

Corporate Report

NO: R021

COUNCIL DATE: February 2,

2004

REGULAR COUNCIL

TO: Mayor & Council DATE: January 29,
2004

FROM: Chair, Drug and Crime FILE: 5250-01
Task Force

SUBJECT: Drug and Crime Task Force Report

1.0 RECOMMENDATION

- .1 That Council receive the Drug and Crime Task Force Policy Paper (Appendix 1).
- .2 That Council support the Task Force's recommendations for consideration and implementation by senior levels of government and other applicable agencies.

2.0 BACKGROUND

In July 2001, the Mayor and Council met with several community representatives to discuss issues related to drugs and prostitution. This was followed by Roundtable Discussions on Drugs and Prostitution issues involving a large number of stakeholders including M.P.'s, M.L.A.'s, Surrey School Board, South Fraser Health Region and several community representatives.

Following from the above discussions at the then Public Safety Committee, a Drug & Crime Task Force was established in the Spring of 2002. The primary goal of this Task Force was **"to strive to improve the quality of life in Surrey by addressing the issues of substance misuse and the related criminal activity through the development of a coordinated and comprehensive Drug Strategy, Action Plan and Implementation Plan that will provide a framework for program development, education, public involvement and healthier communities."** The main focus of this initiative is placed on Surrey's youth and stopping the youth of today from becoming the addicts of tomorrow.

The Drug and Crime Task Force consisted of community representatives from all walks of life, such as Municipal, Provincial, Federal elected officials, Fraser Health Authority, School District, Provincial officials from the Ministry of Children and Family Development, and representation from local service providers, etc. A list of the Drug and Crime Task Force members is included in the attached report.

3.0 DISCUSSION

The following summarizes the various elements of the attached Drug and Crime Task Force report.

- Overview of cause and effects of substance use and abuse
- Youth drug trends in Surrey
- First Nations and Multicultural issues around substance use
- Summary of First Nations Service Agencies
- Summary of Multi-cultural Service Agencies
- Summary of "Best Practices" and available programs related to prevention/education, treatment and enforcement in Surrey

Based on the above research and analysis, an effort is made to determine the missing gaps in services and programs to address youth substance use and abuse in Surrey. The following key recommendations are made with a view to help bridge gaps in services for youth in Surrey.

3.1 PREVENTION/EDUCATION RECOMMENDATIONS

.1 Create a multi-faceted youth resource centre for at-risk youth in Surrey

This initiative could be modelled after the successful aspects of the Broadway Youth Resource Centre (BYRC). The BYRC helps "at risk" youth between the ages of 10 and 24, with a particular focus on youth between the ages of 12 and 19. This centre is based on a one-stop shop idea and offers a safe place that provides integrated community-based social and health services. The centre uses a proactive, youth friendly approach to help youth gain the necessary tools to become active members in the community and in their own future. The BYRC is a partnership initiative that brings together seven non-profit agencies and two government bodies in a storefront location. Some of the services that are provided are: addiction counselling, employment support, housing support, probation services, youth health clinic, violence prevention and various other programs. Currently, the Youth and Child Committee (CYC) in Surrey is working toward having this type of centre opened within the City.

.2 Increase the number of prevention and outreach workers within Surrey's schools

Currently, there are only two prevention workers who rotate through the School District. For a City the size of Surrey this falls short and cannot meet the needs of the youth. According to Statistics Canada (2001) there were 76,375 children between the ages of 5 and 19 in Surrey.

.3 Increase programs that focus on children from ages 0 to 6

Research shows that development of children in this age group is very important and can have enormous implications on what happens to the child later in life. It is crucial that there are programs that focus on proper nutrition, health care and parenting of young children. Programs such as the United Way's "Success by Six" are good examples of what can be done to promote proper development of young children.

OPTIONS: Services to Communities Society also offers several programs that address early childhood education and parenting programs within Surrey. These types of programs need to be promoted and utilized within the City in order for children to reach their fullest potential and have a better chance of succeeding later in life.

.4 Increase substance use education and prevention techniques that focus on parents and promote their involvement

Information needs to be made available to all communities and in all prevalent languages. Language barriers must be broken down to properly educate all parents about substance use issues. Many parents may not be aware of substances, substance use issues or how to deal with these issues. It is necessary to inform parents of these issues and give them the skills and information to better deal with substance use problems with their children.

Information must be distributed in several different languages in order to be useful to all parents within the community. Parent Kits with all relevant information can easily be put together. Information is available from various organizations such as RCMP, Pacific Community Resources, etc. and is already in print.

.5 Create a strategic district wide prevention, education and enforcement program for the Surrey School District.

Prevention and education programs must be consistently applied to youth at all ages. Also, the use of in-school suspensions should be taken advantage of as much as possible when infractions occur. Consulting youth about program ideas and involving them in the creation of new programs can be very effective.

.6 Multicultural Recommendations

The report makes several education and prevention recommendations, specifically dealing with multicultural population such as: promotion of educational material in different languages, how to engage parents and grandparents into the school community/Parent Advisory Council, Parent Kits in their language dealing with substance abuse, how to deal with language barriers between students, parents/grandparents and the school community, etc.

NOTE: In addition to the above, it should be noted the report lists seven additional Education/Prevention Recommendations for youth including several recommendations dealing with multicultural youth in Surrey.

3.2 TREATMENT RECOMMENDATIONS**.1 Develop and expand youth detox services in Surrey**

Currently there are no detox services available in Surrey for youth. There are a number of detox methods that may be suitable for accommodating youth with substance abuse problems and it is not always necessary for detox to take place in a medical type centre. Youth with

non-medical or non-life threatening conditions could participate in a detox or mobile detox type program. A detox program could be operated out of an already existing facility of another outpatient facility. A successful mobile/home detox model could be set up in Surrey. Using this type of model would cut-down on the costs incurred by having a permanent structural clinic.

.2 Create an intensive residential treatment centre for Surrey youth

It is not necessary for this treatment centre to be located in Surrey, but it must be accessible to youth in Surrey who are in need of its services. It may be advantageous to look at the Alberta Adolescent Recovery Centre (AARC) as a model. The AARC has shown to be successful in treating youth with substance abuse issues. The AARC is a long-term treatment centre for chemically addicted youth and their families. The AARC offers programs based on the concept of the twelve step model; positive peer influence; group, family and individual therapy; and the use of recovery homes. The average length of treatment is 12 months and families are encouraged to commit to a further 6 months of aftercare. Currently, members of the Alberta Adolescent Recovery Centre are fundraising and trying to open a centre in the Lower Mainland and this would be a great advance in substance abuse treatment for youth.

Currently, Pacific Community Resources (PCR) is working on a youth residential treatment project. PCR is looking at a site for a 40-bed treatment facility in Keremeos for youth between the ages of 14 and 24 and will be modelled after the Portage Program. The Portage program is a comprehensive residential program that is designed to rehabilitate, educate and re-integrate youth into a healthy lifestyle. A site in Langley has been obtained as an alternative to the Keremeos site.

.3 Properly monitor recovery houses in Surrey

Too many times recovery houses are run by inexperienced individuals who are merely in it as a business and not to help people with their addictions. Recovery houses can be very beneficial for substance abusers in the process of getting help for their addiction but in order for this to happen they need to be properly monitored.

In the recent past the City of Surrey has spent a lot of time and resources on trying to make it necessary that these recovery houses are regulated and properly run. However, under the new Bill 16 the Province will no longer license recovery houses unless they provide a certain degree of intensive care. This affected Surrey bylaws because the City would not allow a recovery house to operate unless the Province licensed them. In November 2002, Bill 73 was introduced and the regulations for this Bill are still not clear. The enactment of Bill 73 in November 2002, the new Community Care Facility and Assisted Licensing Act, has done little to guide the City in developing appropriate policies and regulations in support of the Act.

3.3 ENFORCEMENT RECOMMENDATIONS

.1 Expand Vancouver's Pilot Drug Treatment Court to Surrey and include a youth component

The Drug Treatment Court of Vancouver offers an alternative to the regular criminal court process for those who are arrested for drug offences due to the fact that they are addicted to cocaine or heroine (opiates). Participants in the program undergo court-supervised treatment for one year, at the Drug Court Treatment Office. A psychologist, an addictions specialist physician, and a case manager are available to help participants with all their required needs. The Drug Treatment Court of Vancouver is a multi-staged treatment program where participants must accumulate enough treatment hours to meet the requirements to graduate to the next stage. This program is based on the parenting model and participants must attend the Treatment Office every weekday and undergo random urinalysis.

This program is designed for non-violent offenders who are charged with possession, possession for the purpose of trafficking and/or trafficking in small amounts of a controlled substance and the offence must be motivated by their addiction. Property crime offenders and offences involving children are not eligible.

Currently the Drug Treatment Court of Vancouver is undergoing evaluation and a report of this evaluation should be available by December 2003. One issue is that the program is only available to adults, and youth cannot participate. Although some problems do exist, they can be learned from and if a Drug Treatment Court is opened in Surrey, the issues can be used to better the program. A youth component could also be added. Youth could also benefit from a drug court and the current model could be molded to incorporate a youth component.

.2 Identify a governing body to ensure the safety of people and the environment when a Marijuana grow op or a Methamphetamine lab has been operated/dismantled

Once it has been determined by the RCMP that a specific site was used for the purpose of growing Marijuana or producing Methamphetamines, it is important that these properties are properly inspected and cleaned to ensure the safety of people who may use the property after this discovery. In the United States the Environmental Protection Agency deals with these types of properties, but in Canada there is no regulating body to address the issue. Whether it is the responsibility of the Ministry of Environment, Fraser Health Authority or a new regulating body, this issue that is continuing to increase, needs to be addressed.

.3 Designate a percentage of the proceeds of crime to support substance abuse programs and other community initiatives

The Surrey RCMP is a Municipal Police Force and, therefore, the Municipality pays for 90% of their operating costs. Cost sharing between the Federal, Provincial and Municipal governments would be beneficial and allow for more resources and more crime prevention programs.

.4 Develop a policy which allows Drug Dog searches within Schools

Although this is a controversial topic, it is important to ensure that students attending school are in a safe learning environment. There are several issues that need to be researched and explored further, especially those around search and seizure.

3.4 DRUG & CRIME TASK FORCE ACCOMPLISHMENTS

- Drug Awareness Parent Kits have been assembled.
- School Education sub committee completed a survey for the students and curriculum from grades 4 thru 12.
- Drug Awareness forums with the Community (3 have been held to date).
- Lobbying of the Federal Government regarding proceeds of crime legislations. Council passed a motion regarding the Proceeds of Crime and sent it to the UBCM, which it passed unanimously and forwarded it to the FCM.
- Parent Focus Groups will begin in February 2004. Development for the program is currently being developed (DPAC).
- School Liaison Office program has been reviewed and currently there are nine officers working within Surrey schools with a centralized focus.
- District wide consistency of drug enforcement with schools has been reviewed and one point person per school as been designated to deal with drug enforcement issues.
- A new substance abuse curriculum has been developed for grades 4 to 7 and explains best practices and lessons around value identity, life skills, smart choices, character education and social responsibility. This program will be piloted starting in February 2004 to May 2004 in seven schools in the Surrey School District, with a large amount of support and involvement from the school liaison officer. This curriculum also includes a peer mentorship program where youth in grade 10 will mentor children from elementary schools that are particular high school feeder schools. A Pilot Project has been initiated at FraserWood, Sullivan, Sunnyside, Hjorth, Don Christian and Chimney Hills Schools.
- A comprehensive policy which will give a school administrator the authority to use what means they need to combat drugs in schools, including drug dog searches, will be before the School Board in March of 2004.
- A multicultural community group has been established to address the gaps and/or shortfalls, particularly as they relate to their issues.

CONCLUSION

Working since June 2002, the Surrey Drug and Crime Task Force has discussed cause and impacts of drug use, particularly as it affects youth in Surrey and makes several recommendations. Although this report is submitted to the City's Mayor & Council, it is recognized that it is not the City's prime responsibility related to the implementation of the submitted recommendations.

Appreciation and thanks are duly noted for the Drug and Crime Task Force members for their willing and active participation.



Councillor Dianne Watts
Chair, Drug and Crime Task Force

APPENDIX 1

CITY OF SURREY

DRUG & CRIME TASK FORCE POLICY PAPER

YOUTH SUBSTANCE USE AND ABUSE:

"A FOUNDATION FOR ACTION"

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December 2003

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This policy paper was developed following the implementation of the Surrey Drug and Crime Task Force. This task force brought together senior decision-makers in local government, Provincial government, Federal government and various agencies that provide services within the City of Surrey. The goal of this Task Force is, **“to strive to improve the quality of life in Surrey by addressing the issues of substance misuse and the related criminal activity through the development of a coordinated and comprehensive Drug Strategy, Action Plan and Implementation Plan that will provide a framework for program development, education, public involvement, and healthier communities.”** The main focus of this initiative is placed on Surrey’s youth and stopping the youth of today from becoming the addicts of tomorrow.

This policy paper highlights current youth drug trends in Surrey, causes and effects of substance use and abuse and First Nations and multicultural issues around substance use. It was critical to fully understand the nature and extent of this problem within the City in order to properly address it. Although there is limited research that analyses drug use rates among Surrey’s youth, statistics available reveal that drug use is increasing and starting at an earlier age, especially with marijuana and methamphetamines use. By examining youth substance use trends and acknowledging that there is in fact a problem the next step is to determine how to best address this issue.

Best practices from other agencies and sources are examined and outlined within this policy paper under the headings of prevention and education, treatment, and enforcement. Some of the key findings in prevention and education best practices explain that early childhood education, positive adult mentorship and realistic substance use education are all very important. Treatments best practices suggest that in order for youth to overcome substance abuse issues treatment must be readily available, provided over an extended period of time and also provide help after the duration of treatment. Literature on enforcement best practices is somewhat limited and is discussed within the paper. After determining what works best to address the issue of youth substance use and abuse it is important to identify what services are or are not available for youth in Surrey. It was then possible to determine the missing gaps in service that address youth substance use and abuse.

In order to remedy these gaps in service for youth in Surrey many recommendations were laid out within the paper. Key recommendations are as follows:

Prevention/Education

- Creation of a multi-faceted youth resource centre for at-risk youth.
- Increase the number of youth prevention and out-reach workers within Surrey.
- Increase programs that focus on children ages zero to six.
- Increase parental education about substance abuse issues and promote their involvement.
- Create a strategic district wide prevention, education and enforcement program for the Surrey School district.

Treatment

- Develop and expand youth detox services within Surrey.
- Create an intensive residential treatment centre for Surrey youth.
- Properly monitor recovery houses within the City.

Enforcement

- Expand Vancouver's pilot Drug Treatment Court to Surrey and include a youth component.
- Identify a governing body or agency to ensure the safety of people and the environment in properties where marijuana grow operations and methamphetamine labs have been dismantled.
- Designate a percentage of proceeds of crime money to be filtered back into crime prevention services and initiatives.

The next step will be to devise an implementation process whereby these recommendations can be followed and real steps can be taken to turn these recommendations into actions. The Drug Crime Community Action group which is comprised of members of the community and community organizations, will monitor the progress as some initiatives have already been completed. The most important part of this whole process has been the coordination of information between members of the Drug and Crime Task Force and has been invaluable to this policy paper. By bringing together many stake holders and decision makers within the community there has been a sense of solidarity and everyone is working towards the same goal which is to decrease drug use and crime within the community.

Introduction

Since June of 2002, the City of Surrey and representatives from within the community have worked together to form what is known as the Surrey "Drug and Crime Task Force". The purpose of this Drug and Crime Task Force has been to address the increasing need to reduce the negative social, health and safety impacts of substance abuse, increase public awareness, access to information and support, pro-actively work with children and youth and to bring the community together to direct this process.

The City and community has acknowledged the need to address the issue of substance use and abuse among Surrey's youth. The goal of the Drug and Crime Task Force is, "to strive to improve the quality of life in Surrey by addressing the issues of substance misuse and the related criminal activity through the development of a coordinated and comprehensive Drug Strategy, Action Plan and Implementation Plan that will provide a framework for program development, education, public involvement, and healthier communities."

To achieve the goals set out by the Drug and Crime Task Force, this paper's purpose is to outline how these goals will be achieved. The focus of this drug strategy is placed on youth substance (alcohol and drugs) use and addiction. Surrey has a very large population of children and the health of these children is very important to the City. By focusing on youth, the City hopes to prevent them from becoming substance users and stop the youth of today from becoming the addicts of tomorrow.

The first step will be to define what youth substance use and addiction looks like in Surrey. In order to be able to properly address the problem, it is first imperative to know exactly what the problem looks like. It will also be important to look at the factors that cause substance use and addiction and what the effects are on these individuals and for the community as a whole. In order to determine the best ways to address problems of substance use and addiction best practices that have been researched and shown to work will be discussed and outlined. These best practices will be broken down into the areas of prevention and education, treatment and enforcement. It is also important to look at what programs are currently available in Surrey that focus on substance use, addiction and the underlying causes.

After determining the best practices to address substance use and addiction problems of youth in Surrey, the next step will be to create concrete action plans that use these best practices and theories as guidelines for new programs and to make adjustments to already existing programs.

Although the City of Surrey has taken a lead role in acknowledging the problem of substance abuse and has created the Drug-Crime Task Force, it is neither the mandate nor the responsibility of the City to carry forth these action plans. In order to implement these plans, detailed information as to whom the responsibility falls on will be outlined and discussed. It will be the responsibility of either the Provincial or Federal governments and their ministries to fund these initiatives, but other groups may take on the actual implementation.

In order for these new action plans to succeed, it will be important to properly monitor and evaluate them. Once these initiatives have been put into place, it is important to be able to determine whether or not they are successful in decreasing substance abuse.

Youth Definition And At-Risk Groups

Within the Provincial and Federal governments and various Ministries, the age at which a person is considered a youth are not the same across the board. According to the Youth Criminal Justice Act (YCJA), a youth is defined as being between 12 to 17 years old. Most often though, youth are defined as being under the age of 19 but some ministries and government bodies extend the youth definition to 24 years old, and in some circumstances, to 29 years old. For the purposes of this paper, the term "youth" is used to describe young people in general and a specific age range is not really focused on, but it is acknowledged that the term can be very broad.

Although this paper's focus is on substance use and abuse of youth, there is an understanding that there are also other populations or groups that are at a very high risk as well. Such at-risk groups include women with children, homeless people and seniors. It is important to acknowledge such groups and address the fact that there are many barriers for these groups when trying to access help or certain types of programs. It is also difficult to fully understand the extent and degree to which these groups need help because of their inability to access programs and services due to many factors such as transportation, availability and day care. Although there is a difficulty to access these groups there is anecdotal evidence that suggests they are at-risk. It is extremely important that these groups do not fall between the cracks and when new programs are being developed, these people must be considered as well.

Causes And Effects of Substance Use and Abuse

There are many explanations and reasons why youth or people in general use drugs. Substance use or abuse by people or by groups of people is very rarely a result of a single factor or cause. Instead, substance use is caused by an interaction between a number of individual, social and environmental factors that together can put a person a risk of using and abusing substances. [1] Also, these factors are always changing and can vary from community to community and from person to person.

Canada's Drug Strategy (1998) indicates that substance use and abuse is inextricably linked with overall health. There is evidence which shows that the key factors controlling health are income and social status, social support networks, education, employment and working conditions, physical environments, biology and genetic make-up, personal health practices and coping skills, healthy childhood development, health services, gender and culture. (page 3) Although

substance use and addiction is linked with overall health there are also other specific factors that can cause or lead to substance use and addiction.

[2]In addition to these overall determinants of health, substance use and addiction is also linked to unemployment and poverty, homelessness, racism and discrimination, childhood traumas, sexual and physical abuse, family violence, mental illness, difficulties in school, inadequate family support, social alienation and marginalization. Although there are many key causes and factors that can lead to substance use and addiction, these factors can vary from person to person and what may cause one to use drugs may not cause another to. It is important to acknowledge all causative factors when developing new strategies to decrease substance use and addiction among Surrey's population.

[3]Although many people may personally choose to use drugs for the first time, developing an addiction after repeated usage is usually not a conscious decision or a fact of moral weakness. Instead, drug addiction becomes the outcome of a complex combination of genetic, physiological and environmental factors. An individual may at first make a conscious decision to use drugs but as addiction begins to set in the individual no longer has a choice and is now at the mercy of the drug and must continually use to get by on a day-to-day basis.

By considering all of these factors and causes of substance use and addiction, it is possible to develop substance use and addiction services to concentrate on these problems. By acknowledging the numerous causes of drug and alcohol use, it shows that programs that are developed need to focus on a variety of different issues to be successful. Substance users may need a number of specific programs that focus on these different factors to properly manage their substance use and addiction. It is very important to take all of these factors into consideration when developing substance use and addiction programs. Initiatives must be implemented that address all of these causative factors to properly assist people with their substance use issues.

Substance use and addiction is a very troubling problem and its' effects are far reaching. Substance use and addiction does not affect just the specific person who is using, but can also have drastic effects on the individual's family, friends and the community in general. [4]Harm that is associated with drug and alcohol use and addiction can be physical, psychological, societal, and/or economic. Some specific examples of how alcohol and substance use effects individuals and the community are through drug overdose deaths, numerous cases of mental illness, depression and suicide, crime and public disorder, babies born with deficiencies because of substance use during pregnancy and many others. [5]In BC there are approximately 150 drug-affected babies born each year. Many of these babies will face a lifetime of social, physical and psychological disability and will have a negative impact on society. There is concern that many of these children with FAS or FAE will end up in the Youth Justice System. (LLMA Towards A Lower Mainland Crime And Drug Misuse Prevention Strategy, Sept 2002) There is evidence showing that substance abuse has a stronger correlation with the break-up of families than poverty does. [3] This just goes to show how detrimental substance addiction can be to families dealing with substance abuse.

Although youth will suffer from the same effects as adults, there are also effects specific to their age group. Educational, social, emotional, or physical problems can result from youth substance abuse and many of these problems will have life long effects. [6]When youth use drugs and alcohol they are also exposed to high-risk behavior and are more likely to be engaged in risk behavior such as early sexual activity, involvement in numerous physical fights, driving while impaired and carrying weapons than youth who do not use these substances.

One of the most commonly discussed effect of substance use and especially addiction is crime. It is common knowledge that many substance users fund their addiction through many types of crimes and substance use is synonymous with crime. To the extent that substance use and crime are linked is not completely known but there are many estimates. A report by the Solicitor General Of Canada (2001) estimated that 70% of criminal activity in Vancouver was associated with illicit drugs. The report also stated that 63% of all federal offenders have substance abuse problems. (page 4)

Substance use and addiction not only has numerous effects on the mental and physical well being of people, it also places a strain on society in general because of far reaching financial costs. The economic cost of illicit drugs in Canada, including health care, lost productivity, property crime and enforcement are estimated to exceed \$5 Billion per year. (Auditor General, 2001) This is a major strain on the economy and Canadians in general. The only way to alleviate this stress will be to implement proper programs that address these causative factors.

Youth Drug Trends In Surrey

Drug and alcohol use among youth has been a problem for many years and will likely continue to be a problem in the future. Although people acknowledge there is a problem, there isn't much comprehensive data and research that shows the extent of it. There have been very few studies conducted on youth drug and alcohol use in Canada and even fewer within the Surrey area and data that is available is outdated. To properly address this problem, the extent to which it exists needs to be known. More extensive and reliable scientific research needs to be undertaken to determine the prevalence of substance use and addiction among youth in Surrey.

Although there is a lack of data on youth substance abuse, the studies that have been conducted in Canada have shown an increase in substance use by youth under the age of 18, with specific increases in the use of marijuana and chemical drugs such as ecstasy [6].

One of the most recent comprehensive studies conducted in BC, has been the "Adolescent Health Survey" conducted by the McCreary Society. This study was used to gather information about overall youth health issues. A questionnaire form study was conducted for 42,000 students, grades 7-12, in 1992 and 1998. Although this study was conducted within BC, the results were only broken down into specific regions and not city by city. The results give a general idea of drug and alcohol use in the region but do not give specific details about Surrey. The City of Surrey did not participate in this study but other regions in the area were examined. The results of the 1998 survey show that drug and alcohol use among youth has increased within British Columbia since the first study was conducted in 1992, specifically, with a large increase in marijuana use. In 1998, 56% of all youth surveyed in the Greater Vancouver region had drunk alcohol at least once compared with 51% in 1992. In 1998, 33% had tried marijuana compared to 16% in 1992, which is a very drastic increase and is somewhat worrisome. Also, in 1998, 6% had tried cocaine, 3% methamphetamine, and 2% heroin within the Greater Vancouver region. (Adolescent Health Survey II, McCreary Centre Society, 1998, p18-19) Surprisingly, the Vancouver Region tended to have a lower percentage of first time use than the overall BC average for both alcohol and drugs.

As for youth in Surrey, there was a self-report style questionnaire completed in November 2002 by Pacific Community Resources. Youth surveyed were between the ages of 12 and 25 years old and the average age was 17. Data was collected from transit stations, commercial areas,

beaches and parks. This survey was not only conducted in Surrey, but all over the Lower Mainland. The sample consisted of 1936 completed surveys in six regions in the Lower Mainland:

- Surrey,
- Delta,
- Langley/Aldergrove,
- Maple Ridge/Pitt Meadows,
- Burnaby/New Westminster
- Vancouver

374 of those were completed within Surrey itself. [7](#)

Drug and alcohol use results seen in this survey were typically quite higher than the results seen from various other research done in similar areas in past years. These differences can be attributed to many factors such as sample size, age of sample and location where data was collected. Previous surveys were typically conducted with youth while they were in school whereas the Pacific Community Resources Surrey study was conducted in public areas where youth are known to be such as transit stations and malls. Though these differences do exist, the results can still be used as rough estimates about youth drug and alcohol use trends. [7](#)

This study found that lifetime usage rates for youth within the Lower Mainland were significantly higher than what was found by the McCreary Society in 1998. Lifetime usage rates, for all the regions were 77% for alcohol, 61.1% for marijuana, 24.5% Ecstasy, 20.2 Cocaine, 18.7% Meth/Speed and 7.1% Heroin. Again, some of these significant increases can be attributed to various other factors but it is also obvious that there has been an increase in substance use among youth in the Lower Mainland. [7](#)

When looking at the percentage of youth who have used in the last 30 days, Surrey's usage rate was quite interesting. Alcohol was the most commonly used drug with a 30 day usage rate among Surrey youth at 51.7%, followed by Marijuana at 36.2%, Cocaine at 5.4%, Ecstasy at 4.9%, Meth/Speed at 4.6% and finally Heroin at 3.0%. These numbers show that there is a significant amount of youth who are using drugs and alcohol on a regular basis and therefore there is a great need to concentrate on this seemingly growing phenomenon. [7](#)

Another key factor when looking at the extent of drug and alcohol use among youth is to look at how old these youth were when they first started using and in particular how old they were when they first used each specific drug. Typically it is found that alcohol is the first substance used, followed by marijuana and then followed by harder drugs such as cocaine and

heroin. (Lower Mainland Youth Drug Survey, Nov 2002) This seems to be the case when looking at the results of the Lower Mainland study. The average age of first use, in the Surrey area, for alcohol and marijuana were both the same at 13 years old, followed by heroin at 14 and cocaine, meth/speed and ecstasy at 15.

This research seems to point to the fact that youth drug and alcohol use is increasing in the Lower Mainland. With this increase in use and the ease in which youth can obtain these substances, it is obvious that more effort needs to be placed on preventing and educating youth about substance use and addiction. It is also obvious that many youth have already started using drugs and alcohol and there is also a need for more treatment facilities which focus on youth substance abuse.

These are all very influential factors to be aware of when creating prevention and education programs to ensure that the right target groups are receiving help and the right substances are being focused on. Also, when creating new programs that aim to decrease drug and alcohol use, it is important to look at programs already in existence that have been proven to work and to consider researched-based best practices.

First Nations Issues

The City of Surrey has the second largest First Nations population in the Lower Mainland with Vancouver having the largest. According to Stats Canada (2001) there are 6895 First Nations people living within Surrey. There has been suggestion that substance abuse problems within the First Nation community differs from substance abuse problems within the general population. It has also been suggested that the cause of these differences can be linked to historical issues, such as loss of or threatened loss of culture.⁸ Other historical events that can be linked to this problem are residential schools and the colonization, which was forced on First Nations communities in Canada. Substance abuse issues within First Nations communities is a very complex issue and like substance abuse issues in general, comes as a result of various connecting issues, including poverty, poor housing, isolation, child and spouse abuse, violence, and suicide. As for young First Nations people, it has been shown that they have a greater lifetime usage rate and a younger age of onset of substance abuse than mainstream youth.⁸

To properly address substance abuse issues within the First Nation community it is important, as with all other populations, to fully understand the rates and prevalence of substance use. More in-depth research must be conducted to fully understand this issue. Also, to properly address First Nations people with addiction issues it is very important that services available are culturally sensitive and encompass beliefs and ways of healing that are important to this population.⁸ First Nations health is seen as holistic and includes physical, mental, emotional, spiritual, and cultural aspects of life. A balance of all of these important factors contributes to a healthy individual. ⁸ In order to create successful programs for First Nations communities it is very important that they are culturally sensitive and all of these factors are taken into consideration.

First Nations Services

Awahsuk Aboriginal Head Start Program (Operated By: First Nations Urban Community Society)

- Provides parent support services and parent-involved preschool for parents with children aged 3-5.

Cwenengitel Aboriginal Support Centre

- Provides aboriginal men with alcohol and drug support. Their primary focus is to help aboriginal men learn and maintain wellness through drug and alcohol counseling and life-skills development. Provides a seven-bed facility in Surrey as well as a Sweat Lodge, which is open on Thursday nights to the public.

Kla-how-eya Aboriginal Centre of SACS

- Provides various cultural, recreational, social, employment, educational, and housing services within Surrey. This is an aboriginal centre but is available to all people within Surrey.

Kekinow Native Housing Society

- Provides affordable housing for low-income people of Native Ancestry in the Fraser Valley.

Louis Riel Metis Association

- Offers educational courses and recreation activities for Metis people. Also, assists with referrals to Aboriginal organizations such as counseling services.

Native Court Worker and Counseling Association

- Native courtworker provided for youth, families and adults who have criminal legal problems. Also, makes referrals to alcohol and drug

counseling.

Multicultural Issues

Surrey, not unlike the rest British Columbia and Canada is a very ethnically and culturally diverse community. According to statistics published by Stats Canada for 2001, 37% of Surrey's population identify themselves as a visible minority. The City of Surrey has large populations of South Asian (22%), Chinese (5%), Filipino (3%), as well as many other smaller groups who make up the rest of Surrey's visible minority population. (Stats Canada, Website, 2001)

When dealing with substance abuse among youth, it is crucial to acknowledge these ethnic and cultural diversities. What may work for a youth from one ethnic background may not be appropriate for another youth. It is very important to be culturally sensitive when developing new substance use strategies. Due to the large South Asian population within Surrey it is necessary to create strategies which, will take into consideration cultural as well as religious issues. Surrey also has the third largest aboriginal population in the province. The beliefs and cultures of these people must be respected and acknowledged when developing new programs.

Specifically, within the South Asian community there are many variables that may make it particularly difficult to access the youth in this community. In a lecture given by Dr. Kamala Nayar, she addresses several problematic issues that youth within the South Asian community must deal with and how it is particularly difficult for Canadian born youth within this community. The main issue that seems to plague South Asian youth is the conflict between traditional culture, which is promoted by their parents and older relatives and modernity, which is promoted by mainstream society. Parents of Canadian born Punjabi youth who were not born in Canada come from a very traditional and agrarian society. They try to teach their children traditional values and ideals but when the youth are emerged in a western society where values and ideals are very different there is a great conflict. Punjabi youth are torn between pleasing their traditional family and fitting in with the mainstream western culture. As a result of these two conflicting ideals, Punjabi youth do not really fit into either mold and can feel alienated by both groups. Dr. Nayar explains that there is a lack of resources for Canadian born Punjabi youth and the resources that do exist do not address the issues that need to be addressed. There is a gap with ethnic-based organizations as well with mainstream institutions, especially when it comes to the topic of substance use. The challenge is the lack of communication about such topics as substance use issues between Punjabi parents and youth.

Although it is accepted and known that all youth, not excluding any ethnic group, are faced with the issue of substance use and abuse, the degrees of difference between substance use patterns within these groups are unknown. It is important to understand how substance use varies within these groups to properly be able to educate, prevent and treat them effectively. Type of substances used and general use patterns are needed. In the past there has been a lack of research detailing drug use patterns among youth of different cultures and ethnic backgrounds. Most recently Pacific Community Resources in conjunction with PICS (Progressive Intercultural Community Services Society) has conducted research on youth drug trends in the Surrey/Delta area with particular focus on the South Asian community. They are currently in the process of analyzing this data. Results of this research will be interesting to compare to other youth drug trends conducted in the past in the Surrey area. Results from this research will be available in January 2004.

Multicultural Services

Progressive Intercultural Community Services Society (P.I.C.S.)

- Provides various programs and assistance to help new Canadians adapt and cope with the challenge of change without losing their cultural identity. Programs include, counseling, recreations programs, employment counseling and various other activities.

Options: Multicultural Services

- Provides information, referrals and support to people who speak various languages. This service is free and confidential and provides interpretation and translation services. Settlement services are also available to new immigrants who have been in Canada for less than four years.

South Asian Information And Crisis Line

(604) 596-4357

Multilingual Help Line (604) 572-4060

BC Muslim Association

- Provides religion information, teaches the Koran, as well as, general welfare and counseling of the Muslim Community.

Surrey Delta Immigrant Society

- Provides various services to people who have immigrated to Canada from another country. These services include language training, career planning, job search programs, youth buddy programs, settlement counseling and various other programs to help immigrant settle into their new environment.

VIRSA (Sikh Alliance Against Youth Violence)

- VIRSA is a community based non-profit organization that helps to coordinate information, education, training and support services for members of the Indo-Canadian community in B.C. VIRSA's vision is to build a strong Indo-Canadian community through providing youth with opportunities and promoting family values. (VIRSA Action Plan, June 2003)

Multicultural Recommendations

1. Promote education materials such as "Call It Safe" – "Speaking Up" – "Building Partnerships in Schools", in different languages. (Punjabi, Mandarin)
2. Develop ways to engage Parents and Grandparents into the school community.
3. Develop ways to ensure participation in Parent Advisory Councils. (PAC and SPC)
4. Ensure that up-to-date, relevant information around substances and substance abuse is provided to parents in their own language. (i.e. Parent Kits)
5. Work together with various agencies to ensure the language barriers between students, parents (grandparents) and the school community are mitigated. This is a key recommendation because best practices show us that if there is a communications gap, the child will not learn and therefore becomes disconnected from the school and more likely to drop out.
6. Ensure that Multicultural Works and Councillors are available within the school system to better connect the student, the family, the school and the community.

Prevention/Education Best Practices

Prevention and education are essential strategies when dealing with youth substance use and addiction. Prevention, which basically encompasses the strategy of education, seeks to prevent or delay substance use, reduce substance abuse and problems associated with it. Only prevention initiatives will decrease the number of new cases of substance abuse. (Prevention Sources BC, Prevention ABC's, Website) The best response to problem substance abuse is to increase the focus on prevention initiatives. Prevention initiatives need to develop and implement strategies, help people adopt healthier lifestyles and address personal, social and economic factors that cause people to abuse drugs and alcohol. (Lessons Learned in Substance Abuse Prevention: A Global Review, 2002) This is especially important when dealing with youth because, for the most part, these prevention initiatives will precede substance use and if these youth are given the tools, through competent prevention strategies, to stay away from drugs and alcohol then everyone will benefit from these strategies. Successful prevention strategies are also very important because they are very cost effective. For every \$1 that is spent on drug and alcohol prevention programs, communities can save \$4 to \$5 in cost of substance abuse treatment and counseling. (National Institute On Substance Abuse: Lessons Learned From Prevention Research, Website)

One of the main purposes of prevention initiatives is to prevent the onset of drug and alcohol use to later in life. Research shows that if substance use can be delayed, it will lower the chance that a young person will develop a problem with alcohol and drugs. It is also known that there are certain stages in life when people are more at risk of developing an addiction to substances and these life stages include adolescence. Developing prevention programs that target people during these life stages can reduce the risk of developing drug or alcohol addiction. (Framework For Action: A Four Pillar Approach To Drug Problems In Vancouver, p36.) This is why it is necessary to focus on youth and develop programs that convey the needs and problems that youth face when it comes to alcohol and substance use.

There are many best practices outlined in the literature for prevention and education strategies. There are several overlapping and recurring methods that exist as well as similar ideas about what is needed to have effective and successful prevention programs. As stated by the Lower Mainland Municipal Association (Nov 2001), "Prevention initiatives, to be effective, require strong leadership, clearly identified and realistic goals and objectives, responsiveness to local needs and circumstances, effective coordination and collaboration between all agencies concerned, expertise on proven methods and techniques, and long-term commitment of significant financial and human resources." (p9)

When it comes to specific prevention programs there isn't one specific program that will be able to achieve effective prevention of alcohol and substance abuse for all youth or a community. In addition to general community awareness and sharing of information there are several other prevention strategies that have proven their ability to decrease alcohol and substance use and addiction. These strategies include programs that focus on early childhood education and transition points of individuals, programs that focus on risk factors, protective and resiliency factors, programs that focus on education and school-based initiatives and programs that focus on certain groups who are at a higher risk of substance abuse within the community.

Research has indicated that the period of time between birth and twelve years old is very vital when it comes to attitudes and ideas about substance abuse. Because this period of time is so crucial, it is important that prevention programs work along with parents and families of children to make sure they are receiving the appropriate information so that they can successfully prepare and inform their child about substance use issues. (Framework For Action: A Four Pillar Approach To Drug Problems In Vancouver, p36.)

Before a child enters school most of what a child knows about drugs is based on what their parents and family attitudes and rules are. When a young child starts to attend elementary school their ideas and views can begin to be influenced and contradicted by people around them. Next, the child will make the transition from elementary school into junior high school. During this time, the child begins to mature and finds a need to have autonomy from his or her parents, and tend to pay more attention to what their peers think and this can cause their beliefs about substance use to change. This is one of the most dangerous transition points, which is usually around 11 or 12 years old, and it is around the same time that youth first try drugs and alcohol. The next transition is into high school and this time is also quite dangerous because youth are still trying to obtain independence from their parents. (Youth Substance Abuse and Psychological Risk and Protective Factors, Sept 2002, p3) Prevention strategies should be strongly focused around these transition points with continual reinforcement throughout. These prevention strategies should start at an early age and continue through adolescence to effectively reach youth at their most vulnerable times.

Early childhood prevention techniques should also focus and promote basic human development. Lack of pre-natal care, proper nutrition, early childhood education, sufficient medical care and good schools can all affect brain development (within a child which) can include attention, thinking and learning. This loss of development can have a great effect on a child's ability to properly succeed in life and can lead to substance abuse issues later in life. (Children Who Overcome Adversity To Succeed In Life, p5) Some believe that it is more important to promote healthy development than to focus on preventing substance abuse problems and, in the end, will achieve the same results. Also, during development, children acquire what are known as risk and protective factors. These factors can greatly affect whether a youth will use drugs or alcohol in the future.

Literature on risk and protective factors is very prominent when researching best practices for drug and alcohol prevention strategies. Some claim that it has been one of the most important advances in prevention research in many years. Risk factors are those factors that increase the chance of drug and alcohol use where as protective factors are those that decrease the likelihood of drug and alcohol use. (National Institute On Substance Abuse, Website) These factors can include attitudes, behaviors, beliefs, situations or actions that can put an individual more or less at risk of acquiring a problem with drugs or alcohol. Research indicates that the more risk factors a young person is exposed to the more likely they are to engage in drug or alcohol use and if these factors can be reduced the chance of drug and alcohol use can be reduced. Risk factors can be biological, psychological, behavioral, social and environmental including depression, other mental disorders, poor monitoring by parents, low academic

achievement and exposure to substance abuse. (Annual Summary: Effective Prevention Principles And Programs, 2000) Protective factors include strong and positive bonds with parents or guardians, proper supervision by parents, positive parental involvement in their child's life, success in school and strong bonds with community organizations such as church and sports teams. (National Institute On Substance Abuse, Website, p1) Research also shows that even if a youth is exposed to a number of risk factors they may not engage in drug or alcohol use if there is a presence of sufficient protective factors. (Annual Summary: Effective Prevention Principles And Programs, 2000)

To help combat risk factors and promote protective factors certain areas in which prevention strategies exist have been identified. These are examples of specific strategies that have been identified by experts as being successful. The areas where these principles exist are within the individual, family, school, peer

groups, community and the environment.

Within the area of the individual, there are several successful strategies that have been acknowledged. It is known that promoting personal attitudes against substance abuse is necessary, but it is also known that, to be effective, this strategy needs to be coupled with others. This same idea is true for media awareness, which also must be used in conjunction with other prevention techniques, such as school and family intervention, to be completely successful. Promoting social and personal skills within an individual is also a successful strategy. (Annual Summary: Effective Prevention Principles And Programs, 2000) Prevention strategies should contain general life skills training and knowledge that help youth resist drugs when they are offered to them. Peer role models are also shown to help at the individual level. It is important that all of these strategies are responding to appropriate motives for substance abuse within the individual and are also sensitive to race, ethnicity, age and gender. (Annual Summary: Effective Prevention Principles And Programs, 2000)

Prevention techniques also exist within the family and the effectiveness of many individual strategies are greatly increased when coupled with family based prevention strategies. One strategy that focuses on the family is to promote family bonding, provide communication training, teach parenting skills and promote parental involvement. These strategies work best when they include both the parents and children when dealing with substance abuse prevention. These techniques must also remain culturally sensitive. (Annual Summary: Effective Prevention Principles And Programs, 2000) Family focused prevention techniques are said to be more successful than programs that focus on either the youth or parent alone. (National Institute On Substance abuse, Website, p1)

Parents need to play a major role in substance abuse prevention and education. Parents need to be aware of substance abuse issues and know how to address these issues. Parents also need to make sure that they are teaching their children the skills needed to resist using drugs and alcohol. As a part of the Lower Mainland Youth Substance use Survey youth were asked about drug and alcohol information and where they felt the most trusted information came from. An overwhelming 61% of the sample stated that information that came from their parents was the most trusted. School information was the second most trusted source at 57%. Unfortunately when asked where they actually receive information from the most common answers were friends at 44% and school at 42%. Parents were ranked number five on the list at 21%. (November 2002) This is alarming because, although youth are more likely to trust information about drugs and alcohol when it comes from their parents, that isn't where they are getting it from. Parents need to take responsibility for providing their children with this information and not leave it up to the schools or TV to do it. There are several things that parents can do to help prevent their children from using drugs and alcohol. Parents need to communicate clearly about drugs and alcohol in a way that their children feel they can speak open and honestly about these issues and come to them if they do have problems. (Prevention Source BC Building Resilient Youth: What Can Parents Do?, Website)

Parents may lack the skills to properly address the issues of drugs and alcohol and provide their children with proper education. If this is the case, then there needs to be prevention programs that target parents in order to give them the skills to properly address their children's needs. Such programs may include distributing pamphlets to parents to educate them about drugs and alcohol or holding seminars to inform them about ways to approach drug and alcohol issues with their children. Overall, parents need to be aware of substance abuse issues and how to properly deal with these issues with their children.

Prevention techniques can also be successful when applied at the community level. Successful programs that are applied at the community level need to involve many different community agencies. Attitudes and norms within a community that condone drug and alcohol use among youth need to be targeted and changed in order for prevention strategies to be completely effective. (Annual Summary: Effective Prevention Principles And Programs, 2000) It is important that prevention and early intervention strategies occur when youth are still connected in some way with the school, family or community institutions. This is particularly important when dealing with youth with a higher amount of risk factors. Programs that increase the contact with the community are important for youth because these programs allow them to get help if they need it, get involved in legitimate activities and to make positive connections within the community. (Lessons Learned In Substance abuse Prevention: A Global Review, 2002)

Prevention techniques within the school can be very successful and can include more than just educating youth on drug and alcohol issues, although education is still a very successful strategy. Promoting success in school is a positive strategy as well as is focusing on students who fail or do not succeed academically. Teachers also need to be properly trained to adequately address substance abuse issues. Schools need to be committed to providing prevention programs and they also need to promote these programs within the community. Another strategy that is successful within schools are mentoring programs. (Annual Summary: Effective Prevention Principles And Programs, 2000)

School based prevention strategies that focus strictly on information-only initiative have been popular in the past but recently there has been a general trend away from these information-only based initiatives to programs that focus on life skills training such as problem solving, decision making, refusal skills and assertiveness. (LMMA Towards a Lower Mainland Crime And Drug Misuse Prevention Strategy, Sept 2002) In addition to drug and alcohol education at school prevention programs should help youth through difficult transitions, provide a safe school environment, prevent discrimination, promote academic success, and provide rules for discipline and substance misuse. (LMMA Towards a Lower Mainland Crime And Drug Misuse Prevention Strategy, Sept 2002) Overall, there are a number of effective prevention strategies that can be incorporated into already existing programs within schools, which focus on topics other than just drug and alcohol education and their negative effects

Also when information-only programs have been used in the past they have tended to over-emphasize or exaggerate the negative effects of substances. This technique has backfired because it has made youth not trust the information that is given to them and has become an ineffective strategy. (Lessons Learned In Substance abuse Prevention: A Global Review, 2002) Recent research has discovered that programs that are based on anti-drug messages of fear and "Just Say No" programs are ineffective at preventing substance use. (Don't Just Say No, San Francisco Guardian, August 1995) Research also shows that youth prevention programs that focus on the immediate risks of substance use are much more successful than those programs that seek to prevent long-term substance use. (Framework For Action: A Four Pillar Approach To Drug Problems In Vancouver.) Youth need factual, reliable information about the negative effects of drugs and alcohol.

Prevention techniques that focus on peer involvement have been shown to be very effective. Involving peers in the process of developing prevention strategies is very important. When creating these new strategies it has been shown that youth should have input into their development because youth are more likely to listen to their peers and respect what they have to say rather than listen to older people. (Framework For Action: A Four Pillar Approach To Drug Problems In Vancouver.) It is also important for youth to develop strong bonds with peers that have pro-social attitudes and beliefs towards drug and alcohol use and to build resistance against peers who don't. There is also a need to create alternate activities for youth in order to keep them away from using drugs and alcohol. (Annual Summary: Effective Prevention Principles And Programs, 2000) There is some research that shows that physical activity can positively affect drug and alcohol abuse indirectly by increasing self-esteem. There seems to be an inverse relationship between organized sports and substance use. Evidence has also shown that when physical activity is used as a treatment for reducing substance use it has been moderately successful. (The Benefits Catalogue, P86-87)

One of the most important factors when creating prevention strategies is to take into account who these strategies are going to be aimed at or who the target groups are. There are various groups of youth who have been identified as having a great risk of becoming substance abusers. The specific groups who are most in need of prevention initiatives are children and youth who have parents who are in prison, whose parents have alcohol and drug problems, are victims

of violence or abuse, have mental illness, use Ritalin or other prescriptions, have attempted suicide and those who are street attached. (LMMA Towards a Lower Mainland Crime and Drug Misuse Prevention Strategy, Sept 2000) Sometimes it may not be easy to reach these target groups because many of them may not attend school or be involved with mainstream community activities. This is why it is important that prevention programs are devised specifically for these groups and that the programs are available where these youth are. If nothing is done these youth will be left to fall through the cracks.

It is especially crucial that prevention programs focus on children aged eight to 13 who have increased risk factors. These programs can be developed or created in conjunction with city programs such as community centres and other community activities. By developing these programs the contact with at-risk children and youth will be increased and also provide an out-of-school opportunity to reach this target-group, which otherwise may be difficult to reach. These types of programs give youth an opportunity to have contact with the community and prevention programs while at the same time not stigmatizing them as at-risk youth. (Framework For Action: A Four Pillar Approach To Drug Problems in Vancouver)

There are many best practices for drug and alcohol prevention strategies that can be implemented at many different levels. Programs can be successful at the individual, family, community, school and peer level. It is important to follow these best practices when developing new programs and strategies in order to have the most success at decreasing the number of youth who are substance users and abusers.

The Lower Mainland Municipal Association makes several recommendations when it comes to preventing substance abuse. These recommendations give a general idea of what needs to be accomplished in the way of drug and alcohol prevention strategies. They address specific needs including better monitoring of existing programs, addressing basic human needs like health care and housing, improved school liaison programs, school-based programs that go beyond just information-based education, specific programs that target age groups who are especially at risk, prevention programs that address developmental needs of pre-school children and support their family, prevention programs for youth and children in high-risk groups, programs that are relevant to different cultures as well as directed at women of child-bearing ages and women who are pregnant. (Lower Mainland Municipal Association, Nov 2002)

It is no secret about what works when it comes to youth drug and alcohol prevention strategies but the next step will be to properly use this information to develop new programs or adjust already existing ones. With all of this available information, it is surely possible to create successful prevention programs within the city of Surrey.

Available Programs Prevention/Education

Pacific Community Resources

- Pacific Community Resources provides various prevention and education programs to youth within Surrey. Some programs offered are school-based prevention, education and outreach, Peer Leadership Training programs as well as various other prevention and education programs. Currently Pacific Community Resources provides two prevention workers whose job it is to provide prevention services to schools within the entire city of Surrey. In addition to these two prevention workers there is one outreach counselor who services the same area.

Canadian Association For School Health (CASH)

- Provides an Internet based service that catalogues and documents information to help aid education and health.

Surrey School District #36

- Offers district wide prevention and education programs to students within the school district. Prevention and education is focused on students between grades 4-12 and consist of various education and prevention initiatives that are approved by the Surrey School Board.

Surrey Youth Centres

- There are six Surrey Youth Centres located within each town centre of the city. These youth centres are run and funded through the City's Parks and Recreation and Culture department. These centres provide a place where pre-teens and teens can go after school and become involved in a wide range of activities. By keeping youth involved and attached to the community they are less likely to become engaged in drug and alcohol use. These youth centres can also act a way to access youth who are using substances and the staff can refer these youth to substance use resources if needed. These centres are a valuable connection between youth and community.

RCMP Drug Awareness/D.A.R.E

- The RCMP provides various substance education initiatives, such as the D.A.R.E. program to youth and adults throughout the community. These programs are delivered by RCMP members and are used within schools and offer a wide variety of drug awareness and substance education.

Crescent Beach Community Centre – Reconnect Program

- Offers assistance to youth under 19 years old, who are at-risk, to stay connected with resources and also promotes a safe and healthy lifestyle and incorporates prevention strategies for youth. This program also offers out-reach services, counseling, education and provides

referrals to other services if needed.

OPTIONS: Services to Communities Society

- Offers various programs for children, youth and families. Some programs offered are adult-child mentorship, youth education and vocational training, counseling, parenting programs, and a number of other very important programs.

Prevention/Education Recommendations

#1. Create a multi-faceted Youth Resource Centre where youth “at risk” can go for help if they need it.

This initiative could be somewhat modeled after the successful aspects of the Broadway Youth Resource Centre (BYRC). The BYRC helps “at risk” youth between the ages of 10 and 24, with a particular focus on youth between the ages of 12 and 19. This centre is based on the one-stop shop idea and offers a safe place that provides integrated community-based social and health services. The centre uses a proactive, youth friendly approach to help youth gain the necessary tools to become active members in the community and in their own future. The Broadway Youth Centre is a partnership initiative that brings together seven non-profit agencies and two government bodies in a storefront location. Some of the services that are provided are: addiction counseling, employment support, housing support, probation services, youth health clinic, violence prevention and various other programs. The Ministry of Child and Family Development, Vancouver Coastal Health, Human Resources Development Canada and the City Of Vancouver provide core funding for the BYRC. Many other organizations have donated money to keep the centre operational and it is an overall integrated effort by many services within the community that make this resource centre successful. Currently, the Youth and Child Committee (CYC) in Surrey is working toward having this type of centre opened within the City.

#2. Conduct more intensive scientific research on drug use patterns involving youth in Surrey.

Due to the fact the Surrey School District has never participated in the province wide research conducted by the McCreary Society, there is a lack of scientific based research on youth substance use trends within the city. In order to properly address youth substance use and abuse it is necessary to understand the extent to which it exists. Currently Pacific Community Resources is making a great effort to conduct this type of research and the results of their research have been very informative. Until accurate statistics are available the true extent of substance use and abuse among Surrey's youth will not be fully known.

#3. Create a strategic district wide prevention, education and enforcement program for the Surrey School district with a consistent enforcement and discipline structure for youth caught using or in the possession of drugs or alcohol at school.

Prevention and education programs must be consistently applied to youth at all ages. Also, the use of in-school suspensions should be taken advantage of as much as possible when these types of infractions occur. Prevention workers could be utilized in these types of situations and youth could be required to attend substance prevention and education sessions or counseling as part of the in-school suspension. These youth need to stay in school because once they leave, they will be harder to monitor and assist them should their substance use problems escalate. Although there is a great number of prevention and education initiatives within the school district there needs to be more consistency with these programs. It is also critical that these programs are based on researched best practices that are shown to be successful in prevention and education. It is important for the school district to keep up with new methods and innovative programs, such as peer leadership and youth lead presentations, to adequately address these issues. Consulting youth about program ideas and involving them in the creation on new programs can be very effective.

#4. Establish a better alliance between the Ministry of Education and the Surrey School District, where the School Board will receive support and guidance from the Ministry of Education, in order to successfully deal with students who are found to be in possession of, or under the influence of banned substances.

The Ministry of Education must provide leadership, direction and the proper framework for the School Board to follow in order to properly address this issue, while at the same time allowing the School Board some discretion to meet the needs of specific cases within the City. The most important aspect is for the Ministry of Education to support and back up decisions made by the School Board, as long as they within the guidelines of the established framework. To properly address the issue of substance abuse and use with Surrey schools the Ministry of Education and the School Board must come together and provide a unified front and a clear message that substances are not tolerated within the school system.

#5. Increase the number of prevention and outreach workers within Surrey's schools.

Currently there are only two prevention workers that rotate through the school district. For a city the size of Surrey this falls short and cannot meet the needs of the youth. According to Stats Canada (2001) there were 76375 children between the ages of 5 and 19 in Surrey prevention workers to provide prevention needs to all children and youth attending school is completely inadequate. In the past there has been argument as to whether or prevention workers should be employees of the school district or workers from non-profit organizations. Youth may be more compelled to confide in a prevention worker that is not attached to the school and can offer more confidentiality than a worker who is attached to the school and reports to the principal. Prevention workers could also provide teachers with substance use skills to enable them to be aware of signs of substance use among their students and the avenues that can be taken in order to help them. Overall the presence of prevention workers needs to be increased not only in high schools, but in younger grades as well.

#6. Increase programs that focus on children from ages zero to six.

Research shows that development of children in this age group is very important and can have enormous implications on what happens to the child later in life. It is crucial that there are programs that focus on proper nutrition, health care and parenting of young children. Programs such as United Way's Success By Six are great examples of what can be done to promote proper development of young children. Success By Six is an early childhood development initiative developed by the United Way. Through community development and obtaining resources, Success By Six strives towards an available and inclusive range of early childhood services for children (0-6) and their families. In addition to this they also make every effort to raise the awareness of the importance of early childhood and increase the support of the public. (Fraser Valley United Way, Website, 2003) Success By Six and programs like it should be promoted and utilized in Surrey.

OPTIONS: Services to Communities Society also offers several programs that address early childhood education and parenting programs within Surrey. These types of programs need to be promoted and utilized within the city in order for children to reach their fullest potential and have a better chance of succeeding later in life.

#7. Increase mentorship programs such as Big Brothers and Big Sisters within the city and School District of Surrey.

Surrey has one a large population of single mothers in the province and there are many children who may be missing strong adult role models in their lives. Volunteer programs such as Big Brothers and Big Sisters can provide the mentorship required for children and youth to feel connected to an adult, school and community. Research shows that when a child is disconnected from these connections, the likelihood of them engaging in "at-risk" behavior is significantly increased.

#8. Increase substance use education and prevention techniques that focus on parents and make them assessable to parents of all ethnicities.

This information needs to be made available to all communities and in all prevalent languages. Language barriers must be broken down to properly educate all parents about substance use issues. Also, many parents may not be aware of substances, substance use issues or how to deal with these issues. It is necessary to inform parents of these issues and give them the skills and information to better deal with substance use problems with their children. It is important that parents take a leading role in providing education around substance use to their children. Parents need to be actively involved in their children's lives. Parents must also be on board with educating their children and as well, parents must be proper role models for their children by providing proper examples and rules to follow. This information must be distributed in several different languages in order to be useful to all parents within the community. Parent Kits with all relevant information can easily be put together. The information available from various organizations, such as RCMP, Pacific Community Resources, etc. is available and already in print.

#9. Promote and expand programs that encourage youth and children to stay in school and develop skills that will help them later in life.

One such program available in Surrey and the rest of BC is Junior Achievement of British Columbia. The purpose of this agency is to encourage children and youth in BC to take an active role in their future. Junior Achievement of BC offers business education programs to students in grades 3 through 12 that will help them to develop leadership and

entrepreneurial skills and educate them about business in general. Junior Development of BC offers one specific program called "Economics of Staying in School". This program is a one-day seminar offered to youth in grades nine and ten that teaches them the benefits of staying in school and that getting a proper education will help them to succeed later in life. This seminar is instructed by business people within the community who volunteer their time for this program. (Economics Of Staying In School, Junior Achievement Website, 2003) On October 22, 2003 the City of Surrey, Surrey School District, Surrey Chamber of Commerce, Cloverdale District Chamber of Commerce, White Rock and South Surrey Chamber of Commerce and The Leader Newspaper signed a memorandum of understanding to promote Junior Achievement programs in Surrey schools. This offers a great opportunity for students in Surrey to benefit from the programs offered by Junior Achievement. The partners who signed this memorandum of understanding have agreed to work together and support various Junior Achievement Initiatives, such as, volunteer recruitment, raising the profile of Junior Achievement in BC, and raising funds.

#10. Develop youth education and prevention programs that are ethnically diverse and acknowledge all groups within Surrey.

These programs need not be separate but instead include elements that are culturally sensitive and are beneficial for all youth. Youth of different cultures must feel accepted and comfortable in order for programs to be effective. It is very important that teachers and service providers understand their student's diverse worldviews, cultural experiences and cultural values.

#11. Increase and develop education and prevention initiatives that focus on the use of Methamphetamines (MA) by youth.

By looking at anecdotal evidence it is clear that MA use has greatly increased over the last several years, especially among youth, and will likely increase due to its relatively inexpensive price, prolonged high and lack of social stigma. Due to the fact that the use of MA is a somewhat new phenomenon there is a general lack of knowledge around its use. Methamphetamine prevention and education initiatives must be directed at the general public, high-risk groups, youth, parents and professionals. Education initiatives should raise awareness about MA use, production, consequences and also address perceptions about its use. (Methamphetamine Environmental Scan Summit, Canadian Community Epidemiology Network On Drug Use, January 2003)

#12. Increase information and strategy sharing between agencies and ministries that provide youth services.

These agencies and ministries are all working toward the same goal, to help youth, so it only makes sense to work together and share information. Many positive outcomes can come out of information sharing. By sharing information these agencies and ministries can determine what services are missing, what services are overlapping and who really needs help. Research has shown that multi-sector and multi-strategy approaches are most likely to lead to success in substance abuse prevention initiatives. (Building Drug Free Communities, Community Anti-Drug Coalitions of America, 2000, p3)

For example, one particular town centre within Surrey holds a monthly meeting, where various different service providers from various agencies and

ministries come together to discuss what can be done about specific youth within their community. These youth have been identified as being “at-risk” because of many different reasons, some have substance abuse issues, some may be violent but the overall agenda at these meeting is to share information so that a particular youth or group of youth can get help before it is too late. It is very important to share information and work together to help youth.

Treatment Best Practices

If prevention strategies are not effective or fail to reach youth in the community, the result may be that some youth will become alcohol and substance users or even worse, they may become addicted. The next step, after providing prevention initiatives, is to make sure there are enough effective treatment programs available to all youth who need them. The purpose of treatment is threefold which includes reducing dependency on substances, reducing death and sickness associated with substance abuse and making certain that users are able to improve their physical, mental, and social abilities because of their access to treatment and services. (Lessons Learned In Substance abuse Prevention: A global Review, 2002)

Many studies have recognized a lack of addiction services within the Lower Mainland. Local stakeholders have acknowledged that the amount of current services available does not meet the needs of the people, and that sometimes even these services are difficult to access. (Lower Mainland Municipal Association, Nov 2001) When it comes to treatment in the Lower Mainland for both adults and youth there are many problems that exist. It is important to focus on these problems and use this knowledge in a positive way to make appropriate treatment available to anyone who needs it. One of the most serious problems plaguing the Lower Mainland, when it comes to drug and alcohol treatment, is the continuous lack of residential and non-residential treatment facilities. There simply are just not enough treatment facilities to accurately and efficiently treat individuals who have substance abuse issues within the Lower Mainland. Programs that focus on people with dual-diagnosis (mental and addiction problems) are almost nonexistent. People with this diagnosis need specialized treatment that focuses on both issues in order to properly address their needs. Programs that focus on women, youth, early intervention and outreach and recovering individuals are also in short supply and need to be increased. (Lower Mainland Municipal Association, Nov. 2001) Specifically for youth, there is an extreme lack of long-term (eight to ten months) treatment services. In the past families of addicted youth have had to send their children outside of BC in order to receive proper treatment. This something that definitely needs to be changed. (Framework For Action: A Four Pillar Approach To Drug Problems In Vancouver, April 2001)

There is plenty of research that has been conducted on substance abuse treatment with many overlapping guiding principles and common themes that have been shown to work. One such theme is that there is not one particular treatment program that is appropriate for all people. For treatment to be successful it is vital that it focuses on specific problems of each separate individual. Individual treatment should be molded to fit each person differently. Treatment also needs to be immediately available to someone who is seeking it. It is crucial to admit addicts into treatment as soon as they seek it because if they are told they have to wait they may not be able to and will return to using drugs or alcohol.

Treatment must focus on various problems that the user has, not just their addiction problems. This also includes treating addiction patients that have coexisting mental disorders. These two disorder need to be separately and appropriately treated in order to ensure success. An addict may have various underlying issues other than just their addiction. If these other problems are not properly addressed then it may be more difficult for the user to get their addiction under control. (Office Of National Drug Control Policy, Website) For treatment to be effective it is crucial that the user stay in treatment for an extended period of time. People who remain in treatment for longer than three months usually have better success than those who leave earlier. (National Institute On Substance abuse, Website) It is also important that individual programs are continuously monitored and modified to the changing needs of the patient. As well counseling and other types of behavioral therapy, which can include psychotherapy, support groups or family therapy, are necessary to achieve success in treatment. (National Institute On Substance abuse, Website)

Another effective principle of treatment is to closely monitor use while patients are in a treatment program. This can be achieved through urinalysis procedures or other methods. This procedure may help them to not use and at the same time allows for early detection so their program can be modified if it is needed. It is must also be accepted that during treatment a patient may relapse and use. Recovery is a long-term commitment and may require several sessions of treatment before success is achieved. (Office Of National Drug Control Policy, Website) One of the most controversial aspects behind drug and alcohol treatment is whether problem addicts should or should not be forced into treatment. Although this method is typically frowned upon because of human rights issues some literature claims that treatment does not always need to be voluntary to be successful. (Office Of National Drug Control Policy, Website) Lastly medical detoxification and the use of medication through treatment can also aid in the success of a patient when coupled with counseling and other behavioral therapies. Although these medical approaches are effective when coupled with other initiatives alone they do not work to properly address long-term treatment goals. (Office Of National Drug Control Policy, Website)

After care for an addict is a very vital aspect of substance abuse treatment. It is imperative that users receive proper support and reintegration once they leave treatment. Treatment is not easy for users to go through and must be seen as one step in a continuum of care that includes providing people with access to

proper social services such as affordable housing, medical care, education, and job skills training. (Working Together To Redefine Canada's Drug Strategy, December 2002)

Both adult and youth treatment programs will benefit from using these guidelines and principles when implementing and creating new services. Although this is the case, it is also very important to focus on the specific needs of youth who are drug and alcohol abusers. Health Canada conducted a workshop on treatment for youth with substance use problems and outlined several effective strategies and philosophies that are successful when dealing with youth. In order to optimize treatment outcomes substance abuse treatment directed towards youth should provide a youth friendly atmosphere, involve the youths family, respect and value youth, maintain the same case manager throughout and be non-confrontational and accepting to the youth. (Workshop On Best Practices On Treatment And Rehabilitation For Youth With Substance Use Problems, Health Canada) This is not an exhaustive list by any means and there are probably many other examples of youth specific treatment. However, it is crucial to acknowledge the importance of developing programs that are youth specific and focus on their needs in order to maximize the effectiveness of treatment.

In addition to these regularly acknowledged treatment strategies, there are several innovative ideas outlined by the Lower Mainland Municipal Association and should be implemented within the region. These innovative ideas include, treating parents with their children, treating pregnant addicts, making sure to treat specific needs of youth, offer early intervention and treatment to hard to reach at-risk people and providing treatment to criminal offenders (adult and youth) through drug courts. (Lower Mainland Municipal Association, Nov 2001)

There are several different types of substance abuse treatment programs outlined by the Office of National Drug Control Policy that have been shown to be successful. These programs are scientifically based and can include Agonist Maintenance treatment, Narcotic Antagonist treatment, Outpatient Drug-Free treatment, long-term residential treatment, short-term residential treatment and medical detoxification. (Office Of The National Drug Control Policy, Website) These types of treatment can include medication and behavioral therapy (counseling, cognitive therapy and psychotherapy). Agonist maintenance treatment, which is more commonly known as methadone maintenance, uses medication that is given orally to a patient and blocks the effects of opiates (such as heroin, codeine, morphine and opium) and decreases withdrawal symptoms. This treatment allows the patient to function normally and is best when coupled with counseling and other social services. (Office Of The National Drug Control Policy, Website)

Narcotic antagonist treatment is used for people who are addicted to opiates and is usually conducted in an outpatient setting where medication (such as Naltrexone) that blocks the effects of opiates is given to the patient. The idea behind this treatment program is if a user is not achieving the effects usually felt through the use of opiates then they will stop using. There have been problems in the past with patients not taking their medication so it is also important for the patient to receive counseling and to have their medication monitored to make sure they are taking it. (Office Of The National Drug Control Policy, Website)

Outpatient drug-free treatment offers people with substance use problems a low-intensity treatment option that may include drug education, drug warnings and group counseling. Outpatient treatment is best suited for people who may have jobs and also have a strong support network at home or elsewhere that can help them to stop using. (Office Of The National Drug Control Policy, Website)

Long-term residential treatment is usually conducted in a non-hospital setting and offers 24hour a day services. There are two main models of care that are provided within a residential treatment centre. The first and the most well known is the therapeutic community and the other less used models are based on cognitive behavioral therapy. Planned lengths of stay can range from 6 to 12 months and can include various types of programs to help people with their substance abuse problems. (Office Of The National Drug Control Policy, Website)

Short-term residential treatment provides an intensive but shorter stay than long-term residential treatment and is usually based around a 12-step approach. People enrolled in a short-term residential program tend to spend 3 to 6 weeks in a in-patient setting followed by a long-term out-patient program which can include involvement in self-help group therapy like Alcohol Anonyms (AA). (Office Of The National Drug Control Policy, Website)

Medical detoxification uses medications to help users safely go through withdrawal symptoms when coming off of drugs or alcohol. This can either be done in an inpatient or outpatient setting under the care of a doctor. Although medical detoxification does help to get users clean it does not address the psychological, behavioral or social problems associated with addiction. Medical detoxification should be used in conjunction with other treatment initiatives to help addicts successfully remain drug and alcohol free. (Office Of The National Drug Control Policy, Website)

Although there are many options and scientifically based approaches to deal with substance abuse treatment, there still is a lack of these programs within the Lower Mainland. Resources for these programs are typically under funded and spaces in existing programs are very limited, especially when it comes to youth treatment programs. In order to help the youth of Surrey, who have substance abuse issues, it is very important that more resources are directed towards expanding already existing treatment programs or creating new ones.

It is important that treatment centres are available to youth because research has shown that substance abuse treatment programs can be very effective and financially efficient. Studies have shown that for every dollar spent on treatment \$4-\$7 is saved in areas from lost productivity and social services to the judicial and health care systems. (National Institute On Substance abuse, Website) One national survey on treatment, conducted in the US showed a 21% overall drop in illicit substance use and between a 23-38% drop in crime. They also concluded that the cost savings achieved by providing treatment could pay for treatment within two to three years. (Weaving Threads Together, Kaiser Youth Foundation, page 9) Not only does treatment decrease the use of substances it also decreases the likelihood that users will become infected with HIV, and other illnesses, and can increase the chances of users obtaining employment. (Office Of The National Drug Control Policy, Website) Overall treatment can be effective if it is properly provided and funded. Sufficient treatment is needed to properly address youth substance abuse issues within the community.

Current Programs

Treatment

Multi-Dimensional Programs For Youth

Pacific Community Resources- Astra Program

- The Astra Program assists youth aged 13-18 who have shown to have problems with alcohol or drug use. This program offers screening and assessment, brief intervention, individual, family and group counseling; life skills training; and referrals. The Astra Program also offers a residential treatment program. This program consists of one bed that it draws from PLEA and provides one 28-day assessment and stabilization.

PLEA (Pacific Legal Education Association)

- PLEA offers several substance abuse programs such as non-medical detox, residential treatment for male (Waypoint) and female (Daughter And Sisters Program) youth aged 12-18 and supported recovery programs for youth. Although these programs are offered, youth must be referred to most PLEA programs by either a probation officer or a drug and alcohol counselor. Some programs may be difficult for youth to access because they require this referral.

Kla-how-eya Aboriginal Centre of SACS

- Provides an integrated homeless program for homeless youth and youth at risk of becoming homeless. Many of the homeless youth who use this program also have pre-existing substance abuse issues. This program offers free lunch, laundry and shower services, employment services, housing services, and access to substance abuse counselors. The centre offers their services to all youth, not just youth of aboriginal decent.

Out-Patient Treatment

Options- Next Step Program

- The Next Step Program is targeted towards street-involved youth. This program provides outreach, independent living support and individual counseling.

Surrey Reconnect- South Fraser Community Services Society

- Provides storefront operation that offers a safe place for street youth. Here youth can use showers and laundry facilities. It is part of a Provincial Reconnect Program and Street Youth Workers are available to help youth toward a healthier and safer lifestyle. Reconnect also helps to locate runaways.

Surrey Addiction Services – Fraser Health Authority

- Outpatient clinic provides assessment, treatment, and referral services to anyone adversely affected by substance misuse. Offers counseling for individuals, couples, families, and groups and services are offered to youth.

For youth ages 13 to 18. This Ministry sponsored program provides screening and assessment; brief intervention; individual, family and group counseling; referral; life skills training; and counseling for those who are affected by another person's substance abuse. This program also offers a supported recovery group and services for dual diagnosed youth.

Pacific Community Resources- D.E.W.Y.

- The D.E.W.Y. (Day, Evening, Weekend for Youth) This program offers assistance to youth aged 12 to 18 who have problems with alcohol and/or drug use. This program provides structured individual and group non-residential treatment services.

Residential Treatment

Pacific Community Resources- Astra Program

- Offers one bed for youth aged 13-18 in collaboration with PLEA. The program length is 28 but may vary depending on the client.

PLEA (Pacific Legal Education Association)

- Offers residential treatment for seven female youth aged 12 to 18. This program combines residential treatment care in family care homes,

with an individually suited day centre treatment program. Referrals for this program are accepted from either a probation officer or a drug and alcohol counselor.

Detox

- There are currently no youth detox services located within Surrey.
- Maple Cottage Detoxification Centre- New Westminster
 - Maple Cottage currently has 25 detox beds of which 3 are allocated for the use of youth within the Fraser Health Authority region.

Treatment Recommendations

#1. Develop detox services for youth within the City of Surrey.

Currently there are no detox services available in Surrey for youth. There are a number of detox methods that may be suitable for accommodating youth with substance abuse problems and it is not always necessary for detox to take place in a medical type centre. Youth with non-medical or non-life threatening conditions could participate in a detox or mobile detox type programs and greatly benefit from it. These youth would not require medical detox with 24 hour nursing or doctor supervision but instead a nurse could contact the client at home, either in person or over the phone, on a predetermined schedule. Medication may also be used to help with the detox program and would be prescribed by a doctor. A detox program could be operated out of an already existing facility or another outpatient facility. Youth would attend the program on a regularly set schedule for several weeks. This would be a benefit to youth because instead of just being released from a detox centre after staying for a couple of days, youth will be able to be attached to detox resources for a longer period of time and this may give them a better chance at staying clean. A home detox would work best for youth who have a stable living environment. A successful mobile/home detox model could be set up in Surrey. By using this type of model it would greatly cut down on the costs incurred by having a permanent structural clinic.

#2. Create an intensive residential treatment centre for youth, which is assessable for youth in Surrey.

It is not necessary for this treatment centre to be located in Surrey but it must be accessible and available to youth in Surrey who are in need of its services. It may be advantageous to look at the Alberta Adolescent Recovery Centre (AARC) as a model. The AARC has shown to be successful in treating youth with substance abuse issues. The Alberta Recovery Centre is a long-term treatment centre for chemically addicted youth and their families. The AARC offers programs based on the concept of the twelve step model; positive peer influence; group, family and individual therapy; and the use of recovery homes. The average length of treatment is 12 months and families are encouraged to commit to a further 6 months of aftercare. (Alberta Adolescent Recovery Centre, Sept. 03) AARC is unique in the fact that participation is not just expected from the youth but their family is expected to participate as well. There have been numerous cases where families have had to sell their homes in BC and move to Alberta in order to get help for their children because none was available in BC. Currently members of the AARC are fundraising and trying to open a centre in the Lower Mainland, this would be great advance in substance abuse treatment for youth.

Currently, Pacific Community Resources (PCR) is working on a youth residential treatment project. PCR is looking at a site for a 40-bed treatment facility in Keremeos for youth between the ages of 14 and 24 and will be modeled after the Portage Program. The Portage program is a comprehensive residential program that is designed to rehabilitate, educate and re-integrate youth into a healthy lifestyle. A site in Langley has also been obtained as an alternative to the Keremeos site. (Implementing Integrated Youth Services, Pacific Community Resources, 2003) Pacific Community Resources has the services, expertise and these obtained sites to properly address addiction issues among youth. They are currently working to obtain funding for this project and if successful this program would greatly help with the current gap in services for young addicts in Surrey.

Also, the Phoenix Society is in the latter stages of raising money for the building of an Adult residential substance abuse treatment centre in Surrey. This treatment centre will not merely be your average residential treatment centre but instead a multi-functioning, multi-faceted centre for Adults with substance abuse issues. Within this treatment centre will be space for treatment beds, social housing, and a co-located area where different agencies can rent out space. The treatment centre will offer programs to help adults with their substance abuse issues, employment training, and many other programs. Overall, this will be a social and economical development approach to treatment. This treatment centre offers a very innovative approach to addiction services within the city of Surrey and will be a great asset to the community. It could also be possible for some youth addiction services to be available through the co-located area within the centre. Youth may also be able to benefit from the programs being offered here.

#3. Increase the number of emergency housing and affordable permanent housing for youth.

Currently there is an inadequate amount of housing available for youth who are in need of this service. Because of this lack of emergency and permanent housing many homeless youth are placed in housing outside of Surrey. This makes it difficult for youth who have to commute back to Surrey for various reasons such as, school or family. In some specific cases some youth have had to commute up to four hours a day on public transportation to get to and from Surrey. There are also many cases where housing is just not available and these youth will remain on the streets. Housing is an integral part of keeping youth clean and helping them get back on their feet and become contributing members of society.

#4. Recovery houses within the city must be properly monitored and regulated to ensure quality services are available to those who need them.

Too many times these recovery houses are run by inexperienced individuals who are merely in the business to make money and not to help people with their addictions. There are cases where the people who run these recovery houses do not even offer any addiction programs and the recovery house ends up becoming a glorified rooming house. There have been several cases where at the beginning of the month a resident gives their rent to the recovery

house only to be evicted for some petty reason, leaving the user out of a home and the money they paid to the recovery house. Recovery houses can be very beneficial for substance abusers in the process of getting help for their addiction but in order for this to happen they need to be properly monitored.

In the recent past the City of Surrey has spent a great amount of time and resources on trying to make it necessary that these recovery houses are regulated and properly run. Over the last several years the provincial government has changed the way recovery houses were to be regulated. Under the new Bill 16 the province would no longer license recovery houses unless they provided a certain degree of intensive care. This affected Surrey by-laws because the city would not allow a recovery house to operate unless the province licensed them. There were many talks to try to change Surrey by-laws as well as discussions with the province. Then, in November 2002, Bill 73 was introduced and the regulations for this Bill are still not clear. The enactment of Bill 73 in November 2002, the new Community Care Facility and Assisted Living Act, has done little to guide the City in developing appropriate policies and regulations for community care facilities, since the Province is still developing regulations in support of the Act. Recovery houses are an integral part of substance abuse treatment that allows users who have gone through treatment or who are in treatment to get the extra help that they need, while having a safe place to stay that also offers quality programs that help substance abusers. Without these regulations recovery house will continue to be glorified rooming houses ran by people who are not qualified to do so and make money from those who need help the most.

Enforcement Best Practices

Information on best practices and strategies aimed at enforcement initiatives is not as abundant as ones for prevention and treatment. This may be due to the fact that enforcement initiatives are implemented by a specialized set of people. There are several pieces of literature that gives recommendations to help improve enforcement initiatives that can successfully combat substance use and addiction.

One recommendation was made in the Report of the Solicitor General of Canada (2001). It explained that current law enforcement statistics need improvement. This is needed because currently there are no national statistics on drug convictions and sentencing. It is important to have detailed statistics in order to properly address the issues that are most problematic and understand underlying trends and causes. Because of this lack of statistical monitoring Canada cannot properly watch for trends like sentence length, emerging new drugs and regional differences. (page 15) Information about illicit drug seizures is also limited and only partial data is available. Although this may not relate directly to enforcement strategies it is important to acknowledge that better monitoring systems need to be put into place.

There several recommendations that call for amendments to specific codes and acts in order to properly address illicit drug issues. One such recommendation calls for an amendment to the Controlled Drugs and Substances Act and the Criminal code, which will allow for a greater range of sentencing options, including treatment for offenders who are dependant on substances. (Working Together To Redefine Canada's Drug Strategy, Dec 2002) Another calls for an amendment to the Seized Property Management Act. This change would allow for a percentage of proceeds of crime, around fines paid and seized property, to be used to support communities in the fight against substance abuse. (Working Together To Redefine Canada's Drug Strategy, Dec 2002)

There have also been recommendations that support the use of drug courts like the current pilot drug court in Vancouver. (Working Together To Redefine Canada's Drug Strategy, Dec 2002) The drug treatment court is designed to help non-violent offenders who are addicted to cocaine, heroin and other opiates. It's purpose it to help drug offenders break the cycle of drug addiction, crime and jail by providing sentences, which are spent in a drug treatment facility instead of a jail cell. (Drug Treatment Court of Vancouver, Website)

As for the role of the police, the Lower Mainland Municipal Association has recommended that police should increase their role in referring offenders to drug and alcohol treatment services. (Nov, 2001) Police should be aware and informed about the services that are available within the community they are working in. Police officers are the ones that are working on the front lines and have the greatest access to the people who are in need of help most. It could be as easy as developing a quick reference pamphlet, with substance abuse service information, that officers can carry with them in order to refer people. Overall it is important that enforcement initiatives are kept up to speed with other substance abuse programs.

Enforcement initiatives

- Liaison Officer Program within the Surrey School District.

- RCMP
- Parole Officers

Enforcement Recommendations

#1. The pilot Drug Treatment Court of Vancouver should be used as a model and a similar project should be implemented within the City Of Surrey with and added youth component.

The Drug Treatment Court of Vancouver offers an alternative to the regular criminal court process for those who are arrested for drug offenses due to the fact that they are addicted to cocaine or heroine (opiates). Participants in the program undergo court-supervised treatment for one year, at the Drug Court Treatment Office. A psychologist, an addictions specialist physician, and a case manager are available to help participants with all of their required needs. The Drug Treatment Court of Vancouver is a multi-staged treatment program where participants must accumulate enough treatment hours to meet the requirements to graduate to the next stage. This program is based on the parenting model and participants must attend the Treatment Office every weekday and undergo random urinalysis. Participant must initially appear in court every Tuesday and Thursday. The court reviews the progress of the participant and either imposes sanctions or awards depending on their compliance with the program. Treatment hours are accumulated through attending sessions at the treatment centre, a recovery house (approved by the program) or in detox. After approximately a year of participation in the program, if the participant's addiction has been properly dealt with and they have stable housing, employment or are in training, their charge will either be stayed or they will receive a non-custodial sentence. (Drug Treatment Court of Vancouver, Information Paper, 2003)

This program is designed for non-violent offenders who are charged with possession, possession for the purpose of trafficking and/or trafficking in small amounts of a controlled substance and the offence must motivated by their addiction. Property crime offenders and offenses involving children are not eligible.

Currently the Drug Treatment Court of Vancouver is undergoing evaluations and a report of this evaluation should be made available by December 2003. Although there is very positive feedback so far for this program there are also some downfalls. One of the major issues with this program is the fact the it only deals with drug offences and therefore leaves out a large portion of people who commit property offenses to fuel their addiction. Another issue is that the program is only available to adults and youth cannot participate. Although, some problems do exist, these problems can be learned from and if a Drug Treatment Court is opened in Surrey, these issues can be used to better the program.

A youth component could also be added to this project. Youth could also benefit from a drug court and the current model could be molded to incorporate a youth component into it. Youth who are caught at school using or in the possession of substance could be made to appear before the drug court as well as youth who are caught on the streets. Due to the fact that charges are rarely laid against youth who are caught with small amounts of drugs on them, they don't really have to face very heavy consequences. The message needs to be sent that drugs and alcohol are not tolerated and if they are caught using or in the possession of these substances then there will be real consequences. The penalties could range from fines to treatment options. This type of program could be very beneficial in confronting youth substance use issues.

#2. A percentage of proceeds of crime that are obtained within the city should be returned to the city, RCMP and used to support substance abuse programs and other community initiatives.

Currently, according to the Proceeds of Crime and Terrorist Financing Act, all forfeited proceeds of crimes are divided between the Provincial and Federal Governments. Although, the RCMP in Surrey is responsible for conducting investigations and seizing these proceeds of crime and generate a large amount of revenue from proceeds of crime, they do not receive any of the money from these seizures. The Surrey RCMP is a municipal police force and therefore, the municipality pays for 90% of their operating costs. It only makes sense that some of this money obtained through forfeited proceeds of crime would be filtered back to help pay for operating costs of the RCMP and other such programs. Cost sharing between the Federal, Provincial and Municipal government would be very beneficial and allow for more resources and better policing in general.

#3. Identify who is responsible for ensuring the safety of people and the environment when a Marijuana grow operation or Methamphetamine lab has been operated within a specific dwelling or property.

Once it has been determined by the RCMP that a specific site was used for the purpose of growing Marijuana or producing Methamphetamines, it is important that these properties are properly inspected and cleaned to ensure the safety of people who may use the property after this discovery. Grow operations can cause many health problems for people because mold tends to grow in the walls as a result of the growing process; this can be very dangerous for people with allergies, asthma and other bronchial illnesses. Various chemicals are used in the production of Methamphetamines and this production can be very volatile. If these chemicals are not properly cleaned up they can become a danger to people and the environment. In the United States the Environmental Protection Agency deals with these types properties but here in Canada there is not a regulating body to address this problem. It is important to determine who is responsible for these properties to ensure the safety of people and the environment. Whether it is the responsibility of the Ministry of Environment, Fraser Health Authority or a new regulating body, this issue, which is continuing to increase, needs to be addressed.

#4. Develop a policy that allows Drug Dog Searches within Schools

Although this is a controversial topic, it is important to ensure that students attending school are in a safe learning environment. There are several issues that need to be researched and explored further, especially those around search and seizure.

The City Of Surrey's Role

The City of Surrey initiated the process of addressing substance use issues and crime with the development and facilitation of the Surrey Drug and Crime Task Force in June of 2002. It was acknowledged that indeed Surrey was experiencing problems that relate to drugs and crime and it was necessary to take appropriate steps to address this problem. Instead of addressing this issue on their own, the City invited representatives from within the community to come together and tackle this project as a team. By inviting representatives from a variety of different backgrounds and agencies the Drug and Crime Task Force was able to come to a general consensus about what was the most pressing issues and what needs to be done to address the issue of drugs and crime in Surrey. The members of the Task Force were chosen not only for their expertise and experience in their fields but also because these members hold positions of authority and have the power to make things happen.

The recommendations within this paper reflect issues within the current system that must be resolved. Although, it is the City of Surrey that initiated this process the implementation of these recommendations needs to be taken on by outside agencies. The role that the city can play in the topic of youth drugs and crime is to act as a liaison and activist for certain programs. The city has the opportunity and powers to bring a number of services together and facilitate certain changes. The City can also act in a way to promote and publicize key areas and programs that need attention. Also, the City can act in a way to facilitate conversations and discussions with the Federal and Provincial governments. To fully address the issue of youth drugs and crime all levels and government and agencies must work and unite to be successful.

Drug and Crime Task Force Accomplishments

- Drug Awareness Parent Kits have been assembled.
- School Education sub committee completed a survey for the students and curriculum from grades 4 thru 12.
- Drug Awareness forums with the Community (3 have been held to date).
- Lobbying of the Federal Government regarding proceeds of crime legislations. Council passed a motion regarding the Proceeds of Crime and sent it to the UBCM, which it passed unanimously and forwarded it to the FCM.
- Parent Focus Groups will begin in February 2004. Development for the program is currently being developed (DPAC).
- School Liaison Office program has been reviewed and currently there are nine officers working within Surrey schools with a centralized focus.
- District wide consistency of drug enforcement with schools has been reviewed and one point person per school as been designated to deal with drug enforcement issues.
- A new substance abuse curriculum has been developed for grades 4 to 7 and explains best practices and lessons around value identity, life skills, smart choices, character education and social responsibility. This program will be piloted starting in February 2004 to May 2004 in seven schools in the Surrey School District, with a large amount of support and involvement from the school liaison officer. This curriculum also includes a peer mentorship program where youth in grade 10 will mentor children from elementary schools that are particular high school feeder schools. A Pilot Project has been initiated at FraserWood, Sullivan, Sunnyside, Hjorth, Don Christian and Chimney Hills Schools.
- A comprehensive policy which will give a school administrator the authority to use what means they need to combat drugs in schools, including drug dog searches, will be before the School Board in March of 2004.
- A multicultural community group has been established to address the gaps and/or shortfalls, particularly as they relate to their issues.

Drug And Crime Task Force Members

Ayre, Zoe	Fraser Health Authority
Birdsall, Laurie	Pacific Community Resources (Director South Fraser Region)
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Froese, Darin	Ministry Of Human Resources (Regional Executive)

	Officer)
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Hall, Bob	RCMP (Drug Awareness Service)
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Smith, Terry	Chief Coroner (B.C. Coroners Service)
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Villeneuve, Judy	City of Surrey Councillor (Chair, Social Planning Committee)
Watts, Dianne	City of Surrey Councillor (Chair, Drug-Crime Task Force)
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Western, Linda	United Way
Wilson, Mike	Phoenix Drug & Alcohol Recovery & Education Society (Executive Director)

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