almost 28,000 households.³⁸ In Manchester the figure is very similar, but in Birmingham it is around 25 per cent lower³⁹
- It is predicted that by 2016 single parent households in Glasgow will account for almost one in two households with children⁴⁰
- In 2005, Greater Glasgow had the highest rate of teenage pregnancies for under 16s in Scotland, and the figure had risen 22 per cent since 1999⁴¹
- In March 2007, Glasgow City local authority had almost 3,000 children in care – accounting for more than one in five of all looked after children nationally⁴²

Family breakdown can, and frequently does, have devastating effects on the children involved. The family environment is instrumental in the physical, emotional and psychological development of a child, and as such committed, stable relationships are key. Children from families that have experienced family breakdown are much more likely to, for example, become teenage mothers or become involved in crime.⁴³

Hence a person's life chances are often predicated on their experiences in childhood. A child's ability to engage at school is in part determined by their home life, and their subsequent (un)employment likewise.



Quarriers Family Resource Centre is working to keep families together in areas of significant disadvantage in Glasgow

36. No Qualifications, Glasgow City, Time Series

37. *How to put Scotland at the top of the class*, Fraser Nelson, The Scotsman, 20.10.04

38. Scotland's Census Results Online (SCROL), table UV65

39. National Statistics Online (ONS), Focus on Families, Geographical Distribution, based on 2001 Census data

40. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006

41. Information Services Division (ISD) Scotland, NHS Scotland, statistics 1994-2005

42. The Scottish Government, Health and Care Series: Children Looked After Statistics, 2006/7

43. See *Breakdown Britain* and *Breakthrough Britain*, Fractured Families,

Fig 2. Key Family indicators by postcode area⁴⁴

Postcode Area	Lone Parent Households	Teenage Pregnancy Rate (crude rate per 100 females aged 13-19, over 3 years)	Children in Workless Households
Calton (G40 2)	29.5%	18.3	37.3%
Dalmarnock (G40 4)	41.0%	24.2	61.2%
Parkhead S (G31 4)	46.8%	21.9	61.1%
Bearsden-Kessington (G61 2)	5.1%	2.6	4.3%
Scotland	17.9%	13.0	18.4%

Polling for Breakdown Britain found that if you are not brought up in a two-parent family you are:

- 75% more likely to fail at school
- 70% more likely to be a drug addict
- 50% more likely to have an alcohol problem
- 40% more likely to have serious debt problems
- 35% more likely to experience unemployment/welfare dependency

As we have noted above, the presence of a working role model at home increases the chances of a child being in work in adulthood. The worklessness rate for lone parents nationally is 42 per cent, compared to 5 per cent for couple households with dependent children.⁴⁵ Strengthening the family would have considerable impact on the number of children living in a household with a working role model and would therefore improve their future prospects.

THE REPERCUSSIONS OF POVERTY AND SOCIAL EXCLUSION

A. ADDICTION – INTOXICATED AND MARGINALISED

- Drug-related deaths have increased by 95 per cent since 1997 in Greater Glasgow and Clyde NHS Trust⁴⁶
- In 2006, 43 per cent of the total number of methadone users in Scotland were in Greater Glasgow (over 9,500)⁴⁷
- It is estimated that there are more than 15,000 problem drug users in Glasgow⁴⁸
- It is estimated that in Glasgow more than 6,000 children were living with a parent with a substance abuse problem in 2003⁴⁹

44. These are the most recent figures for indicators at postcode level. Lone Parent Households 2001, Teenage Pregnancy Rate 2000-2002, Children in Workless Households 2001; supplied by the Public Health Information Manager, NHS Health Scotland

45. *Breakthrough Britain*, Volume 2: Supporting work and independence, Economic Dependency and Worklessness

46. Figures produced by the Registrar General for Scotland, Office of National Statistics (ONS), published August 2007

47. The Scottish Government, Review of Methadone in Drug Treatment: Prescribing Information Service, 2007. Although the report does not specify, the Scottish Government Public Health & Substance Misuse Division confirmed that the majority of the data is from 2006, with a few figures from 2005. In correspondence with the CSJ, the Division noted that this is an estimate

48. *Glasgow hit by new drug death high*, The Evening Times, 31.08.07

49. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006

- ‘Men and women in Scotland are twice as likely to die an alcohol-related death as people in the United Kingdom as a whole.’⁵⁰ The number of alcohol related deaths in Greater Glasgow increased significantly from 440 in 2000 to 564 in 2004, accounting for 5.5 per cent of all deaths in the region. This compares to a much lower 3.7 per cent in Scotland as a whole⁵¹
- Glasgow City had the highest incidence of hospital admission for alcoholic liver diseases in Scotland, accounting for over 20 per cent of all admissions.⁵³ This is the biggest cause of ‘premature death’ in Glasgow⁵⁴
- In 2003 male liver cirrhosis mortality rates in Glasgow exceeded the maximum national figure in Western Europe⁵⁵

Drug and alcohol addiction is often the result of experiencing acute social breakdown. It is often a response to hopelessness, trauma and a desire to escape daily reality. In turn, addiction perpetuates the cycle of deprivation: an addict is unlikely to be able to care for a child or sustain a job.

Significant research shows that addiction is proportionately more prevalent in deprived communities than in prosperous ones. In correspondence with the Centre for Social Justice, Professor Neil Mckeganey of Glasgow University stated

‘Research in Scotland has consistently shown that serious drug abuse, drug related deaths and drug related morbidity are particularly concentrated in the poorest parts of the city, further compounding the effects of social breakdown in those areas’

As the statistics above reveal, drug and alcohol misuse in Glasgow has increased considerably in the past decade – and the situation is only projected to get worse. Projections suggest that alcohol related deaths in Greater Glasgow could double in the next 20 years.⁵⁶

‘In Dennistoun, [east end of] Glasgow, one of the country’s poorest areas, alcohol-related illnesses kill more people under 65 than heart attacks and lung cancer put together.’

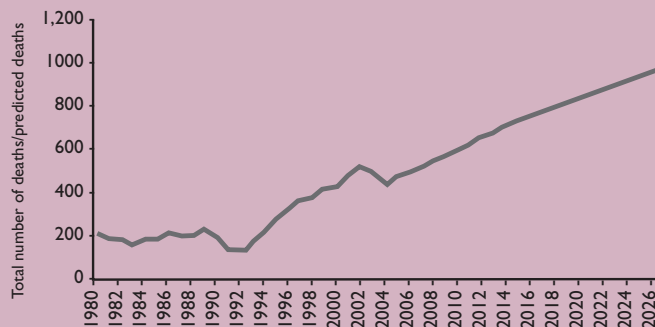
The Sunday Mail, 26.11.06⁵²

‘Addiction is a symptom of greater, underlying issues...but obviously compounds poverty issues and makes attempts to escape poverty more difficult...common factors continually arise such as; low (or no) educational achievement ... other physical or mental health issues, low self-esteem, lack of awareness of career opportunities...’

Dougie MacMillan, Realise Community Project, Project Manager, in response to CSJ survey

50. Mr. Kenny MacAskill MSP, Tackling Alcohol Abuse, SNP debate, Tuesday 6th March 2007
 51. *Alcohol Profile, Greater Glasgow*, ISD Scotland 2006
 52. *Booze.. the No1 Killer*, The Sunday Mail, 26.11.06
 53. ISD Scotland, NHS Scotland, Alcohol Information Statistics, 2007
 54. *Booze.. the No1 Killer*, The Sunday Mail, 26.11.06
 55. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006
 56. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006

Alcohol related mortality, Greater Glasgow: deaths 1980-2003 and projections 2004-2027 (source GROS/NHS)



Iain and Betsy Duncan Smith spoke with Jim Doherty and Janis Dobbie at Gallowgate Family Support Group. The project provides much needed support for families who have experienced the tragic effects of drug misuse first hand

Scotland’s current alcohol and drug policy is not working for Glasgow. This is reflected in the lack of residential rehabilitation beds in the city and the escalation of methadone maintenance. A Scottish Government publication, *Review of Residential Drug Detoxification and Rehabilitation Services in Scotland* (July 2007), states that almost one-third of Scotland’s 352 beds are situated in Glasgow: less than 117 beds for thousands of addicts. Jim Doherty of Gallowgate Family Support Group told the CSJ ‘there are just over 100 rehabilitation beds in Glasgow, and the number of addicts is probably closer to

40,000’. In the year up to March 2005, over 400,000 methadone scripts were issued in Scotland, the projection for 2012 is in excess of a million scripts.⁵⁷

More significant resources are clearly needed to treat people with addictions. For drug addicts there needs to be a rebalancing towards abstinence-based treatment and away from maintenance – provision needs to focus on supporting addicts to become drug-free.

B. CRIME – ALTERNATIVE AFFIRMATION

- In 2006/7, nearly one in five crimes recorded by police in Scotland were committed in Glasgow City⁵⁸
- Glasgow City has the highest overall crime rate out of all councils in Scotland and in 2003 it had the highest prevalence rate for ‘serious violent crime’⁵⁹
- At over 34 serious assaults per 10,000 people, serious assault in Glasgow is more than two and a half times the national rate⁶⁰
- Stabbings account for half of all murders in Scotland, and more than 50 per cent of knives found in Scotland are seized in Glasgow. Within

57. *Scotland: Drug dependency*, BBC News, 04.12.05
 58. Scottish Executive, Criminal Justice Series: Recorded Crime in Scotland, 2006/7
 59. *Let Glasgow Flourish*, Hanlon, Walsh and Whyte, Glasgow Centre for Population Health, April 2006; ‘serious violent crime’ includes murder, serious assault, robbery, rape and attempted rape
 60. *Recorded Crime in Scotland 2006/7, Statistics on crimes and offences recorded and cleared up by the eight Scottish police forces in 2006/07*, September 2007

minutes of the start of 2006 seven teenagers had been stabbed in Glasgow.⁶¹

- There are estimated to be more than 170 gangs in the Glasgow city region – this compares to 169 identified by the Metropolitan Police Service in London, a city over six times the size.⁶² By Glasgow's ratio of gangs to population, there would be over 1,000 gangs in London.

Individuals disenfranchised by educational failure, worklessness and poverty are more likely to commit crime, and experience of family breakdown increases this likelihood. Marginalised in society, self belief and aspirations are often derived from the street. In this instance, status, money and influence comes from violence and gang membership – particularly amongst young people – and fear escalates the problem with people carrying weapons for protection.

People need viable and attainable alternatives to crime and gang culture, they need a future. A good educational grounding provides skills for employability, and employment can provide that future.

ENSURING A BETTER FUTURE FOR GLASGOW'S MOST HARD-PRESSED COMMUNITIES

TURNING LIVES AROUND – THIRD SECTOR SUPPORT

Across the UK there are thousands of grassroots poverty fighting organisations working to tackle deprivation and social breakdown. These charities are transforming people's lives on a daily basis. Glasgow is no exception with numerous excellent projects working with disadvantaged people.

CASE STUDY 1: Family Action in Rogerfield and Easterhouse (F.A.R.E)

F.A.R.E is run for and by local people. It provides a wide range of activities for disadvantaged young people and families in the deprived east end of Glasgow. These include holding kids clubs in primary schools and six youth clubs per week; providing individual support for families; providing an extensive sports programme for young people in the area; facilitating mentoring (befriending); organising and subsidising holidays for the young people; and tackling territorial gang culture through education and guidance.

In 2005 F.A.R.E won the Breaking Down Barriers Award at The Evening Times Local Heroes Awards for their work in tackling territorialism.

Local and national government must recognise the invaluable role that innovative third sector organisations play in helping individuals and families to rebuild their lives and achieve their potential. They must recognise that people

61. *The Streets of Scotland: Britain's knife capital*, The Independent, 04.06.06

62. Ibid

living in disadvantaged communities are more likely to engage with voluntary rather than public sector organisations: in some communities trust in state services is very low. We therefore recommend that Glasgow City Council uses the third sector, where there is a proven track record of success, to deliver an increased proportion of public services.

In response to a CSJ survey of voluntary sector organisations in Glasgow, Dougie MacMillan of Realise Community Project highlighted a key challenge for grassroots charities:

'Lack of flexibility in the funding of voluntary sector organizations is a big issue...The funding of this sector seems to have become increasingly difficult for those small, community-based organisations that are often closest to, and most knowledgeable of, the communities affected by poverty.'

Therefore, to strengthen the third sector and enable it to play a greater role in our most vulnerable communities, increased levels of government funding are required. Crucially, this must be with less prescription and on a longer term basis than is currently available. There should also be greater indirect statutory funding through tax relief, match funding and community endowments.

SUPPORTING WORK AND INDEPENDENCE

Current policies to get people back to work are proving ineffective in Glasgow's most deprived communities. The city needs effective national and local policies that will facilitate an individual's transition from welfare to work, and, crucially, keep them in work. This in turn will mean improved mental and physical health, and fewer workless households meaning increased life chances for children.

Providing personalised support to help people back to work

Programmes designed to help people to make the transition from welfare to work must be tailored to the individual if complex, and often multiple, barriers to work are to be overcome. One-to-one action plans should be drawn up by a personal adviser based on an accurate assessment of the individual, and the plan should be grounded in a work-first approach.

We therefore recommend outsourcing welfare-to-work programmes to innovative and successful private and third sector organisations to deliver a one-to-one service.

Sustained support

Making the transition from welfare to work is one thing, sustaining work is another. Currently a disturbing number of benefit claimants who do find work are unable to stay there, instead falling back onto benefits. This is particularly true for lone parents.

We therefore recommend maintaining one-on-one support for a minimum of 12 months after an individual has moved into work. To ensure that this happens we propose that payment of providers is primarily results-based and reflective of the need to *keep* people in work: payment should be staggered once a client is in work. Payment should also be tiered to reflect the complexity of a client's case.

CASE STUDY 2: Right Track Scotland

Offering education, training and employment opportunities to disadvantaged young people and adults, Right Track are tackling worklessness in the heart of Glasgow. Their Get Ready For Work Programme helps young people develop core, personal, life, and vocational skills, and is tailored to the individual to ensure sustained results. Their programmes for adults are equally holistic, designed to tackle the barriers faced by each client. The charity also delivers alternative education programmes for young people not attending mainstream schooling. One client, Joanne, participating in the Education Initiative Programme said:

'I did not like school so I did not attend. I attend Right Track because I've made friends and I like the staff. Right Track has helped me get into College early and I'm doing a course I'm really interested in. With Right Track's help I hope to go on to better things.'

Clear work expectations

Less than 20 per cent of non-pension welfare expenditure places any expectations on its recipients: people are left languishing on benefits, moving further and further away from the labour market in the process. We therefore recommend revising the benefits system in order to ensure a 'something for something' culture which supports those in genuine need of support, but ensures those who can work do so.

Incentivising work and reforming the welfare system

The Centre for Social Justice is currently undertaking an in depth study of both in- and out-of-work benefits in order to recommend detailed reforms that will ensure a benefits system that incentivises work, strengthens the family, minimises fraud and is simplified to increase accessibility and effectiveness.

Educational failure to educational achievement

Glasgow schools must be equipping young people with the skills to ensure them a bright future. Educational underachievement and failure too often lead to worklessness and social exclusion. Too many of Glasgow's young people are trapped in failing schools: urgent redress is needed.

Pioneer Schools

Pioneer Schools are designed to provide an alternative to failing schools. Young people cannot be left to languish indeterminately in schools that are not delivering educational excellence. Parents must be able to act.

Pioneer schools would enable innovative and committed organisations and individuals in Glasgow (including parent groups) to establish new schools in the most deprived localities. These schools would be independent from Local Authority control and therefore able to implement their own recruitment and remuneration structures for employees and teachers, and be free to employ creative and innovative ways of engaging and supporting pupils. This would give parents an alternative to their child's long-term failing school.

The best leadership for the toughest schools – rewarding success

The success of an organisation is directly linked to the quality of its leader: schools are no exception. Without a strong head teacher capable of communicating an ethos of commitment, discipline and aspiration, a school is unlikely to deliver the high standard of education we should be demanding for our children.

In order to attract head teachers to challenging schools who are capable of motivating a staff team and inspiring their pupils to achieve we must reward their work. A premium must be placed on delivering high quality education, especially in primary schools where payment of head teachers is particularly poor. Good leadership in primary schools is essential given the importance of early intervention, and we therefore recommend the introduction of a

Disadvantaged Primary School Personnel Investment Fund. This fund, as well as being used to attract and reward excellent head teachers, could be used to equip schools with administrative and bursarial support and thereby reduce the bureaucratic burden currently suffocating head teachers.

Every parent matters

Parental involvement in a child's education, and therefore a parent's relationship with their child's school, is crucial. We therefore recommend the introduction of Home-School Charters to identify the rights and responsibilities of parents, pupils and teachers; 'be a credit to your child' courses to help parents get the best out of the education system for their children; and full-time Home-School Support Champions to help parents support their child's educational development.

STRENGTHENING THE FAMILY

Family breakdown reflects and perpetuates the levels of deprivation and worklessness – with its associated outcomes such as crime and addiction – that



Through the provision of non-stigmatising and multi-disciplinary support, Quarriers Family Resource Centre is keeping families together in Glasgow. The charity is having a huge impact on the community it serves.

blight too many communities. Tackling Glasgow's family breakdown will lead to corresponding improvements in these other areas.

Delivering greater family well-being

Effective and accessible support for families must be available in the heart of our communities. We therefore recommend the introduction of Family Hubs to ensure the integration and coordination of services, and an enhanced role for health visitors in preventing dysfunction in a child's development.

Relationship and parenting education and support

Relationship and parenting education is highly valuable for both adults and children, and should therefore be available nationally through schools and third sector organisations. Particular attention should be paid to vulnerable families, targeted through appropriate access points such as Family Hubs.

Recognising and rewarding marriage

There is an overwhelming body of evidence demonstrating that the best outcomes for children are from married couple families. We must support an institution that benefits children and adults so profoundly, and for this reason we recommend the introduction of a transferable tax allowance for married couples.

CASE STUDY 3: Quarriers Family Resource Centre

Quarriers Family Resource Centre was set up in response to the high numbers of children being referred to the Social Work Department in Greater Easterhouse. The charity is a non-stigmatising, community-based project providing preventative services designed to keep families together. The Centre brings together professionals to provide multi-disciplinary services including a nursery, women's group, dad's group, intensive support for individual parents and children including home visits, financial advice, literacy support, health visits and parenting classes.

An evaluation between 2003 and 2005 by the University of Stirling revealed the success of the project. One local project worker interviewed for the evaluation stated:⁶³

'...Quarriers have made a significant difference for the families who attend and for all of the community...'

One father interviewed said:

'...dads are usually viewed as bystanders when it comes to parenting...The group here gives men a place to talk about what they think about being a parent. There is no other place for men to meet and talk about that kind of stuff'

63. *Supporting children by getting alongside families, Practice Guide, Quarriers*

Supporting two-parent family formation

The current tax credit system disadvantages two-parent families. The ‘couple penalty’ in the Working Tax Credit means that couples are better off living apart than together. We therefore recommend enhancing the couple element in order to allow for the second adult.

Case Study 4: Maxie Richards Foundation

The Maxie Richards Foundation was set up by former primary school headteacher Maxie Richards in 1994. This was shortly after being awarded ‘Scotswoman of the Year’ in recognition of the work she was doing – in her own home – to help drug addicts become drug-free. Mrs Richards has helped more than 1,000 people become drug-free through abstinence-based residential rehabilitation.

In 2000, the charity opened ‘The King’s Court’ in a village in Argyll. This provides residential support and training for men who have detoxified. The centre enables them to gain invaluable work skills in order to help facilitate their full integration back into mainstream society.

The CSJ have named a CSJ Award after Mrs Richards in recognition of her inspirational work and self-sacrifice in helping so many people get and stay drug-free

SUPPORTING ADDICTS TO A DRUG AND ALCOHOL FREE LIFE

The debilitating effects of substance and/or alcohol abuse prevents addicts from participating fully in mainstream society. Alcohol and drug abuse is very high in Glasgow, both reflecting and deepening levels of deprivation. A fresh and innovative approach is needed if people are to overcome their addiction and engage in meaningful activities such as employment.

An integrated addiction policy

Many addicts use both drugs and alcohol. A unified service is needed to replace the current fragmented (and unhelpful) separate approach to drug and alcohol treatment. This should be implemented by a National Addiction Trust directly responsible to a specific cabinet office.

Expanding abstinence based treatment

Government must support what works. As such, abstinence based rehabilitation should be at the heart of drug treatment policy – methadone is 97 per cent ineffective in enabling addicts to become drug-free, with a 3 per cent margin of error. Maintenance is not treatment.

We therefore recommend an expansion of third sector abstinence based provision, such as that provided by the Maxie Richards Foundation. Charities with proven track records in enabling addicts to become drug free focus on the individual as a whole and hence tackle the causes not just the symptoms of addiction.



Dial-a-Bevvy: alcohol consumption is destroying Glasgow’s most hard-pressed communities. Alcoholic liver disease is Glasgow’s biggest cause of ‘premature death.’

Reclassifying Cannabis

Government must reclassify Cannabis from Class C to Class B as part of a national action plan to discourage the drug's use. Evidence linking Cannabis use to mental health problems is clear, and government must send the message that its use is both serious and dangerous. This is particularly important in protecting children and young people, who's consumption of Cannabis has increased considerably over the past thirty years.⁶⁴

Acknowledging the link between affordability and consumption – a Treatment Tax

Attaching a treatment tax to alcohol would have a two-fold effect. Firstly it recognises the link between cost and consumption – the cheaper the product the higher the consumption – and thereby reduces consumption. Secondly, it provides much needed funds to help treat alcohol and drug addiction.

CONCLUSION

Glasgow is one of the UK's greatest cities. Its economic success and regeneration must be celebrated. However alongside this prosperity exists acute deprivation. In some areas worklessness is the norm, family breakdown prevalent and drug and alcohol addiction rife. In these areas poverty and social exclusion is intergenerational: children's life chances are being significantly reduced.

The policies contained in this document are designed to further the fight against poverty. They are designed to help make Glasgow a great city for *all*. The Centre for Social Justice believes that by supporting the work of excellent voluntary sector organisations the most disadvantaged communities can be transformed. We believe that the right policies and interventions can mend Glasgow's broken society.

64. *Breakdown Britain*, Volume 3: Addicted Britain, Chapter 4, 2006



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