

# *Impact of cuts on communities and drug services*

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# Today's presentation

- ▶ Headline context
- ▶ Drugs budget
- ▶ Impact on communities
- ▶ Conclusions

Particular focus will be on voluntary and community sector engaged in work against drug abuse

# Headline context

- ▶ Increase govt. spending 2009 +6%
- ▶ Decrease 2010 -1.8%
- ▶ Differential impact
  - Some departments more affected than others. Cuts are *not* 'across the board'
  - Some policy areas more than others
  - Different approach compared to 1987
- ▶ State agencies: 41 to be closed
  - Social policy state agencies most affected (e.g. Combat Poverty)

# Impact on V&C funding

- ▶ **HSE 2009** Between -3% to -4%; 2010, -5%
    - Largest funder of V&C organizations
  - ▶ **CRAG 2009** -8%, 2010 -10%
    - Second largest funder
    - Community sector much more severely affected
    - Community development programme closed
  - ▶ **DoSFA FSA, 2010, -9%**
- Overall, 15% contraction of V&C sector by 2011
  - Projected 4,778 jobs lost by 2011 (from 53,000)
  - HSE V&C jobs down 38,331 to 37,941 in 2009 already (HSE, 2009 AR, just published)

# Projections

► DoFinance original projections for CEAG:

2009	2010	2011	2012
€342m	€330m	€329m	€329m

Set to be slowest department to recover

Losing with the battle with the DoFinance?

Current estimates campaign reports suggest  
battleground of -5% to -12% between  
departments and DoFinance

This was before 'the second collapse' 2010

# Drugs context

- ▶ Some of our rates of use above European average: so we *should* spend more
- ▶ European pillar approach
  - Reduction of supply
  - Prevention
  - Treatment
  - Rehabilitation
  - Research
- ▶ Community-based approaches considered to play key part in response (Goodbody)



# The drugs budget

- ▶ No formal input model/budget
- ▶ State gives 3 figures for drugs budget
  - Comptroller & Auditor General
  - CRAG, in *National drugs strategy 2009-2016*
  - Ireland report to European monitoring centre in Lisbon, Portugal
- ▶ €140m to to €264.276m to €275m

# The core budget

■ HSE hospitals, clinics	€58m*
■ Drug Treatment Centres services	€10m
■ Methadone services	€14m
■ Voluntary and community	€39m
■ Prison-based services	€3m
■ FAS CE (based on 1,000 places)	<u>€16m</u>
Total	€140m

*Comptroller & Auditor General (2009, figs for 2007)*

*\*Includes, in some districts, alcohol services*



# The broader budget (1)

▶ CRAG	€65.207m
▶ DoH&C	€1.033m
▶ HSE	€101.867m*
▶ DES/LDTF	€12.386m
▶ EHLG/LDTF	€8.79m
▶ Probation	€2.897m
▶ Prisons	€5m
▶ Gardai	€44.4m
▶ Revenue	€14.9m
Total	€275.776m

*CRAG (2009) in National drugs strategy, 2009-2016*

*\*Includes Drug Treatment Centre Board, GP, pharmacists, psychiatric, counsellor, therapeutic, outreach, education services*

# The broader budget (2)

▶ CRAG	€65.207m*
▶ DoH&C	€1.033m
▶ HSE	€101.867m
▶ FAS	€18m
▶ DES/LDTF	€12.386m
▶ EHLG/LDTF	€0.496m
▶ DoJELR	€8.79m
▶ Probation	€2.897m
▶ Gardai	€38m
▶ Revenue	€9m
Total	€264.276m

*Ireland report to European Monitoring Centre, 2009, figs for 2008*

*\*Incl. Young Peoples Services & Facilities Fund, later transferred to DoH&C*

# Confused?

- ▶ Problem is lack of agreed input model
- ▶ Recognized in policy reports, but a gap still to be closed
- ▶ Cannot determine effectiveness of outputs if we do not know inputs!
- ▶ But we can track changes in some headings
- ▶ And use existing and devise new indicators to measure impacts

# Voluntary, community budgets

▶ CRAG	Current	Capital	Total in €m	%
▶ 2008	39.265	5.058	44.323	
▶ 2009	36.02	4.59	40.611	-8%
▶ 2010	33.2*	3	36.2	-11%
▶ DES				
▶ 2008	3.651		3.651	
▶ 2009	3.643		3.643	-0.2%
▶ 2010	2.461		2.461	-32%
▶ 2011p	0	0	0	-100%

\*€21.045m to local drugs task forces (14), €9.9m to regional drugs task forces (10)

# Calculating drugs-related cuts

	2009	2010	
▶ <i>CRAG</i>	-8%	-11%	
▶ DoH&C	-4%G	-10%G	
▶ HSE	0% (Vols)	-8%G	
▶ FAS	-4%G	+10%G	
▶ <i>DES/LDTF</i>	0%	-32%	
▶ <i>EHLG/LDTF</i>	-7%	-16%G	
▶ DoJELR	-8%G	-9%G	
▶ Probation	+8%G	-15%G	
▶ Prisons	-10%G	-8%G	
▶ Gardai	-5%G	-9%G	
▶ Revenue	-7%G	-8%G	G=general

# Conclusions

- ▶ Actual drugs budget buried deep in departmental estimates
- ▶ Few that we can clearly identify
  - CRAG, down -8%, then -11%, round figure 20%
  - LDTF DES down 0.2%, then -32%
- ▶ Others are a cause for concern
  - Probation, prisons, gardai, revenue
- ▶ Again, emphasizes need for identifiable drugs, budget, input model



# (McCarthy proposals

- ▶ €2.6m savings CRAG
  - €2m from 'better targeting', closing several
  - €0.6m from 'shared resources with local authorities'
- ▶ Reduce CRAG staff from 23 to 11
- ▶ Transfer to DoH&C
- ▶ Reduce DES funding by €1m
  - Lack of evidence of effectiveness (Goodbody?!)
  - Should be reduced because CRAG is reduced)

# Measuring impact on communities

- ▶ Literature here is small
- ▶ Not a focus in research programme
  - Main research interests are:
    - ▶ Prevalence
    - ▶ Profile of users
    - ▶ Treatment and treatment outcomes
  - 2009-2016 indicators:
    - ▶ Access to services, treatment rates, prevalence
    - ▶ Community indicators: policing for, reduced ESL

# Who has measured community impact?

## Goodbody

- ▶ 'No primary research on effectiveness or efficiency of local outcomes'
- ▶ 'Very structured studies are required to establish costs and benefits, but these have not yet been undertaken'
- ▶ 'We need several data collection exercises'
- ▶ Foreign example suggests cost : benefit outcomes of 3:1 to 9:1 (quoted in MQI, 2010), Home Office:
  - Health gains
  - Criminal justice, policing gains
  - Economic gains (employment)

# Goodbody findings: benefits of community projects

- ▶ Improved trust, cooperation with Gardai
- ▶ Identification of sources of supply
- ▶ Reduced use generally
  - Prevention, use by children
- ▶ Earlier interventions by teachers
- ▶ Challenging of open dealing
- ▶ More people drug free for longer
- ▶ Normalization of their lives
  - Practical help, support given to their families
- ▶ Prevention of relapse

# Goodbody 24 indicators

- Drug-related deaths
- Treatment of users
  - ▶ Methadone
  - ▶ Drug-related illness treatment e.g. HIV
- Crime
  - ▶ E.g. Possession, supply, obstruction
- *Accompanied by 3yr household interviews:*
  - ▶ *Your assessment of extent of problem*
  - ▶ *Whether you are directly affected or not*
  - ▶ *Effects on quality of life*
  - ▶ *Reports of illegal drug use*
  - ▶ *Assessment of quality of response*



# *Developing community indicators*

McCann & Loughran, NCAD, 2006 (1)

## ▶ What communities are interested in:

- Public disturbances/brawling/damage
- Fear, safety, violence, intimidation
- Break-ins, being a victim of crime
- Prevalence
- Garda response (e.g. Searches)
- Social capital, community participation
- Housing, quality, maintenance, amenities
- Deaths of people from the area
- Number interventions by V&C projects



# *Developing community indicators*

McCann & Loughran, NCAD, 2006 (2)

- ▶ Collection local data must be named as important function local response to drugs
- ▶ 'Current indicators do not capture this picture'
- ▶ Collecting local info. challenging e.g. police
- ▶ New strategy does not include the battery of community indicators required

# Evidence of impact

- ▶ Announced closure eight projects Mid West following evaluation
- ▶ Cuts to institutional budgets (e.g. NACD, - 23%)
- ▶ Marked increase in demand for services (see MQI annual report)
- ▶ Little systematic information collection (exc. IMPACT)
- ▶ Some newspaper cover (Cork *Examiner*)

# What happens when voluntary and community organizations are cut

- ▶ Cuts in operations (travel, publications)
  - Doing more with less (absorption)
  - At a time of increased demand
  - *Delaying, suspending, freezing projects and services*
- ▶ Terminate/not renew temporary, contract staff
- ▶ Pay, pension cuts
- ▶ 3-day working
- ▶ Eventually, redundancies unavoidable
- ▶ No mass extinctions: medium size & state-dependant organizations affected most
- ▶ Loss of volunteers

▶ *Source: The Wheel*

# Predicting effects of cuts: Watch for

- Fewer using services, longer waiting lists
- Higher prevalence
  - ▶ Earlier addiction by children
  - ▶ More ill-health attributable to drugs incl. deaths
- Failure to stop supply, dealing
- Higher crime e.g. Intimidation, ASB, break in
  - ▶ Relapse by existing users, slower normalization
- Diminished ability of gardai to respond
- Decline in social capital
  - ▶ Trust, participation, volunteering
- Sense of security, quality of life

# General conclusions

- Cuts applied differentially esp. social spending
- Voluntary, community sector especially affected
- State had a problem with sector since 2002
- V&C drugs spending down – almost 20%
- Adjacent areas a concern (e.g. Probation)
- In a country with a weak social policy
- Destruction of institutions will have long-term impact



# Specific conclusions

- We have no agreed input model for drugs spend
  - Actual level of spending difficult to disaggregate
  - Therefore level of cuts impossible to calculate
  - New national strategy has few community indicators
  - Although we know existing V&C projects have a positive impact (Goodbody)
  - We have indicators that *could* measure changes in communities (Goodbody, McCann & Loughran)
  - Time to get to work on them...!
- *Thank you for your attention!*