



A multi-component programme approach to tackle alcohol-related harm in communities: lessons from the Fife Alcohol Partnership Project

Final Evaluation Report

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Research for Real

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This report uses a number of sources of evidence and the views of those who have been involved in different elements of the evaluation process over three years. We hope we have done justice to the complexity of the issues and conveyed a sense of the journey of learning involved.

We remain responsible for any errors or omissions.

EXECUTIVE SUMMARY

The Fife Alcohol Partnership Project (FAPP) brought together a number of key national and local level stakeholders to design, develop and implement a series of interventions, using a multi-component approach, to tackle alcohol-related harm. The partnership operated between 2008-2012, ultimately focusing on two designated pilot areas, Rosyth and Touch in Dunfermline. The work of the FAPP was an important strand of the work undertaken by the *Scottish Government and Alcohol Industry Partnership* (SGAIP) and took place in the broader context of the Scottish Government's alcohol strategy arising from *Changing Scotland's Relationship with Alcohol: A Framework for Action*.

This report focuses on the outcomes and broader lessons from the overall approach. It is written primarily for those stakeholders and communities facing similar challenges across Scotland and the wider UK with an interest in the implementation of a multi-component approach to tackle alcohol-related harm. In particular, it is likely to be of interest to members of *Alcohol and Drug Partnerships*, *Community Planning Partnerships* and those with an interest in the public service reform agenda.

Key findings

1. It is important to address the issues of alcohol-related harm through a measured response that does not either under or over-play the significance of the issue in the community or for any sub-group, nor confine it to the territory of any specific professional group. Treating alcohol-related harm as a community safety issue may be the most productive and sensitive way to begin individual and community engagement on these issues in non-stigmatising ways.
2. Any similar programme needs to engage early on with those agencies that are already working in an area, and seek their commitment to involvement, as an organisational learning strategy.
3. The involvement of the drinks industry can bring a new dimension and value to partnership working on alcohol-related harm. Ambivalence and discomfort with their involvement can cause difficulties for partnership working; it is important to discuss the role and specific anticipated contribution of *all* partners openly from the earliest days of the partnership.
4. It is important not to be prescriptive or rush to initiate activities or interventions. Time and effort are needed to build and develop trust so that people can work together towards tackling a problem rather than defending or protecting their own organisational territory, boundaries and budgets.
5. There is no one best approach or ideal type of area in which a multi-component approach might be tried. Rather than thinking in terms of a top-down or bottom-up approach, a balanced strategy that takes the best of both approaches is likely to be most effective to allow impact and implementation to be considered together.
6. The development of a strategic, evidence-*informed* framework is a crucial underpinning of a multi-component programme which sets out the desired outcomes. A clear lesson is that the way that such a framework is developed and used is crucial to the effective implementation of the programme. Consideration of impact and implementation go hand in hand.

7. Community consultation should play a significant role in developing understandings of alcohol-related harm, devising shared solutions and mobilising local people, including young people, in influencing the service response. This should be built into the approach from the very start.
8. Scoping should be a continual, collaborative and asset-focused process. It should identify provisional appropriate target areas as a starting point, based on statistical evidence and local intelligence, but it should be a consultative process that builds relationships and motivation amongst those on the ground to become involved in the development of the work.
9. Outcomes have to be developed collaboratively and linked to existing frameworks and agreements, not imposed as if they were targets. An outcomes framework should be linked with a clear programme commissioning and management strategy.
10. A multi-component programme approach should explicitly seek *connectivity* between interventions that are *designed* to fit together or build on each other in some way, so that both successes and lessons can be built-on. Interventions might operate alongside each other or existing services *concurrently*, they could be developed *sequentially* built on what had gone before or *thematically*, developing an interest that could be shared across a number of different interventions.
11. In a strong *programmatic* approach, commissioning should be the last resort and that could be devolved to local groups to encourage their buy-in, promote greater transparency and motivation. Not all interventions need large-scale funding; using money wisely to enhance existing work could have a greater, more sustainable effect.
12. Evaluation should be an integral part of a multi-component programme approach from the very start. The development of a multi-component programme approach is a different and an emergent way of working that requires a high degree of trust, flexibility, adaptability and deftness of response. Individuals and agencies need to be prepared to alter their approach, to try something different, to accept 'failure' and distil the lessons into the on-going programme as an explicit, permissive approach to *organisational learning*. A positive evaluation culture can help to drive this process; to build the necessary trust, better working relationships and openness to challenge and having professional assumptions questioned.
13. The novelty of such an approach and attitudinal barriers to 'evaluation' also have to be recognised. Approaches to evaluation must include mainstream services as well as any newly-funded interventions.

What outcomes did FAPP achieve?

Whilst there is only limited evidence of the achievement of the outcomes that FAPP were seeking, alcohol-related harm is now more broadly '*on the agenda*' in both areas. The inter-professional relationships and those with local people and young people developed as part of the work of FAPP in both areas have been highly valued by many partners and are seen as one of the major successes of the work.

Both areas show promising early signs that a programme approach, combining intensive connected interventions which address enforcement *and* engagement, can:

- make inroads into ways of thinking about alcohol-related harm and who should define it

- promote growing engagement amongst professionals and with local people, including young people and create more positive relationships amongst local stakeholders, and
- begin to affect individual and group behaviours, at least in the short-term.

In many respects, the relationships developed are the glue that makes the work a programme, rather than a disconnected or scattered series of interventions; they enable 'new' work to be tied into existing programmes and approaches, knowledge to be shared and progress sustained. The two local groups, the *Rosyth Community Alcohol Partnership* (RCAP) and the *Touch Tasking Team* have served as spaces for this relationship building and inter-professional dialogue and helped to tie various strands of work together in ways that would not have happened before.

Outcomes of the programme in Rosyth

In Rosyth, the nature of relationships are far more broad and expansive than the original expectations of improved relationships, narrowly seen to be concerned with those affecting the supply of alcohol to young people. The Rosyth interventions have not been without their challenges and there remains a need for recognition of and clarity of roles and remits and better communication.

Partners agree that the most successful interventions in Rosyth have been those that have either involved multi-agency delivery or good operational links with other elements of the programme, so that successful implementation has relied on the input of a range of partners on the ground and the maintenance of positive working relationships.

Notably, *Space Unlimited* and *Teach-It Alcohol Awareness* have illustrated young people's interest and capacities to take on more responsibility and have greater involvement in the design and delivery of programmes, if they are asked to do so, and supported appropriately. Continued engagement and work with young people is vital to sustain the emerging benefits.

Specific outcomes are:

- The direct sale of alcohol to those aged under-18 years old has reduced, although this has not necessarily reduced availability of alcohol for young people as proxy purchase remains an issue.
- There is some evidence that demand for alcohol by young people has begun to be affected by this programme:
 - Young people who are drinking in the community in Rosyth are now more aware of their personal safety and some young people have reported changes in their own behaviours in relation to drinking, including reduced consumption.
 - *Alcohol Brief Interventions* delivered in community settings to young people, which are treated as a *starting point* of a further process of engagement and tailored support in school settings, show promise as a way of providing young people with the information, skills and support to reduce their alcohol consumption and reduce the risks associated with it.
- Anti-social behaviour (ASB) offences have fallen in all areas of Fife between 2008 and 2011. Fewer detected ASB offences are now committed by those aged under 21 years old in all areas of Fife, although this proportion remains slightly higher in Rosyth.

- The focus on an area, especially such a small area, can *contribute* to a positive impact (rather than be attributed directly to it), although there may be some displacement of crime to neighbouring areas.
- Informal feedback to the Police suggests that residents have been positive about the impact of focused interventions on ASB-related activity. FAPP partners believe that their efforts have made a contribution to these changes.

Outcomes of the programme in Touch

In Touch the focus on alcohol-related harm was generally felt to have been useful and positive, particularly in galvanising local professionals to consider the needs of an area largely without any existing voluntary and community group infrastructure. Much of the work has been about developing a better understanding of the impact of alcohol-related harm in the context of a small area of Dunfermline and what it means for policymakers and services to be genuinely open to the views of local people and to work with them.

The Touch programme highlights that building ‘*connectivity*’ across a programme so that co-ordinated projects are *designed* to address a common problem has been a challenge. Specific outcomes are:

- Rates of ASB offences for all the areas of direct interest to FAPP have all fallen between 2008-11: the most dramatic changes have been in Touch and Woodmill North, notably from 70.34 (per 1000) in 2009 to 19.35 in 2011.
- Local partners and community members suggest that Touch feels like a safer, more confident community, with less fear of crime. Whilst some issues remain, this success is widely attributed to the multiple strands of work of the *Touch Tasking Team*, in particular the *Touch Tastic* events and the developing trust between the agencies, particularly the Police and residents.

Other lessons

Selective other lessons from the overall work include:

- All professional groups may find it difficult to raise the subject of alcohol with others due to discomfort and lack of confidence connected to their own social drinking, experiences and attitudes. Training in ABIs or a similar course may assist them to raise the issues with others in a fair and skilful manner.
- Any training provision should have a clear outcome focus, so that it is clearer how a particular programme is intended to be delivered and for what ends in any specific context. Multi-agency training, followed by co-delivery is particularly valuable.
- Alcohol-related harm is already addressed within schools in a number of ways, both within and outwith the classroom. Interventions may be most effective if they are able to build on the existing approach within the school. Schools should be consulted to enable appropriate responses to be designed.
- Attention should be paid to the prospects of enhancing school-based learning with community interventions and vice-versa as part of a programme approach.

1 Introduction and background

Origins and purpose

- 1.1 The Fife Alcohol Partnership Project (FAPP) brought together a number of key national and local level stakeholders to design, develop and implement a series of interventions, using a multi-component approach, to tackle alcohol-related harm. The partnership operated between 2008-2012, ultimately focusing on two designated pilot areas, Rosyth and Touch in Dunfermline, chosen on the recommendation of a Scoping Report undertaken in 2008.^{1,2}
- 1.2 The work of the FAPP has been an important strand of the work undertaken by the *Scottish Government and Alcohol Industry Partnership* (SGAIP) and has taken place in the context of the Scottish Government's alcohol strategy *Changing Scotland's Relationship with Alcohol: A Framework for Action*.³ In establishing FAPP, there was a strong expectation that the resulting learning could be used in other areas across Scotland, particularly about new approaches to tackling alcohol-related harm at a community level. This report builds on the interim and summary reports from August 2010, both published alongside this document.⁴ Those reports provide an interim evaluation, fuller background and contextual information.^{5,6}
- 1.3 This report focuses on the outcomes and broader lessons from the overall approach. It is written primarily for those stakeholders and communities facing similar challenges across Scotland and the wider UK with an interest in the implementation of a multi-component approach to tackle alcohol-related harm. In particular, it is likely to be of interest to members of *Alcohol and Drug Partnerships*, *Community Planning Partnerships* and those with an interest in the public service reform agenda.

Defining a multi-component programme (MCP)

- 1.4 The FAPP Steering Group decision to adopt a multi-component approach was based on research that suggested that an explicit multi-component approach to tackling alcohol-related harm would be helpful both in defining the nature of problems and designing appropriate local strategies.⁷ Whilst evidence for the effectiveness of multi-component programmes was mixed, a growing international consensus was noted that a multi-component approach has a greater chance of success than stand-alone projects.

¹ The scoping report was undertaken by a secondee from Fife Constabulary.

² Note that Touch is pronounced 'Too-ch'.

³ *Changing Scotland's Relationship with Alcohol: A Framework for Action*, the Scottish Government, February 2009 <http://www.scotland.gov.uk/Publications/2009/03/04144703/14>

⁴ These reports were circulated to interested parties at the time, but are now formally published for the first time. *Moving forward to tackle alcohol related harm in Fife*, A Baseline and Interim Evaluation Report and *Moving forward to tackle alcohol related harm in Fife: a summary and call for action*, Cathy Sharp and Mark Bitel, *Research for Real*, August 2010 see www.scotland.gov.uk

⁵ Readers are encouraged to consult these earlier reports to gain a full picture.

⁶ A progress report from the SGAIP issued in 2009-10 is also available. <http://www.scotland.gov.uk/Resource/Doc/244390/0105116.pdf>

⁷ Thom, B. and Bayley, M (2007) *A new approach to prevent and reduce alcohol-related harm*, JRF Findings, March. This approach was first proposed by the SGAIP in January 2008.

- 1.5 The research concluded that effective multi-component programmes need to be based on a sound theoretical framework to provide clarity about the way the problem is understood and guide the design and implementation of both the intervention programme and its evaluation.⁸ A multi-component approach should have the following features:⁹
- a strategic framework with a theoretical basis for action
 - the identification of problems defined at local levels
 - a programme of co-ordinated projects to address the problem based on an integrated programme design, where single interventions run in combination with each other and/or sequentially together over time
 - identification, mobilisation and co-ordination of appropriate agencies, stakeholders and local communities
 - clearly defined outcomes and activities with measurable indicators and identified data sources to assess effectiveness for the programme as a whole and for individual projects or activities, and
 - evaluation as an integral part of the programme from the start.
- 1.6 Multi-component programmes can be understood as typically emphasising:
- “...modifying drinking cultures and effecting change or modification in local policies, structures and systems – for instance, by improving local policies on alcohol, by strengthening collaborative networks between professional or stakeholder groups, or by involving local communities in efforts to achieve change. In community-prevention approaches, whole communities form the target-intervention group rather than individuals within the community”.*¹⁰
- 1.7 Evaluation is seen as a significant and integrated part of the project design, implementation and review. FAPP commissioned an action research approach to evaluation in April 2009. This was intended to measure both outcomes and support progress, by informing and enabling reflection throughout the pilot. As part of this approach, it was agreed that individual projects should be expected to adopt a self-monitoring and evaluation approach to their own outcomes, using any existing evaluation framework (such as LEAP)¹¹ and with the support of the FAPP evaluation partner where necessary.¹²

The rationale and approach in the two pilot areas

- 1.8 The original scoping report recommended that pilot activity should be concentrated initially in Rosyth, Touch and Dunfermline Town Centre and that a rural community

⁸ Thom, B. and Bayley, M (2007)

⁹ These features are effectively the criteria against which the ultimate success of the FAPP programme as a whole is evaluated.

¹⁰ Thom, B. and Bayley, M (2007)

¹¹ Learning, Evaluation and Planning (LEAP) is an approach developed by the Scottish Community Development Centre <http://www.planandevaluate.com/>

¹² This was made a part of the Service Level Agreements that were adopted with funded interventions.

should be identified at some future point.¹³ The FAPP Steering Group decided to withdraw from focusing on Dunfermline Town Centre in March 2010, in order to prioritise Touch and Rosyth, in south west Fife.

- 1.9 FAPP's ambition in Fife was to be '*additional and complementary*' to existing activities and services. The outcomes for the two areas of primary focus were not agreed by the FAPP Steering Group until May 2010. Agreement on desired outcomes was a protracted process that highlighted issues about use of evidence, communication and partnership structures and processes; these are all discussed in the interim report.
- 1.10 The FAPP programme in Rosyth and Touch are discussed in full in Chapters 3 and 4 respectively.
- 1.11 The FAPP programme in both areas was managed by a dedicated Project Manager and provided an important resource across the full range of activities, including planning, consultation and relationship-building across a wide range of stakeholders and agencies. Although the terms of reference indicated that this post would be supported by a commitment of 1-2 days per week from the Scottish Government and Alcohol Industry Partnership Programme Director, staff turnover mean that this further resource was not consistently available over the course of the project.

The FAPP programme in Rosyth

- 1.12 The scoping report identified local alcohol-related issues of concern in Rosyth as underage drinking; large groups of young people drinking outdoors and involved in antisocial behaviour; daytime drinking; proxy purchase and alcohol being delivered with take-away food. Whilst it was acknowledged that these issues were not confined to Rosyth, it was considered that it would provide an opportunity to generate lessons that could be transferred to towns of similar size across Scotland.¹⁴
- 1.13 The high-level focus of the FAPP programme in Rosyth has been on the reduction of alcohol-related crime and disorder offences by young people under 18 years old. The intermediate outcome was expected to be a reduction in consumption of alcohol by young people under 18 years old, supported by ten short-term outcomes addressing supply, demand and public perceptions:
 - Reduced availability of alcohol for young people (under 18)
 - Increased knowledge of legal and social responsibility obligations in alcohol off-sales
 - More positive relationships between Police, retailers, and other stakeholders
 - Increased refusal to sell alcohol to under 18s or to others supplying them
 - Reduced demand for alcohol for young people (under 18)
 - Reduced attempts at proxy purchase
 - Reduced attempts to buy alcohol (off-sales) by under 18s
 - Improved public perception of alcohol-related nuisance in the community
 - Improved public perception of alcohol-related behaviours in the community

¹³ Scoping Report commissioned by Fife Alcohol Partnership Pilot Group, December 2008, written by David Moffat, Fife Constabulary.

¹⁴ The population of Rosyth is about 12,000.

- Visible and quantified improvements in environmental quality

1.14 The delivery of the FAPP programme in Rosyth has centred on the Community Alcohol Partnership (CAP) model; known latterly as the *Rosyth Community Alcohol Partnership* (RCAP). This was based originally on the model piloted in St Neots in Cambridgeshire in 2007 by the *Retail of Alcohol Standards Group* (RASG) and Cambridgeshire Trading Standards. At the heart of this approach is the combination of activities focusing on education, enforcement and public perceptions by bringing together police, local retailers, schools and the community to tackle underage drinking and address related problems such as anti-social behaviour and crime. The interim report traces the background and early activities in Rosyth. Ultimately, the RCAP has become the delivery mechanism for the FAPP Rosyth programme, chaired by the Fife Council Locality Manager, who has also been a member of the FAPP Steering Group.

The FAPP programme in Touch

- 1.15 Touch is a small housing estate of approximately 1200 people, located about two miles east of Dunfermline Town Centre. The area is physically separated from neighbouring communities by a ring road which surrounds the housing estate. The scoping report suggested that once a very popular area to live, the reputation of the area had declined and there were limited support services in the immediate locality.
- 1.16 The scoping report identified the relevant alcohol-related issues as underage drinking; risky outdoor drinking; regular heavy daytime drinking and anti-social behaviour. As with Rosyth, there was no suggestion that these issues were confined to Touch or indeed, any worse than comparative areas, but it did suggest that there was a positive feeling in the community that it was time for change.
- 1.17 The high-level focus of the FAPP programme in Touch has been on the reduction of the impact of alcohol-related harm on individuals, families and the community. The intermediate outcomes were expected to be greater knowledge of the harmful effects of drinking; greater adoption of safer drinking patterns and reduction in public acceptability of hazardous drinking. Seven short-term outcomes were agreed:
- More parents and children talk to each other about drinking
 - Greater confidence, self-esteem and assertiveness amongst young women
 - Better management of stress and emotional triggers by drinkers to address underlying causes of drinking
 - Greater participation by young men in other activities that don't involve drinking
 - Greater dialogue in the community about drinking and health and related harm
 - Noise and alcohol-related disturbances are dealt with more promptly
 - Greater perception of safety and security in the home and community.
- 1.18 The delivery of the FAPP programme in Touch has centred on the *Touch Tasking Team* (TTT). This was a locally-focused multi-agency group that included the relevant professionals with a local remit working alongside a small number of active members of the local community. It was chaired by the Fife Council Locality Manager, who was also a member of the FAPP Steering Group.

- 1.19 FAPP has taken a different approach in Touch by working more closely with community members and local professionals responsible for mainstream services. At the time of the interim report, local consultation had taken place in 2009 and more was underway. One school-based and one community-based intervention had been completed, with another abandoned. The report acknowledged the need for a 'community development' approach to ensure that local stakeholders were fully engaged. However, some of the delay in establishing the Touch programme was due the difficulties within the FAPP Steering Group, a lack of clarity of respective roles and a lack of realism in the FAPP Steering Group in relation to the challenges of local delivery and long-term sustainability.

Key recommendations and challenges from the interim report

- 1.20 The FAPP interim report identified a number of challenges for the partnership to meet their ambitions; at that time it was anticipated that the work would end in March 2011, subsequently the pilot period was extended by a year. These are briefly reviewed here to provide the context for this final report.

A framework for decision making, outcome-focused commissioning and project management

- 1.21 One of the aims of the FAPP was to trial new or newly combined interventions. Given the lack of firm evidence of effectiveness for most of the proposed interventions, the risk was that any intervention would be seen as reasonable. The interim report noted the frequent absence of firm evidence of effectiveness and that evidence available does not always provide a clear basis for *local action*. One strategy proposed by the evaluators, drawn from the work of NHS Health Scotland, was that the focus should shift from being evidence-based or even evidence-informed to that of '*making good decisions in good faith*'; these should be rooted within a framework of ethical principles, drawing on available evidence and plausible theory which will include 'testimony' based on the experiences and expertise of health and other professionals and communities themselves.¹⁵ This would have complemented and supported the proposed action research approach to evaluation.
- 1.22 The interim report suggested that the viability and likelihood of the success of proposed interventions in delivering change would depend on how well-targeted they were, the numbers and targeting of participants at local level and the ability to build *connectivity* by linking interventions into a programme. This linkage or connectivity may have taken a number of forms, which would not have been mutually exclusive. For example, interventions might operate alongside each other *concurrently*, they could be developed *sequentially* by being explicitly built on what had gone before or *thematically*, developing a thread (say, parental engagement) that could be shared across a number of different interventions.

Developing understandings of designing and delivering a multi-component programme

- 1.23 An outcomes framework was agreed in May 2010. This focused on the *impact* that FAPP wished to see. At this time, the complexities and challenges of the *implementation* of an explicit, designed, programmatic approach to this work were becoming evident. In moving forward, it was recommended that the outcome

¹⁵ *Beyond evidence—to ethics: a decision-making framework for health promotion, public health and health improvement*, Andrew Tannahill, Health Promotion International, 2008

framework be used as part of a clear outcome-focused commissioning and project management strategy.

- 1.24 The interim report highlighted emerging understandings about the realities of designing and delivering a multi-component programme. The two pilot areas presented different issues and each was at different stages of development at that time. The Rosyth programme was more advanced than that for Touch; however, both had originally proceeded in the absence of clear agreement on outcomes.
- 1.25 It suggested that scoping would need to be a continuous process, essentially built on on-going learning arising from completed interventions and evaluation evidence. At the interim stage, a small number of interventions had been completed. Whilst some had not originally been well-targeted, the report suggested that these may have had value as 'demonstration projects' and as potential springboards to engage the participants in other interventions as a way of 'building the programme' on the basis of what had gone before. It was noted that such an emergent approach would require a high degree of flexibility and adaptability on the part of FAPP and their partners, as well as a high degree of deftness in response. If on-going learning was to be taken on board, individuals and agencies would need to be prepared to alter their approach, perhaps in mid-stream, to try something different, to accept 'failure' and distil the lessons into the on-going programme.

A focus on mainstreaming

- 1.26 The interim report suggested that the delivery of the FAPP programmes would rely on the mobilisation of a wide range of agencies and individuals. The degree of 'institutionalisation' or mainstreaming that could be achieved by making tackling alcohol-related harm 'everybody's job' would be crucial in the sustainability of outcomes. The success of the programme would rely to a large degree on the ability of the FAPP to encourage mainstream agencies to work together and work differently. The ultimate legacy of the project would also depend on the demonstration of the links between the FAPP outcomes and those of other agencies and the Fife Single Outcome Agreement.
- 1.27 These challenges required a new era of more strategic engagement with mainstream services to ensure the delivery of key interventions, maximise alignment between different interventions and enhance the prospects of sustainability. Spheres of influence needed to be clearly defined and articulated and closer relationships were needed with high-level decision-makers including those in NHS Fife, Fife Council and Fife Alcohol and Drug Partnership (ADP), with implications for the FAPP Steering Group membership.

Developing understanding of the measurement of change

- 1.28 The interim report also highlighted a number of challenges of measurement of change. There were different expectations amongst the FAPP and its wider partners about what evaluation could deliver. Some sought proof of impact and wished to be able to attribute impact to specific interventions; the evaluation partners argued that definitive attribution of outcomes to specific interventions was probably an unattainable goal given the complexity of the issues and the national economic and

policy context.¹⁶ Following the report, the focus of the evaluation effort shifted to one more actively supporting implementation by working more closely with the two local groups in Rosyth and Touch.

- 1.29 The limited progress demonstrated in the interim report was in part due to the lack of attention to the development of sound partnership structures and processes. However, the interim report stage heralded a watershed marked by new understandings and better working relationships amongst FAPP members. Annex 3 shows the governance structure adopted from July 2010.

¹⁶ The term 'evaluation partners' was adopted by the FAPP Steering Group to refer to the research contractors.

2 An overview of recent trends in alcohol-related harm in Fife

- 2.1 The primary purpose of this chapter is to provide a brief overview of the context in which the work of FAPP has taken place. It draws on some of the most appropriate available data on alcohol-related health issues and anti-social behaviour. It also draws on data from the 2012 web-based survey undertaken by Fife Council on behalf of FAPP. Selective tables are included here and further tables are included in Annex 2. This is not a full review of all available data; extensive health data is available elsewhere and there are other reviews available of the local context in Fife.^{17,18}

Developing understandings of the measurement of change

- 2.2 The interim evaluation report suggested that FAPP faced a number of challenges of measurement of change and that there were a number of fundamental issues about the basis, scope and validity of evidence that can be generated about short-term interventions to address alcohol-related harm in small community settings.
- 2.3 The issue of the use and generation of evidence is discussed further in Chapter 5. However, it is worth noting here that these trends have been discussed as part of the final stakeholder interviews and in the two local groups. Partners are now well aware of the conceptual, dynamic and practical complexities of measurement of outcomes and attribution of any changes to specific interventions. Furthermore, for many partners the national economic and policy context has underscored these difficulties. This represents a considerable shift in thinking about evaluation than that demonstrated in the scoping report or in the earlier period of the work of FAPP.
- 2.4 The November 2011 review of the partnership undertaken as part of this evaluation expressed the view of the FAPP Steering Group that they were pleased that there had been a reduction in anti-social behaviour related crime in the two areas, particularly in Touch. FAPP have not claimed that these reductions can be *attributed* to their efforts. FAPP have not directly discussed the health related data or updated SALSUS data.
- 2.5 The summary below highlights a number of key contextual factors and trends particularly pertinent to the work of FAPP in Rosyth and Touch. These figures paint a mixed, although often favourable, picture of the context in which the FAPP has been working.

¹⁷ Alcohol Statistics Scotland 2011 ISD, 2011

¹⁸ Fife Alcohol and Drug Partnership, *Substance Misuse Strategy 2010 – 2013*, November 2010

Summary of key trends

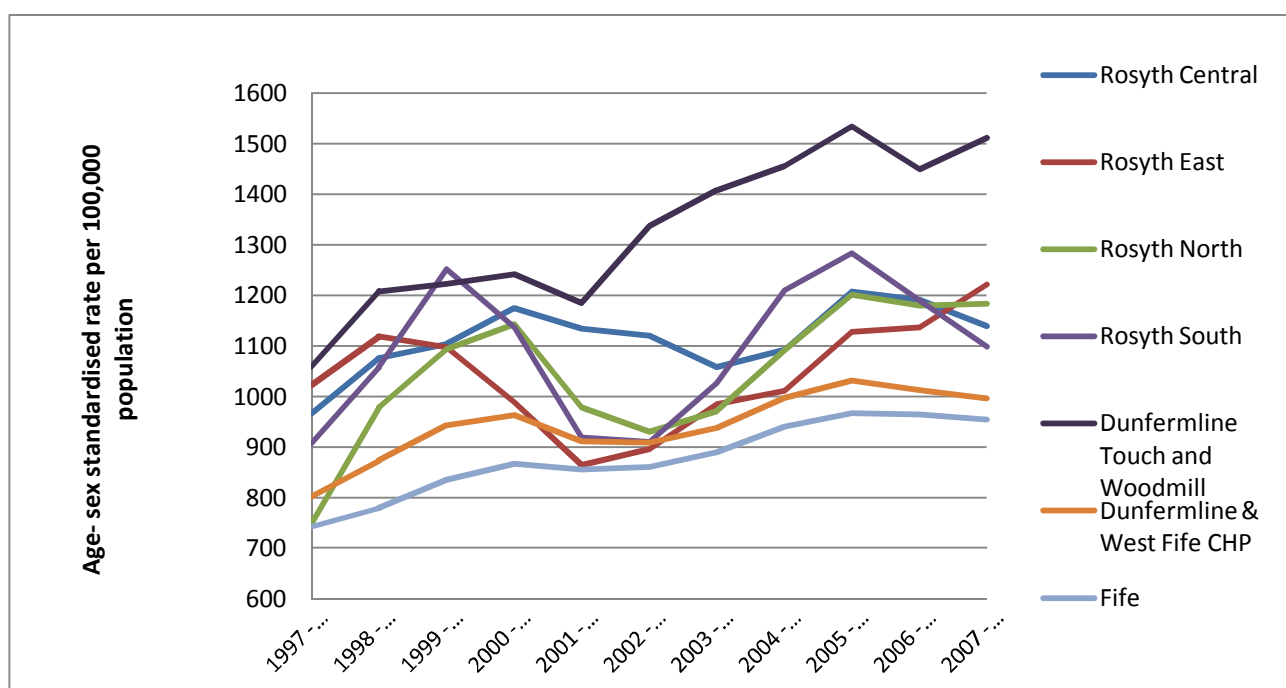
Alcohol consumption and patterns of drinking

- The volume of alcohol sold per head of the adult population in Scotland is now over a fifth higher than in England and Wales, with two-thirds now being purchased off-trade in shops and supermarkets.¹⁹
- Survey data suggests that alcohol consumption has fallen for both men and women in Scotland and Fife, although the change is less pronounced in Fife. Whilst average adult drinking levels in Fife in 2008-09 were within recommended guidelines, 27% of men (29% Scotland) and 19% of women (19% Scotland) were exceeding weekly limits.²⁰

Hospital admission rates related to alcohol use

- In the areas focused on by FAPP, Figure 2.1 shows that hospital admission rates for alcohol-related health issues have been consistently higher than for Fife as a whole.

Figure 2.1 Age and Sex Standardised Hospital Admission Rates: related to Alcohol use: by selected areas (3 year aggregated interzone data)



Source: ISD. Note: the Dunfermline Touch and Woodmill Interzone comprises four datazones Touch, Woodmill North, Woodmill South and Woodmill West. Only the first two are the focus of the FAPP pilot intervention.

¹⁹ Quoted in ADP, *Substance Misuse Strategy 2010 – 2013*, November 2010. See also *Monitoring and Evaluating Scotland's Alcohol Strategy. Setting the Scene: Theory of change and baseline picture*, NHS Health Scotland, March 2011 <http://www.healthscotland.com/uploads/documents/15312-MESASsettingTheSceneReport.pdf>

²⁰ More than 21 units per week for men and 14 units per week for women. Note that 2010 SHeS data is not available at Fife level. It is acknowledged that surveys tend to underestimate adults' levels of alcohol consumption.

- Whilst care is needed in relation to the interpretation of the data for the very small area of Touch, in Rosyth admission rates have been consistently higher than in the wider Dunfermline and West Fife CHP area and the whole of Fife.
- Those aged 40 years old and over consistently make up the largest group of admissions.²¹

Other health related data

- Over the period 2003-2009 there were a total of 32 alcohol-related deaths in Rosyth.²²
- The number of Alcohol Brief Interventions (ABIs) delivered in Fife in clinical settings has increased reflecting the development of the capacity of services: the number delivered in 2010-11 was 53% higher than in 2008-09.²³ The national NHS targets for the number of alcohol brief interventions delivered were met at the Fife and Scotland level.

Drinking behaviours amongst young people

2.6 The *Scottish Schools Adolescent Lifestyle and Substance Use Survey* (SALSUS) 2010 shows the prevalence of smoking, drinking and drug use among 13 and 15 year olds attending both state and independent schools in Fife.²⁴ It is also possible to discuss trends in drinking behaviours amongst young people through comparisons with the 2006 SALSUS survey.

- SALSUS data shows that there has been a *decrease* in the proportion of 15 year olds in Fife who had ever had an alcoholic drink.
- Although also declining, the proportion of 13 year olds in Fife who have ever had an alcoholic drink was higher than the national average in 2010.
- The proportion of 15 year olds reporting that they usually buy alcohol from off-licences decreased between 2006 and 2010.
- Where 13 year olds had had someone else buy alcohol for them, almost one in four cited their mother, father or carer as a source. Girls were more likely than boys to obtain alcohol from a parent or carer. Older young people were more likely to rely on older friends.

²¹ There is a need for caution in interpreting these figures; the rates are crude population rates and numbers are small.

²² Where there was any mention of alcohol. ISD figures.

²³ Alcohol Brief Interventions (ABIs) are used when someone visits their GP or hospital and screening suggests that alcohol may be a factor in their ill-health. ABIs take the form of short motivational interview, in which drinking habits are discussed, along with information about health risks. See Annex 2 for more information.

²⁴ SALSUS is a Scotland wide biennial survey of smoking, drinking and drug use among secondary school children which began in 1982. The 2010 and 2006 surveys provide information at both local and national levels. The FAPP interim evaluation report provided fuller information from the 2006 survey. In 2010, 2,198 pupils in 18 schools in Fife took part. The overall response rate in Fife was 79%, compared to 62% nationally.

- Between 2006 and 2010, there has been a decrease in the proportion of young people who had managed to buy alcohol from a shop, supermarket or off-licence in the previous 4 weeks.
- In relation to the location of drinking, amongst both 13 and 15 year olds, the most frequently reported locations were in their own or friends homes or at parties, rather than outside.

Personal experience of alcohol-related issues in the community

2.7 Figure 2.2 shows reports of personal experience of a range of alcohol-related issues in the community drawn from the 2012 FAPP survey.

Figure 2.2: Personal experience of alcohol-related issues

	2012	
Which of these issues have you any <u>personal experience</u> of in your neighbourhood in the past 12 months? <i>% saying has happened frequently or more than once</i>	All Fife (N=466)	DWF CHP (N=162)
Rubbish or litter lying around resulting from people drinking alcohol outside	42%	48%
Rowdy behaviour as a result of drunkenness	28%	33%
Noisy neighbours or regular loud parties at night	23%	25%
Young people under 18 purchasing alcohol in local shops and take-aways.	20%	24%
Adults buying alcohol in local shops and take-aways for young people under 18	15%	18%
Groups or individuals intimidating or harassing others as a result of drunkenness	14%	17%
Vandalism, graffiti or other deliberate damage to cars or other property as a result of drunkenness	13%	21%
Harassment or intimidation of other local people in the street by drunk people	11%	13%
Noisy neighbours or regular loud parties during the day	9%	7%
Accidents and physical harm to people who have been drinking excessively	7%	7%
Groups or individuals intimidating or harassing others due to a desire to obtain alcohol	6%	11%
Physical harm to others in the street caused by drunkenness	6%	7%
Physical harm to family members in the home caused by drunkenness	2%	1%

Source: FAPP Fife Direct and People's Panel Survey January 2012

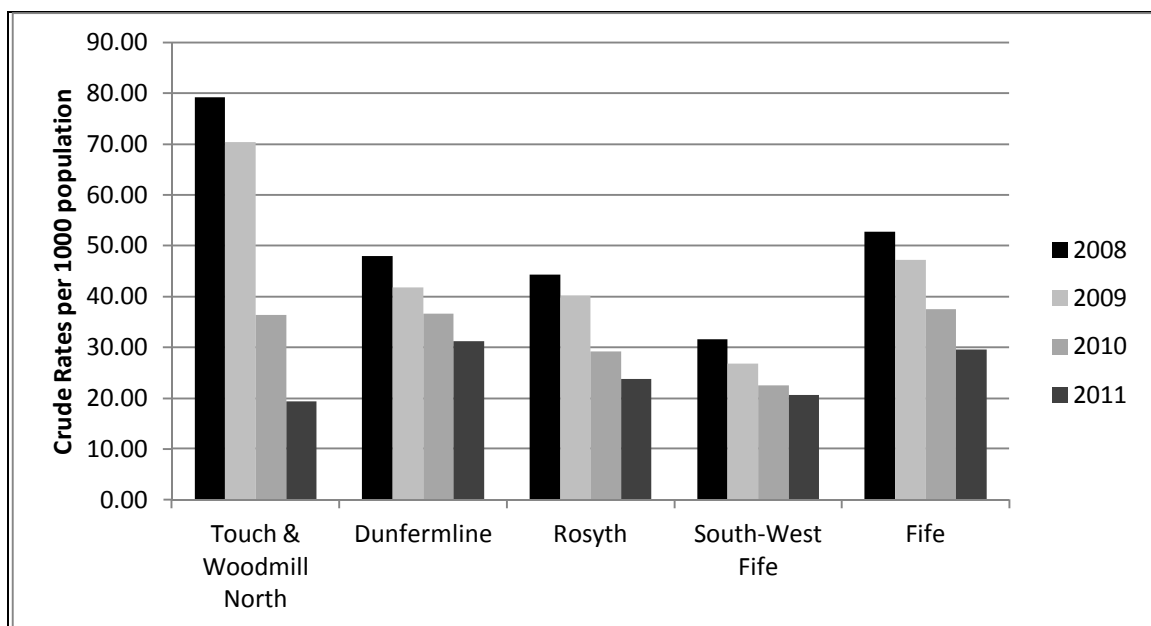
- Across Fife the environmental impact of rubbish or litter lying around from people drinking alcohol outside is seen as the most common issue.

- Other noise and anti-social behaviours, including being asked to buy alcohol for those under 18, appear to be slightly more common in the Dunfermline and West Fife CHP area than Fife as whole.
- West Fife respondents are also slightly more likely to say that these issues have become *more common* in the last year.

Trends in Anti-Social Behaviour Offences

2.8 Figure 2.3 shows crude population rates of all anti-social behaviour offences for Touch and Woodmill North, Dunfermline, Rosyth, South-West Fife and Fife as a whole. Whilst not all ASB offences will be alcohol-related a significant proportion are likely to be so.

Figure 2.3: Annual Anti-Social Behaviour Offences - Crude Population Rates per 1000, 2008-11 by selected areas



- The rates of anti-social behaviour offences have fallen in all these areas of Fife between 2008 and 2011.
- The largest falls have been in the smallest area of Touch and Woodmill North.
- Of all detected ASB offences, fewer are now committed by those aged under 21 years old in all areas of Fife, although this proportion remains slightly higher in Rosyth than for Fife as a whole.

3 Successes and prospects: an overview of the programme in Rosyth

- 3.1 This chapter discusses the development and progress of the FAPP programme in Rosyth: Figure 3.1 shows the projects or interventions that had been trialled or completed by March 2012. Annex 1 contains fuller details of each of these interventions in relation to the desired FAPP outcomes for each programme.

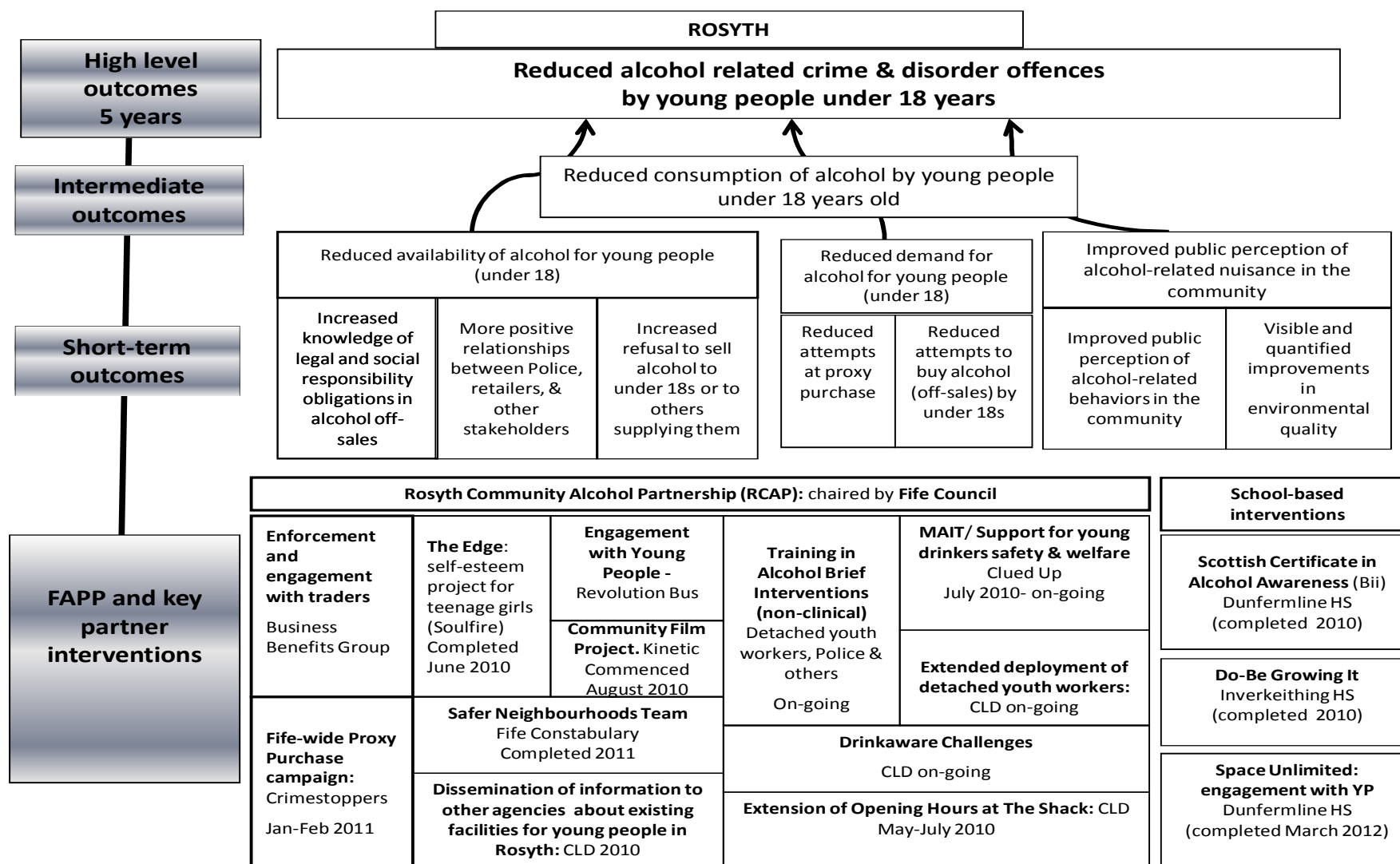
Establishment of the Rosyth Community Alcohol Partnership (RCAP)

- 3.2 There have been a wide range of agencies involved in the delivery of the Rosyth programme and the interim report concluded that the success of the programme would rely on their ability to work together and work differently. The revision of the FAPP governance structures in 2010 (shown in Annex 3) rationalised the previously separate structures of the CAP and the RAP into one overall local partnership group (RCAP), ultimately chaired by the Fife Council Locality Manager from September 2010.²⁵
- 3.3 The partnership still faced a number of challenges; the interim report noted the difficulties of engagement with local traders and with young people and barriers to joint working by different professional groups. It suggested that the greater involvement of Fife Council detached youth workers was crucial as a bridge between young people and wider agencies in the area.
- 3.4 Completed interventions at that stage had demonstrated limited impact due to poor targeting, reach or limited scale.²⁶ The challenge for the ultimate success of the multi-component programme approach depended on the extent to which the different strands of work could be linked to each other in a way that would reinforce messages to young people and the wider community.
- 3.5 There was also an absence of the direct views and influence of young people on the Rosyth programme. Attempts to involve young people in August 2010 highlighted the need for a much more innovative and engaging approach, which would allow them to influence the direction and content of the programme. In September 2011, FAPP commissioned *Space Unlimited* to design and facilitate a youth-led, inquiry-based project with a small group of young people from Rosyth and Rosyth-based youth workers, members of RCAP and the FAPP Steering Group.

²⁵ In discussing local level partnership working this report refers to 'local partners' to mean any individuals or agencies working at the local level, even if they also operate as part of the strategic FAPP Steering Group.

²⁶ Two school based interventions, *Do-Be* and the SCAA and one community intervention, *The Edge*, had been delivered by this stage, as well as some mainstream CLD interventions, such as *Drinkaware Challenges*.

Figure 3.1: FAPP programme in Rosyth, March 2012



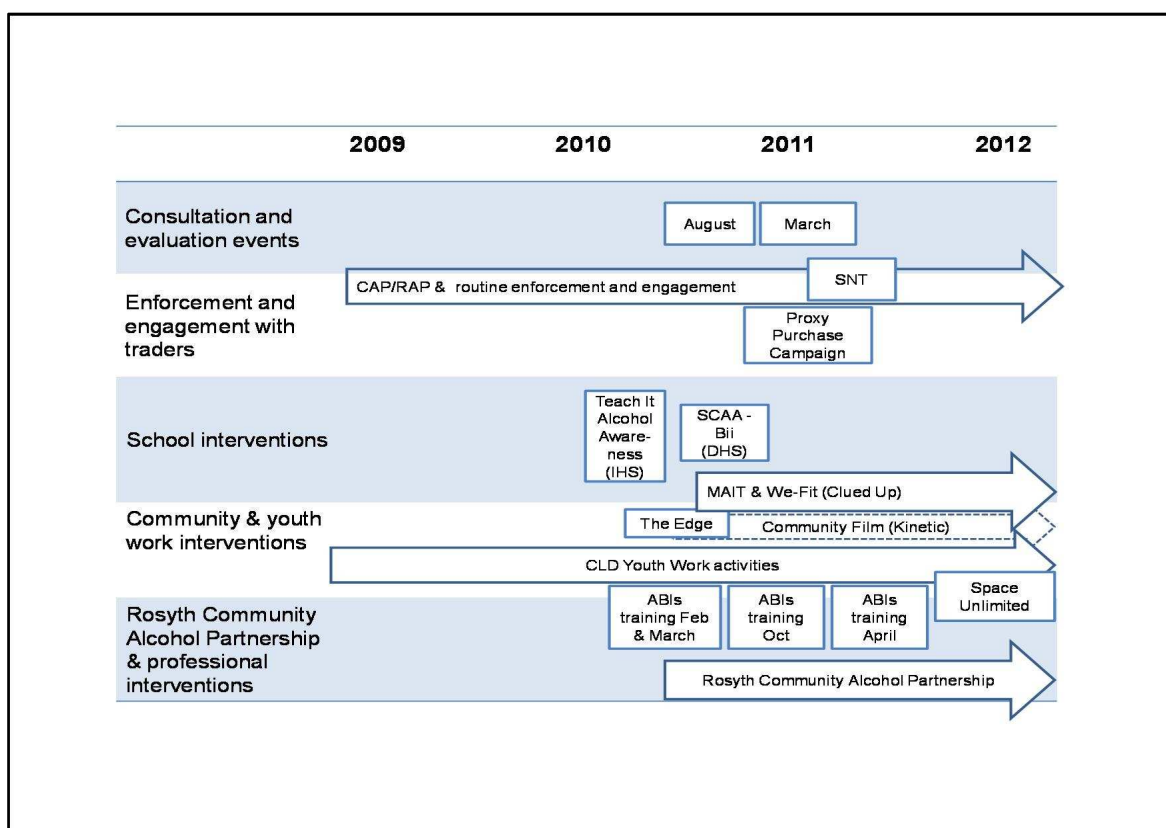
Progress and prospects

- 3.6 The establishment of the RCAP has been characterised as a crucial juncture by a number of partners. The RCAP meetings have provided a forum for local dialogue and a focus for joint project work, particularly between youth workers and the Police:

“....it was only then that we probably started work as a partnership. Once we got over that hurdle and people saw what we could actually do, what we could actually deliver, it got better.”

- 3.7 Figure 3.2 provides an implementation map of the programme in Rosyth. By autumn 2010 a number of ‘new’ interventions came on-stream which gave a focus to multi-agency working on the ground, such as the film project, ABI training and the *MAIT*.²⁷ Do-Be gave a presentation about the *Teach-It* pilot at Inverkeithing High School to the RCAP in October 2010.

Figure 3.2: Implementation map of the programme in Rosyth



- 3.8 By early 2011, the primary focus of the work of RCAP had shifted from the initial emphasis on enforcement and ‘supply-side’ interventions, to ‘demand-side’ and youth-orientated interventions.²⁸

²⁷ Many of these interventions had been developed elsewhere and were being newly implemented in the pilot area.

²⁸ There had been plans to implement a programme of environmental clean-ups focusing on anti-social behaviour related ‘hot spots’; however these were not formally taken forward other than through Fife Council routine environmental services.

- 3.9 Whilst progress was discussed at the regular meetings, the March 2011 evaluation event was the first dedicated opportunity to discuss outcomes and progress. The event was attended by around 23 people, including a small number of young people. A set of 'success factors', to track the progress and outcomes of the work being undertaken were tested out. Figure 3.3 shows the original ten factors, and an additional three that were added in April 2011.

Figure 3.3: Success factors for Rosyth

1. We are confident that all those here think that the issue of alcohol-related harm matters to them in their work or because they live here.
2. We are confident that our work in Rosyth reflects what local people, including young people, think about the issues.
3. The activities and services that are happening or planned are designed to fit together well, build on what's already happened and don't duplicate others' efforts.
4. We are confident that we know what's working well, what's weaker and what we need to do to be better.
5. Tackling alcohol related harm here won't happen overnight, but we have a good sense of the starting points.
6. There are now more positive relationships between all of us working in the Rosyth Community Alcohol Partnership than a year ago.
7. There are signs that it is now more difficult for young people aged under 18 to obtain alcohol from shops than a year ago.
8. Young people under 18 are less interested in trying to obtain alcohol than a year ago because they have other things to do.
9. Local people are less concerned about the alcohol-related nuisance in Rosyth than a year ago.
10. There are visible improvements in the quality of the environment in the area.
11. Young people who are drinking in the community are more aware of their personal safety
12. Parents are more aware of the harmful effects of buying alcohol for their children or how their own drinking impacts on them
13. There have been some surprising or unexpected things that have happened as a result of our work (both welcome or unwelcome)

- 3.10 The event found consensus amongst RCAP partners of the importance of the issue of alcohol-related harm to those involved and a strong sense of both, realism that change would not happen quickly and, a good sense that some of the starting points for change had been identified. Views about whether there were more positive relationships between those working in the RCAP were mixed, partly attributed to a lack of continuity of personnel and attendance.
- 3.11 In relation to outcomes, there was a continuing large discrepancy between the formal goals of FAPP in Rosyth and the understandings of those most involved in implementation on the ground. There was still a lack of operational connectivity, coherence and shared knowledge amongst those most involved in delivering interventions. As before, some of this was attributed to a lack of sustained involvement of staff and lack of continuity at meetings. A need for regular communication within and between organisations was identified and for more communication between RCAP and the FAPP Steering Group. Concerns were also expressed about the sustainability of the work and future funding.

- 3.12 The discussion of prospective outcomes showed differences of view about which were realistic, a need to clarify the individual and collective contributions to the programme and agree a clear outcome-focused programme that had the support of those delivering the programme. At that stage any connectivity or coherence within the Rosyth programme was not evident to those involved. The partners also identified a clear need to find different ways to engage with young people; it was acknowledged that *'we've not been really good at consultation with young people'* and that it was important to *'ensure that what is being delivered is what young people want'*.
- 3.13 It was acknowledged by RCAP partners that they did not have a good sense of what was working well and what needed to be done to improve. They welcomed the chance to communicate with each other and saw a need for more *'real-time'* learning and sharing to review progress and identify things that weren't happening or gaps in knowledge. They suggested using social media to communicate more quickly and effectively with young people and raised questions about connections between the work and the Youth Forum.
- 3.14 In considering progress towards outcomes, at that stage in March 2011, there was agreement that there were signs that it had become more difficult for young people to obtain alcohol from shops than a year before. However, there was a strong sense that local young people were *no less interested* in trying to obtain alcohol than a year ago and this particular outcome was suggested to be unrealistic. There was similar lack of progress in relation to the two other desired outcomes; that local people would be less concerned about alcohol-related nuisance and there would be visible improvements in environmental quality.
- 3.15 Subsequently, it was agreed to use the amended 'success factors' as a way of getting more systematic feedback at RCAP meetings and to set time aside to share the emerging learning and discuss the implications for the work of the partnership. From April 2011 this approach was adopted to facilitate a discussion about hopes, progress and challenges amongst RCAP partners.
- 3.16 This on-going process illustrated partner's views about what they would value, for instance, their hopes that at future Police community engagement meetings, the issue of alcohol would not be an issue because there would simply not be the large numbers of young people drinking on Friday and Saturday nights. Others wished to see young people *'heard and represented at all community meetings'*, including those same community engagement meetings. The process illustrated gaps in the approach; for instance, the continuing absence of the voice of young people themselves and interest in finding a way to address the issues of parental purchase of alcohol for their children and their own drinking. Many issues related to the practical implementation of the programme also were discussed.
- 3.17 The process was used in the April, June and September 2011 meetings of the RCAP. However, attendance at RCAP meetings was often poor and some were cancelled.²⁹

²⁹ A planned meeting for November 2011 which was to have been dedicated to evaluation was cancelled and did not take place until January 2012 when it was poorly attended.

What outcomes have been achieved?

- 3.18 Any judgement about the outcomes of the programme in Rosyth must be prefaced by comments on how understandings of prospective impacts of the multi-component programme have developed. Whilst there is consensus on the choice of Rosyth as good pilot area for this work, the relevance of and 'buy-in' to the formal FAPP outcomes for Rosyth amongst those charged with implementation of interventions on the ground has been questioned on many occasions by different stakeholders.
- 3.19 The formal FAPP outcomes, which had been developed by the FAPP Steering Group and which had been so important in tying together the strategic partnership in a common cause, were not necessarily meaningful or practical for those working on the ground. Interventions such as the *Mobile Alcohol Intervention Team (MAIT)* and the mainstream detached youth work were concerned to ensure that young people were aware of their personal safety and the risks of harm, than necessarily aiming to reduce their consumption of alcohol. Whilst this could be seen as addressing FAPP outcomes in general terms, it did mean that at times in RCAP meetings there was a sense of a disconnect between what partners were 'supposed' to be doing to meet FAPP goals and what they were actually doing.
- 3.20 Those responsible for the enforcement aspects of the work and engagement with traders continued to report progress to RCAP meetings in general terms. Their work was more clearly focused on the FAPP outcomes of increased knowledge of legal and social responsibility obligations, the development of more positive relationships between stakeholders and increased refusal to sell alcohol to under 18 year olds or to others supplying them.
- 3.21 The more discursive and self-evaluative approach encouraged by the use of the 'success factors' at regular meetings after March 2011 had a positive impact. There was a shift in understandings amongst the local partners;

"... for me a turning point was that discussion we had [after the March 2011 event] and it was 'ah-ha!' a bit of a light coming on. I like this approach because before, we were always focused in the past.we seemed to make more strides once we had a different format for the meetings which involved discussion... it just felt more real. That we were focusing on the actual outputs and the differences it was making."

- 3.22 This helped partners to be more relaxed about the approach and encouraged a better contribution from more people round the table;

"I think that actually made things a lot clearer for a lot of people... when we started doing things very differently, there was a lot more focus... it was like a card game, but it did focus in and home in on what's happening....and it was all right if it didn't quite work... but [you'd think] 'if we are going along we need to adapt this and we need to change and get more community involvement'."

- 3.23 Over time, there has also been a developing understanding of the conceptual and practical difficulties of measurement of impact and of attribution of any outcomes achieved to a particular identifiable intervention. The inter-play between existing

mainstream programmes and newly-introduced interventions was always going to be difficult to disentangle and as the programme approach developed, the 'measurement challenges' that this presented became more apparent to partners. For example, the *MAIT* was a 'new' FAPP-funded intervention that brought additional resources into Rosyth, yet it relied crucially on a number of other mainstream services to operate.

- 3.24 Furthermore, some outcomes may have been 'unintended' – but only in the sense of unanticipated or overlooked (rather than unwelcome) in the original mapping of prospective outcomes which assumed that the success of the programme would largely be judged by reference to a change in behaviours amongst young people.

More positive relationships amongst stakeholders

- 3.25 The stakeholder interviews in 2012 have suggested that the professional relationships and those with young people established as part of the work of FAPP in Rosyth have been highly valued by many partners and are seen as one of the major successes of the work.
- 3.26 There is broad agreement that there are now more positive relationships between the Police, traders and other stakeholders, crucially those between the Police and mainstream and specialist youth workers from Fife Council Community Learning and Development (CLD) and *Clued-Up*. This is far more broad and expansive than the original expectations of the CAP of improved relationships, narrowly seen to be concerned with those affecting the supply of alcohol to young people.
- 3.27 Partners agree that the most successful interventions are those that have either involved multi-agency delivery or good operational links with other elements of the programme, so that successful implementation has relied on the input of a range of partners on the ground and the maintenance of positive working relationships. Examples are joint training in *ABIs*, the *Safer Neighbourhoods Team* and on-going enforcement and engagement activities by Fife Constabulary, the *MAIT* and *Space Unlimited*. These interventions have not been without their challenges and there remains a need for recognition of and clarity of roles and remits and better communication; however, the focus on delivery does bring an imperative to tackle difficulties that inevitably emerge.
- 3.28 On the CAP or alcohol sales enforcement side, the experience of statutory interventions such as *Challenge 25* and other '*responsible retailing*' voluntary interventions illustrates that the most effective means of engagement with retailers are those delivered on their premises that provide support to meet their statutory responsibilities.

Fewer off-sales of alcohol to under 18s

- 3.29 On the supply side, there is agreement that the sale of alcohol to those aged under 18 is less of an issue than it was. It is unclear whether this is due to fewer attempts by young people to purchase or greater refusal to sell to young people. Regular test purchasing exercises showed an improvement; however, a recent failure of a test purchase shows that it will always be necessary for vigilance around enforcement of the law and maintenance of training for staff.³⁰
- 3.30 Any change in the direct sale of alcohol to young people has not necessarily reduced availability of alcohol for young people as proxy purchase remains an issue. All the participants in the *Space Unlimited* consultation agreed that, over the past year it had become progressively *harder* for them to buy alcohol themselves in the local area. However, they all maintained that it had become relatively *easier* to obtain alcohol through proxy purchase. This was because, as they got older they had made more friends that were over the legal purchasing age and also that, because they looked older, people they approached in the street were happier to buy alcohol for them.

Some evidence of change in demand for alcohol by young people

- 3.31 There is some evidence that demand for alcohol by young people has begun to be affected by this programme. Young people who are drinking in the community in Rosyth are now more aware of their personal safety; those who had engaged with the *MAIT* have reported changes in their drinking behaviours in relation to personal safety, risk and harm reduction, and reduced consumption. Some of the young people involved in the *Space Unlimited* project in early 2012, (many of whom had also been engaged with the *MAIT*), reported changes in their own behaviours in relation to drinking, again including reduced consumption. The programmatic interconnections between the staff from CLD, *Clued-Up* and the Police involved in these interventions provided opportunities for reinforcement of messages to young people and follow-up.
- 3.32 Building on the *MAIT*, through the follow up work of *Clued-Up*, there is some evidence that ABIs delivered in community settings to young people, which are treated as *a starting point* of a further process of engagement and tailored support in school settings, show promise as a way of providing young people with the information, skills and support to reduce their alcohol consumption and reduce the risks associated with it.

Reduced alcohol-related crime & disorder offences by young people under 18 years

- 3.33 Chapter 2 shows that anti-social behaviour offences in Rosyth and all other areas of Fife have fallen between 2008 and 2011. The proportion of all (detected) ASB offences committed by those under-21 years old has also declined in all areas, although still remains higher in Rosyth than for Fife as a whole.
- 3.34 It is worth noting that the WSTA report that across the UK, all *Community Alcohol Partnerships* have seen a reduction in anti-social behaviour. They attribute this effect

³⁰ Test purchase are policing operations that involve young people aged 16 attempting to purchase alcohol at licensed premises under Section 105(2) of the Licensing (Scotland) Act 2005. Evidence is reported to the relevant Procurator Fiscal and Clerk of the Local Licensing Board to allow consideration of criminal and civil proceedings.

to the reduction in supply of alcohol to young people, combined with consistent, reinforced messages from shops that routinely ask for ID, education about proxy purchase and awareness-raising work in schools.

- 3.35 There is no evidence in Rosyth of a reduction in the supply of alcohol to young people and given the Fife-wide changes it is not possible to clearly attribute change in anti-social behaviour to the work of RCAP.

Signs of changes in public perception of alcohol-related nuisance in the community

- 3.36 In relation to whether there has been an improvement in public perception of alcohol-related nuisance in the community, the FAPP Fife-wide web survey reported in Chapter 2 shows that rowdy behaviour as a result of drunkenness, noisy neighbours or regular loud parties at night and young people under 18 purchasing alcohol in local shops and take-aways have all been experienced by at least 1 in 5 of the survey respondents and are slightly more common in Dunfermline and West Fife CHP area than Fife as whole.
- 3.37 Whilst it is not possible to report these findings for Rosyth due to small sample sizes, informal feedback to the Police at Community Engagement meetings suggests that residents have been positive about the impact of focused interventions on ASB related activity and interviews with partners in 2012 suggest that they believe that their efforts have made a contribution to these changes.
- 3.38 The desired outcome of visible and quantified improvements in environmental quality has not explicitly been addressed through any formal effort to progress this element as part of the programme in Rosyth. This was acknowledged as a gap in the work at RCAP meetings and was considered to be part of the routine environmental service provision. The survey findings in Chapter 2 shows that the most common issue for the public is the environmental impact of rubbish or litter lying around from people drinking alcohol outside.

Other lessons

- 3.39 The *Space Unlimited* consultation provided valuable insights about young people's perspectives and behaviours in relation to alcohol-related harm and their views about youth provision within Rosyth. Commencing in late 2011, this was the first formal structured consultation with young people which sought their views about alcohol-related harm. Several partners have suggested that this was overdue and that '*FAPP had worked backwards*' in the timing of this intervention. Previous efforts to engage with young people had been either small scale or too casual; assumptions were made (and not challenged) that youth workers were able to speak on behalf of young people. Youth workers themselves suggest that they could have conducted such a consultation much earlier, but this was neither asked for by FAPP or RCAP nor offered by CLD.
- 3.40 The perspectives of young people provided a direct challenge to the understandings and perspectives of members of RCAP and FAPP; in particular young people were very clear that they did not wish to stop drinking. Given the timing, *Space Unlimited* was able to build on the direct engagement through the *MAIT*; however, interviews with partners suggest that greater value could have been obtained from the consultation if it had occurred much earlier; it could well have influenced the scope

and direction and involvement of young people in the design and delivery of the Rosyth programme. One partner commented; *'It's bairns is the problem and bairns is the answer!'*

- 3.41 Despite the timing, there was still evident value in the intervention; young people gained insights themselves into the importance of the issue of alcohol-related harm for themselves and the wider community. They also were able to talk directly to the police officers and gained an understanding of their perspectives and of others seeking to address anti-social behaviour in the community.
- 3.42 By early 2012, there was a sense that the Rosyth programme began to 'gel' as a programme because of the clearer connections between interventions and quality of relationships that were being built. The Police are unequivocal that there are now vastly improved relationships with young people in Rosyth, which enable them to discuss the issue of alcohol-related harm from both a safety and health perspective with young people. This is seen as a stark contrast to the initial situation: *'it was like night and day. It's like opposite ends of the spectrum to be honest with you.'*
- 3.43 Linkage of the experience of young people within the community with the school has been limited, but the *Space Unlimited* consultation (which involved CLD and specialist youth workers from *Clued-Up*) and the *MAIT* follow-up work in schools have both made those connections. This provides a challenge to routine approaches as it is the policy of CLD not to take young people out of the classroom.
- 3.44 Other school-based interventions have been largely isolated from the rest of the programme. Whilst the *Teach-It Alcohol Awareness* programme was popular with young people and influenced by them in the way that it developed, the pilot was not embedded into the wider Rosyth programme. Although decisions have been taken to roll it out across Fife, it is not connected to other ADP-funded educational programmes in schools.

Summary and the way forward

- 3.45 The experience of Rosyth has shown the crucial need to consult with young people at the earliest opportunity. Indeed, respectful formal consultation with young people may underscore the seriousness with which adults treat these issues and serve as an opportunity for young people to reconsider their attitudes and behaviours.
- 3.46 The programme has also provided valuable insights about the professionalised assumptions about the nature of diversionary activities and relative lack of routine consultation or feedback about existing provision. The *Space Unlimited* consultation and the *Teach-It Alcohol Awareness* programme both illustrated young people's interest and capacities to take on more responsibility and have greater involvement in the design and delivery of programmes, if they are asked to do so, and supported appropriately.
- 3.47 The programme has also demonstrated some positive and intelligent responses to emerging learning, such as the development of the *We-Fit* programme, which engaged young people in shaping the activities offered.

- 3.48 The experience suggests that police and youth work interventions that positively engage with young people and seek to build relationships with them over time, can provide opportunities for pro-social behaviours, a chance to reinforce messages and challenge stereotypes both of young people and of professionals, particularly police officers and youth workers.
- 3.49 In many respects, the relationships developed are the glue that makes the work a *programme*, rather than a disconnected or scattered series of interventions. They enable 'new' work to be tied into existing programmes and approaches, knowledge to be shared and progress sustained. The RCAP was not originally treated as an intervention, yet to some degree, it has served as a space for this relationship building and inter-professional dialogue. It is such a forum, with an evaluative focus, that is necessary to ensure that the activities and services that are happening or planned are designed to fit together well, build on what has already happened and do not duplicate others' efforts.
- 3.50 Looking back, in the light of subsequent experience, it is fair to conclude that the *Community Alcohol Partnership* (CAP) model that formed the original basis of the work in Rosyth and is discussed in the interim report has value if *all* elements of the approach (education, enforcement and public perceptions) are *tackled together*, bringing together mainstream services and additional interventions and including the perceptions and ideas of young people.
- 3.51 Whilst there is only limited evidence of the achievement of the outcomes that FAPP were seeking, there is recognised value in the focus on alcohol-related harm in Rosyth amongst those working locally, a sense of having made a good start in beginning to tackle the issues, and indeed, value seen in continuing to work together with this focus. Alcohol-related harm is now more broadly '*on the agenda*'. A *programme approach*, combining intensive connected interventions which address enforcement *and* engagement, can
- make inroads into ways of thinking about problem definition,
 - promote growing engagement amongst professionals and young people, and
 - begin to affect individual and group behaviours, at least in the short-term.
- 3.52 These better relationships have been hard won. There have been issues about the lack of continuity and sustained involvement of key individuals and agencies. At times, some of those involved have '*felt like we were given a prescription*' which they did not feel able to challenge. A clear lesson is that any similar programme needs to engage better early on with those agencies that are already working in an area, and seek their commitment to involvement, described as '*asking, not telling*'. Outcomes have to be developed together, not imposed as if they were targets.
- 3.53 The additional resources, particularly for youth work, have been appreciated and the deployment of detached youth workers until 10pm on a Friday has now been adopted as routine. The continuation of the wider work will depend on whether it becomes part of formal work plans, linked through to wider corporate outcomes. Without this formal agreement, there is a risk that the work will dissipate.

- 3.54 Continued engagement and work with young people is vital to sustain the emerging benefits. The prospects for mainstreaming this work appear largely positive, particularly for the Police. The work of *Clued-Up* in Rosyth will continue through the channel of the ADP. Ensuring that young people are able to exercise their influence over the way youth provision changes in the future may be important to on-going, sustainable youth engagement. There are lessons for all FAPP partners and services concerned with community engagement and alcohol-related harm.

4 Successes and prospects: an overview of the programme in Touch

- 4.1 This chapter discusses the development and progress of the FAPP programme in Touch: Figure 4.1 shows the projects or interventions that had been trialled or completed by March 2012. Annex 1 contains fuller details of each of these interventions in relation to the desired FAPP outcomes for each programme.
- 4.2 FAPP has taken a different approach to programme development in Touch by working more closely with community members and local professionals. Many professionals initially describe the area as a place where you would not see people out and about in public and as lacking any community spirit. Local people suggested that agencies needed to take a more proactive role, particularly to complaints as they are *'too intimidated to complain'*.
- 4.3 At the interim stage, the Touch programme was much less well-developed than that for Rosyth.³¹ Two projects had been completed and one abandoned because there were insufficient eligible local people from the interventions' target group.³²
- 4.4 Discomfort within the FAPP about the respective roles of the Steering Group and the *Touch Tasking Team* in the early days of the FAPP partnership delayed the establishment of the Touch programme.³³ There were initially tensions between the preferences of the community for a stronger 'community safety' approach and the interventions that the FAPP Steering Group wished to trial which had a more individual behavioural and health focus. Despite their desire to be *'additional and complementary'* it took time for the FAPP Steering Group to understand the necessity of working *alongside* mainstream services and *with* the community.
- 4.5 As well as establishing the legitimacy and role of the *Touch Tasking Team*, some of the challenges of the interim stage were to develop community consultation and involvement and to develop a programme that could build on learning within schools by *'bringing it into the community'* in some way. The earliest consultation suggested that the community should be involved in the design of any public awareness campaign. There was also a positive response to the sharing of personal stories, the mix of people involved and interest in the potential of inter-generational connections within the community. A further insight was that professional interventions would need to be more proactive because of fear of intimidation and reprisals for those that report anti-social behaviour.

The Touch Tasking Team

- 4.6 Subsequently, the *Touch Tasking Team* has been at the heart of the FAPP approach in Touch that evolved since 2010 and has supported 'scoping' of the programme as an on-going process. It is a multi-agency group chaired by the Fife Council Locality Manager. By March 2012 it was regularly attended by active members of the local community (largely representatives from the Community Council), the FAPP Project

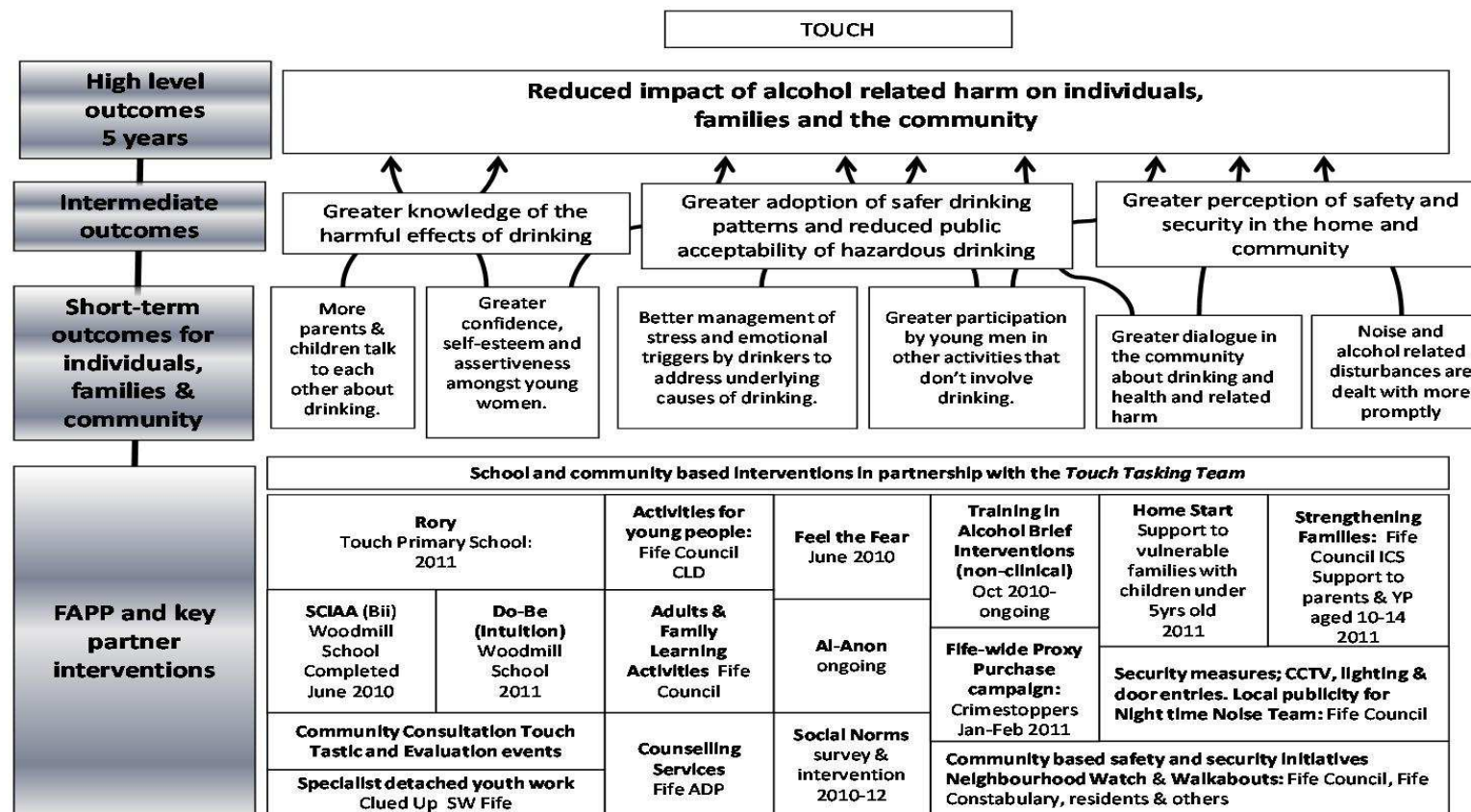
³¹ The interim report made a reference to a planned community consultation exercise in late July 2010. Whilst Touch Tastic took place at this time, it was more a programme of activities than a consultation event on the proposed FAPP programme.

³² *You and Yours* (originally *You First*) a twenty-week programme developed by Barnardo's for new parents with a baby under one year old did not go ahead.

³³ The Touch Tasking Team was initiated by Fife Constabulary and Fife Council in 2010.

Manager, Community Police Officers, representatives from Fife Council (Adult Education, Integrated Community Schools, Housing and Youth Work) and voluntary and community agencies including *Clued-Up*, Home-Start and Al-Anon.

Figure 4.1: FAPP Programme in Touch, March 2012



- 4.7 In August 2010 it was agreed to establish three sub-groups of the Tasking Team to focus on Environment and Safety; Youth Provision and Young Families.

Progress and prospects

- 4.8 A local evaluation event was held in March 2011; the purpose of this was to consider progress and agree a way to monitor and evaluate the process and outcomes of the multi-component programme in Touch to March 2012. A set of 'success factors' was proposed based on previous discussions at the Tasking Team meetings and the agreed outcomes for the multi-component programme in Touch. These are shown in Figure 4.2.

Figure 4.2: Success factors for Touch

1. It is clear what activities are happening or planned in Touch to tackle alcohol related harm.
2. We are confident that each agency involved understands the goals of FAPP in Touch and how their efforts fit into the bigger picture.
3. We are confident that there are no gaps in term of the kind of agencies and services that are involved.
4. We are confident that the plans for Touch reflect what local people think about the issues.
5. We think that the agencies involved see the issue of alcohol-related harm as an important part of their work.
6. The activities and services that are happening or planned are designed to fit together well, build on what's already happened and don't duplicate others' efforts.
7. Tackling alcohol related harm here won't happen overnight, but we have a good sense of the starting points.
8. People who live in Touch are talking to each other more about drinking and the health and related harms.
9. There are signs that more parents & children are talking to each other about drinking.
10. Noise and alcohol related disturbances are being dealt with more promptly than a year ago.
11. There is less anti-social behaviour.
12. There is less fear of crime within the community.
13. There have been some surprising or unexpected things that have happened as a result of our work (both welcome or unwelcome)

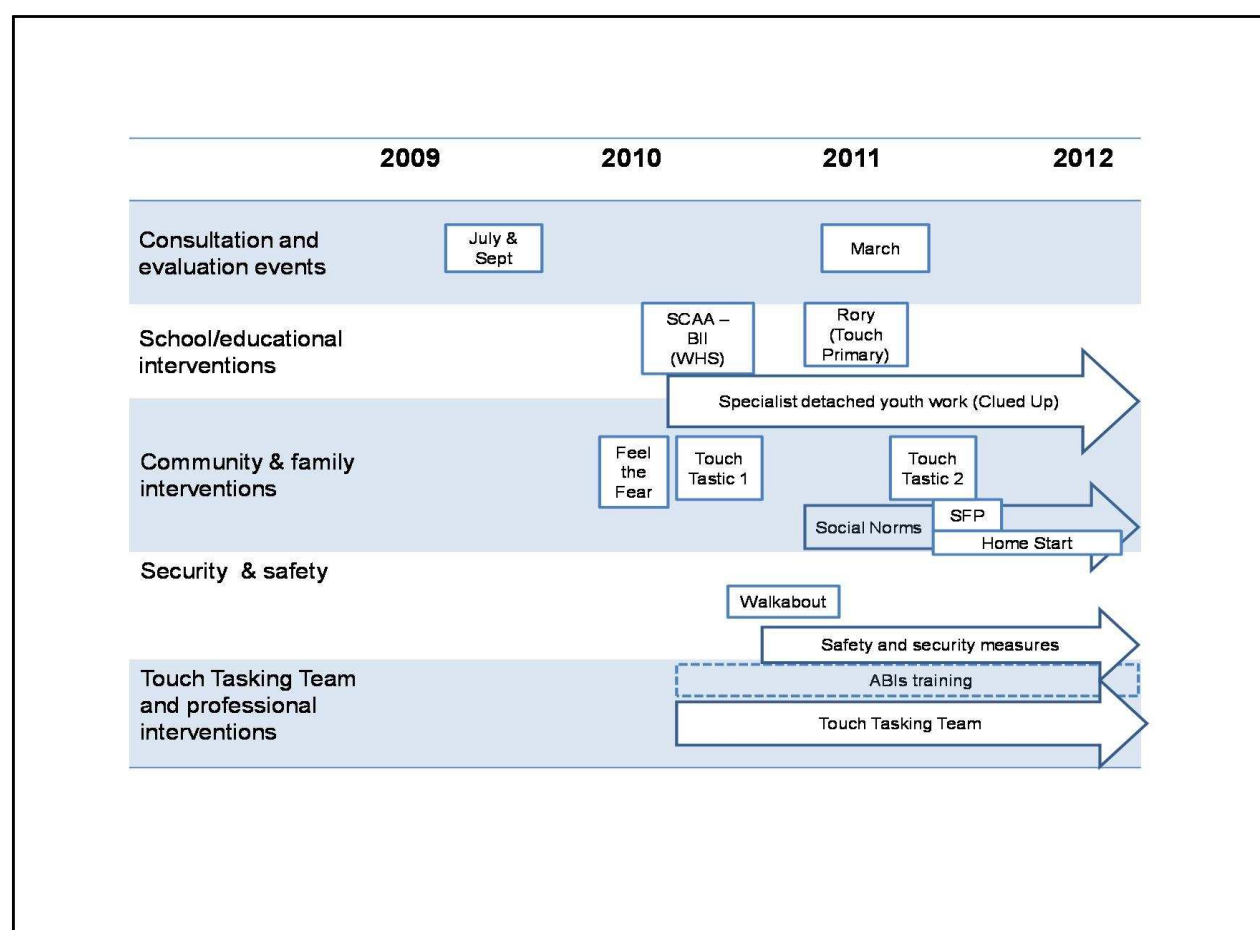
- 4.9 Around 35 people attended the event held in Touch Community Centre, including 7 local residents and a number of members of the FAPP Steering Group. Tasking Team members with responsibility for an intervention or area of work were asked to produce a small poster outlining their activities and progress. There were around 20 posters displayed and most interventions were represented.
- 4.10 There was consensus that the agencies involved saw the issue of alcohol-related harm as an important part of their work in Touch and confidence that each agency involved understood the goals of FAPP in Touch and how their efforts were part of the bigger picture. There was agreement that the issue of tackling alcohol-related harm was on the agenda, but that it would take some time to come to fruition. Gaps were noted in terms of the kind of agencies and services that were involved; specific mention was made of health, social work, education and the Fire Service.

- 4.11 In relation to the programme of work, it was not necessarily clear to partners how some of the activities that were happening at that time or planned related to tackling alcohol-related harm; it was suggested that this does not matter, and that on the contrary, to 'badge' things in this way might put people off.
- 4.12 Views were mixed about whether the interventions were designed to fit together well, were built on what had already happened and avoided duplication. It was not always clear to partners what 'counted' as a 'FAPP' intervention or was simply a mainstream service that was being provided anyway. It was suggested that there needed to be stronger emphasis on how activities are *designed* to work together for maximum effect and greater inter-agency communication about what each agency is doing or had plans to do. There was also a lack of confidence that the plans for Touch reflected the views of local people and it was suggested that there needed to be a way of getting *continuing feedback*.
- 4.13 In relation to achievement of outcomes, it was suggested that there were some early signs of progress and comments on the need for evidence:
- The Police reported that there had been a drop in recorded crimes in the area and that their own community engagement meetings and liaison with local housing officers was positive.
 - There were mixed views about any changes in anti-social behaviour and crime; some community members reported that there is less anti-social behaviour and that they saw the Community Wardens and the Police about more than previously and that this made a big difference.
 - Others reported that calling Crimestoppers felt 'too risky' and it was noted that the Neighbourhood Watch was finding it difficult to get people involved.
 - There was no sense that local people who were talking to each other more about drinking and the health and related harms. Some participants felt it was too soon to expect to see this kind of impact and others questioned how to gather evidence about this.
- 4.14 A number of actions were identified. Many of these related to better communication and feedback, particularly between the local community and the *Touch Tasking Team*. There was a need for better understandings of what each agency or services was doing and clear explanations of the primary purpose of each intervention. A Community Paper or Newsletter was proposed.³⁴
- 4.15 The event highlighted the limited adoption of the proposed approach to self-evaluation by projects and interventions and lack of evaluation data. Subsequently, it was agreed to use the 'success factors' as a framework to track the progress of the work being undertaken. It was proposed that projects should use them as a way to get feedback from those with whom they are working, both members of the community and colleagues, as a way of bringing in external perspectives to the routine *Touch Tasking Team* meetings.

³⁴ A newsletter has since been established.

- 4.16 This approach was used in June and September 2011 and was a useful way to promote a high quality discussion and get feedback in relation to the agreed outcomes. It showed progress in relation to the involvement of local people in walkabouts with staff and their influence on the community safety plan, but highlighted 'room for improvement' in partnership working at the local level.
- 4.17 The findings of the *Social Norms* Stage 1 survey were reported to the *Touch Tasking Team* in September 2011. This identified that heavy drinking was not the norm in Touch. The survey found a perception that other people were drinking more frequently and more heavily than reported norms suggested was the case. Given these misperceptions, it was not clear at the meeting what any social norms message would be and some questioning of the basis of the sample surveyed.
- 4.18 A further evaluation-focused event held in November 2011 was attended by 10 members of the tasking team. This repeated discussions from previous tasking team meetings that highlighted questions about the basis of the evidence of need for the programme and a number of factors affecting implementation. These included:
- a continued absence at meetings of key players (including health and social work) involved in the work or with a remit in the area
 - a discrepancy between reported issues and needs in Touch in relation to alcohol and experience on the ground
 - the difficulties of getting viable numbers of referrals to programmes such as the *Strengthening Families Project* (SFP) and whether this meant a lack of need or a hidden need.
- 4.19 There was also a desire to rationalise partnership structures and use existing forums to take the work forward.
- 4.20 Figure 4.3 provides an implementation map of the Touch programme. By March 2012, in addition to the *Touch Tasking Team*, the most highly valued interventions have been the two *Touch Tastic* events and the programme of community safety and security measures. The *Touch Action Group*, instigated by *Clued-Up* and CLD was also seen to be positive building on their work within Woodmill High School. *Home Start* had also demonstrated some valuable lessons in relation to engaging with families and raising alcohol-related issues.
- 4.21 The school-based programmes, including *Rory*, have largely stood alone, rather than being an integral part of a multi-component programme. There remains interest amongst the FAPP Steering Group and the *Touch Tasking Team* in the prospects for the *Social Norms* programme, which at the time of writing is still being implemented. Other interventions that have not proceeded in full such as *You First* and the *Strengthening Families Programme* also provided valuable lessons for others interested in the implementation of evidence-informed programmes and transferability.

Figure 4.3: An implementation map of the Touch programme



4.22 Given the stage of development of the programme, there has been less coherence to the different interventions in the sense of any direct connectivity between them or intention design. Nevertheless, individual interventions do offer a number of lessons of implementation. These include generating referrals and raising the issue of alcohol-related harm amongst professionals and within communities in ways that are sensitive and non-stigmatising and broader lessons about engagement between schools, parents and the wider community and other stakeholders. These are discussed in sections 4.40-4.41

What outcomes have been achieved?

- 4.23 There is broad agreement across partners that the choice of Touch has been reasonable for the work of FAPP. In the early days it was referred to by local professionals working in Touch as '*a wake-up call*' and offered the potential to respond to alcohol-related harm in a cross-cutting and multi-agency way.
- 4.24 The FAPP Steering Group outcomes framework for Touch sought to reduce the impact of alcohol-related harm on individuals, families and the community. Beneath that high level outcome, there were three intermediate outcomes that sought greater knowledge of the harmful effects of drinking, adoption of safer drinking patterns and reduced public acceptability of hazardous drinking and a greater perception of safety and security in the home and community. Short-term outcomes related to creating a

dialogue within the community, behavioural outcomes for drinkers and dealing with the effects of drinking on others in the community.

Developing an understanding of the impact of alcohol-related harm on individuals, families and the community

- 4.25 In many respects, the agreed success factors better represent the ambition and challenges faced in Touch than the formal outcomes, as they include a number of 'process indicators' related to *implementation* as well as impact. This has been the key challenge in this programme which has relied on the mobilisation of a wide number of mainstream agencies as well as some new, externally funded interventions.
- 4.26 Much of the work has been about developing a better understanding of the impact of alcohol-related harm in the context of this small area of Dunfermline and what it means for policymakers and services to be genuinely open to the views of local people and to work with them.
- 4.27 Given the stated intention of FAPP to work with the community in Touch and the important role of the mainstream agencies in developing a coherent multi-component programme in Touch, there are two core challenging questions in assessing progress, derived from the success factors:
- *Is the issue of alcohol-related harm an important part of the work of mainstream agencies and services?*
 - *Do the plans for Touch reflect what local people think about the issues?*
- 4.28 These questions need to be considered by reference to the developing role of the *Touch Tasking Team*. This has not been seen as 'an intervention' yet it has become a crucial driver of the approach in Touch. There is an overlap of membership between the group and the *Community Safety Coordinating Group* (CSCG), with the exception of the community members who do not attend the CSCG.³⁵ Despite this, the partners involved believe that it has brought an important focus and tied various strands of work together in ways that would not have happened before.
- 4.29 Some partners commented that they met the same people at other meetings; they saw this as positive and reinforcing of existing relationships and knowledge of each other's remits. There had been frustration earlier on at the slow pace and at times, with a meeting structure that '*was not slick*'. Across a range of partners there is a shared view that the most successful element of the programme has been the relationships that have been built and the forum of the tasking team meetings as a focus of those relationships.
- 4.30 Some suggest that there needed to be better community representation at the meetings, including young people, and that attendance at meetings by a few local people willing and able to do so, is not the same as listening to the community. Recognising the difficulties of a community engagement approach, it was suggested that the involvement of small number of committed people meant that business could

³⁵ Policing restricted matters are discussed at these meetings which mean the public cannot attend.

proceed without having to address competing priorities that might become evident if a greater number were involved.

- 4.31 Most partners expressed the view that the approach adopted in Touch has not been different from their usual approach. Others suggest that what was distinct was that it was much more geographically focused than usual: a kind of *very local* community planning. The focus on alcohol-related harm was generally felt to have been useful and positive, particularly in galvanising local professionals to consider the needs of an area largely without any existing voluntary and community group infrastructure.
- 4.32 The community influence on the development of the programme is also distinct. The need to begin a slow process of building community trust and engagement from such a low baseline has to some extent influenced the pace. Partners particularly valued the *Touch Tastic* events as a way of getting people out of their homes and meeting others within the community.
- 4.33 The safety and security initiatives have formed an important strand of the work arising from the earliest consultation and the way that subsequently developed. This strand of work means there can be confidence that at least some of the plans for Touch reflect the concerns of local people. It was a direct response to their concerns that recognised their knowledge and insights and mobilised local people in influencing the service response.
- 4.34 This process has affected how the issue of alcohol-related harm is understood; in particular it has broadened out the original health focus to include the community safety elements. It is in this area, that there has been more positive progress towards the desired outcomes.

Making an impact on anti-social behaviour and fear of crime

- 4.35 Chapter 2 shows that anti-social behaviour offences across all areas of Fife fell between 2008 and 2011 and that the most dramatic changes have been in Touch and Woodmill North. The more numerous ASB offences of vandalism and malicious mischief, breach of the peace and petty assault have all shown notable falls in Touch and Woodmill North particularly since 2009.
- 4.36 The Police in Touch confirm that both offences and calls have reduced, which they attribute to a combination of factors, including the increased local focus of their community engagement approach, tangible improvements in the environment and more local patrols. They also suggest that youth disorder has been displaced to nearby Duloch. A number of partners report that the response to the safety and security measures has been very positive.
- 4.37 The Police also suggest that there is less fear of crime within the community and that Touch feels like a safer, more confident community:

“I’m around the place quite frequently. It’s the intangible. There are no figures to support it whatsoever, but when speaking to people, it’s the feeling of goodwill, of being able to talk to people, and the feel-good factor. You can’t quantify that in any way, shape, or form. But for me, that’s the positive aspect.”

- 4.38 Community members of the *Touch Tasking Team* suggest that noise and alcohol-related disturbances are being dealt with more promptly and that there have been improvements in anti-social behaviour. It is acknowledged by all parties that some issues remain, including some public drinking and drug use.
- 4.39 The Police attribute this success to the multiple strands of work of the *Touch Tasking Team*, in particular the *Touch Tastic* events and the developing trust between the agencies, particularly the Police and residents. Residents involved in the work endorse this view. This success has promoted interest in trying a similar approach elsewhere in Dunfermline.

Other lessons from Touch interventions

- 4.40 The Touch programme in particular highlights that building 'connectivity' across a programme so that co-ordinated projects are designed to address a common problem has been a challenge. Although some projects have stood alone rather than being integrated into the programme approach, this is not necessarily a reflection of any inherent weakness in those interventions.
- 4.41 The *Rory* training, *Home Start*, the *Strengthening Families Programme* and the *Clued-Up Touch Action Group* youth work, all of which have attempted to engage with children and families offer broader lessons about engagement between schools, parents and the wider community and other stakeholders on this sensitive and important issue. Their experience suggests that:
- For both school-based and community interventions, it is important to address the issues of alcohol-related harm through a measured response that does not either under or over-play the significance of the issue in the community or for any sub-group.
 - Care and sensitivity needs to be exercised in presenting any intervention to potential participants and to parents of any school-based programme in engaging and non-stigmatising ways.
 - *Home Start* has found that treating alcohol-related harm as a potential, background or community issue rather than an explicit or presenting personal or family issue may be the most productive and sensitive way to raise this topic, once a trusting relationship has been established.
 - Alcohol-related harm is addressed within schools in a number of ways, both within and outwith the classroom.
 - There is a need for a quicker therapeutic response by other agencies such as social work, to provide extra support to children affected by alcohol or domestic abuse.
 - Interventions may be most effective if they are able to build on the existing approach within the school. For example, children who are adversely affected due to alcohol-related harm may benefit from access to additional support through key workers who are not teachers or social workers who can get to know families and address any parenting issues, rather than a classroom based approach.

- Referrals to programmes have been more forthcoming where there is an existing relationship between the family and agency. However, an absence of referrals does not necessarily mean that there are no needs related to alcohol-related harm as it is often undisclosed.
- There is a need to address the comfort and confidence of staff in raising issues connected to their own social drinking, experiences and attitudes to enable them to raise the issues with others in a fair and skilful manner. Training in ABIs or a similar course may assist them.
- There is a need to adopt a clearer outcome focus to training provision, so that it is clearer how a particular programme is intended to be delivered and for what ends in any specific context.

Summary and the way forward

- 4.42 In February 2012, the *Touch Tasking Team* discussed the provisional findings of the November 2011 review of the partnership. There was a general wish to see the work in Touch continue, if less of a clear sense that this should or would definitely proceed through the vehicle of the tasking team. The partners recognised that the issues of alcohol-related harm were still present and would need a coordinated response. Some thought that the aims of the group should be clarified; others suggested that the work should now focus on other parts of Dunfermline.
- 4.43 There was a sense of unfinished business; it was noted that there was scope for greater youth involvement, building on the work undertaken initially by *Clued-Up*. The second stage of the *Social Norms* project was beginning to get underway and there was a strong, widely shared desire to see the repeat of the *Touch Tastic* event in the summer. A priority for the local residents present was to see a review of housing allocation policies that have altered the demographics of the population in the area.
- 4.44 Overall, whilst it was clear that partners thought that the work had been valuable and worthwhile, there were real issues about capacity and organisational commitment and, as a result, some agencies suggested their involvement would be unlikely to continue. The Police and CLD both suggested that their work would continue either because it had always been part of their approach or now was '*routine business*'.
- 4.45 There was no clear decision that the work would definitely continue to be coordinated through the Tasking Team. It was acknowledged that an existing partnership group, the *Community Safety Coordinating Group* (CSCG) might be an appropriate forum to take this work forward, but that as noted before, local residents would not be able to attend this group and that it would not be able to focus specifically on Touch.
- 4.46 The work in Touch shows the importance of enabling local people to shape the desired outcomes within an area and the value of informal collaboration between local residents and agencies in designing and delivering responses.
- 4.47 It is widely acknowledged amongst partners that too little attention was paid initially amongst the FAPP Steering Group to the real challenges of implementation; the role of existing services within an area and the need to bring people along with you and

build a shared understanding of the nature of the problems at the local level. This is a factor is the length of time it has taken establish a suitable operational structure and build local relationships. As a result, the Touch work has had less of a chance to fit together as a *programme*. There are some useful lessons that arise from individual interventions, rather than clear outcomes across the board.

4.48 The reduction in anti-social behavior shows that a focus on an area (especially such a small area) can contribute to a positive impact, although there may be some displacement effect. The very small scale has also brought challenges, particularly for implementation of interventions, where the small area focus has meant some have not been viable.

4.49 The Touch partners had no doubt that the approach could be adopted elsewhere: *'there is model that has been developed here that has been tested-out as a way of working that can be used elsewhere'*. This comment from a Police Officer, could probably apply to any agency:

"Policing, historically, has always been an agency that's thought they could fix things on their own. I think the shift in the recent decade, or more, has been that realisation that working together and looking at multi-approaches to problem solving is, in effect, the only way to really impact sustainable solutions. We have, at our disposal, tactics and options that actually will only affect a certain level, and a certain element. It's only by moulding them together with different sectors... Not just even all from the public sector, but from the Third Sector, from business, from communities themselves. It takes that multi-level involvement to ultimately try and make some sort of solution."

4.50 Ultimately, the sustainability of the work of FAPP in Touch will depend on the degree to which tackling alcohol-related harm in partnership with others can become part of the organisational remits and individual roles and job descriptions, linked through all levels to each agency's existing outcomes framework and ultimately the Fife Single Outcome Agreement. There is also a strong challenge to Community Planning Partners about how to ensure that local communities can have their voice heard and their contribution mobilised and recognised.

5 Impact and implementation: the lessons of a multi-component programme

- 5.1 This chapter reports the conclusions of the evaluation, structured around the features of a multi-component programme that were outlined in Chapter 1. The conclusions are based on all the data that has emerged throughout the evaluation. A review undertaken with the FAPP Steering Group in November 2011 considered progress and identified their priorities for the remaining life of the partnership to March 2012. Those provisional findings from the review were developed further and tested with wider stakeholders through final interviews conducted in February-April 2012.³⁶
- 5.2 Given the ambition of the programme to generate learning for other areas wishing to use a multi-component approach to tackle alcohol-related harm, there is a strong emphasis here on sharing lessons. The interim report conveyed the challenges of establishing the partnership approach. Since 2010, the work of FAPP has proceeded in a significantly different manner, based on new understandings, widely acknowledged better working relationships amongst the FAPP Steering Group members and new governance arrangements, based around four sub-groups addressing Commissioning, Communications, Performance and Evaluation.³⁷
- 5.3 The partnership was granted a year's extension to March 2012. This was welcomed by partners as a chance to establish and embed the approach in the two areas. The focus of the evaluation also shifted to the two pilot areas. Whilst agreed to have been valuable, this additional period has illustrated the challenges of implementation and provided further insights particularly about the complexities and measurement of change.
- 5.4 By March 2012, there was clear need for the work commenced by FAPP to be taken forward in Fife by existing partnerships. The partnership review in November 2011 identified a number of questions that are pertinent to forward work. This report is therefore addressed to all Community Planning Partners in Fife in the hope that they will continue to ask themselves: *How are we working together to tackle alcohol-related harm?*

The existence of a strategic framework with a theoretical basis for action

- 5.5 The FAPP experience provides valuable lessons about the limitations of the use and transferability of evidence; scoping as a continual process rather than event; and how local consultation redefines problems and opens up different solutions. The development of a strategic, evidence-*informed* framework is a crucial underpinning of a multi-component programme which sets out the desired impact of the programme. However, it is clear that the way that such a framework is developed and used is crucial to the effective implementation of the programme. Consideration of impact and implementation go hand in hand.
- 5.6 The value of the outcomes framework agreed in May 2010 has been acknowledged by all FAPP Steering Group members. The existence of the visual one-page

³⁶ Eighteen in-depth individual and small group interviews were conducted with a total of 36 individuals representing the range of stakeholders involved in the work of FAPP, including community members of the Touch Tasking Group. Three interviews were also conducted with local traders in Rosyth.

³⁷ These sub-groups were established in July 2010 and are shown in Annex 3.

'schematic' diagram was found to be valuable particularly in sharing and talking to others about the desired impact and the particular contributions of individual interventions and connections between them.

- 5.7 Whilst this framework was important in eventually tying the strategic partnership together in a common cause, because of the way in which they were developed the specific outcomes were not always necessarily meaningful or practical for those working on the ground:

"I think what we did was put the tail on the dog.....we looked at everything that was going on and shoehorned it into some sort of sensible diagram...which is better than nothing I suppose?"

- 5.8 In practical terms, although a Commissioning sub-group of the FAPP Steering Group was established, there were different perceptions amongst stakeholders about the extent to which the agreed criteria for commissioning projects amounted to a clear commissioning strategy or hard-headed scrutiny of planned interventions in relation to desired outcomes either in the commissioning group itself or at the FAPP Steering Group. For some, projects adopted from that time onwards were seen to be relevant to outcomes in very general terms.
- 5.9 These perceptions in part relate to different tolerances around standards for evidence, rooted in some of the earliest discussions at the FAPP Steering Group. A further factor may have been the lack of a clear link between the Commissioning sub-group and the *Evaluation Advisory Group*, with the latter taking a project management focus rather than concerned with the uptake of evaluation evidence. Some partners have suggested that evaluation evidence came too late to be useful, whilst others suggest that the more disciplined approach to commissioning came too late as most projects were already in place and noted that nothing was 'de-commissioned'.
- 5.10 Within the framework, FAPP had not been able to agree timescales to the intended outcomes. This uncertainty was both a conceptual and empirical issue; some recognised the inherent complexities of the programme as a whole and the problem of attribution. Others focused on the measurement difficulties, seeking a technical solution from the evaluation partners. These issues are discussed more fully in sections 5.51-5.64.
- 5.11 Some of this apparent 'messiness' around the use of the framework was probably necessary for the work to proceed at all, and most FAPP Steering Group partners adopted a fairly pragmatic attitude. Some remained critical of a 'do everything', 'casual' or 'scattergun' attitude. Understandings of what it might mean to be 'experimental' in this context were varied.
- 5.12 The disjuncture between the FAPP Steering Group and local groups was most evident in Rosyth where the approach has been described as 'top-down' and this led to further delays in implementation as the RCAP tried to steer a course that reflected both the general goals of FAPP and the perspectives of those working locally and charged with delivering specific interventions.

- 5.13 The development of the ‘success factors’ in both areas, which included a number of key *implementation* milestones, began to refocus conversations locally and supported better dialogue. These recognised the need for:
- a shared recognition of the relevance of alcohol-related harm to day to day work
 - the importance of the views of local people, including young people
 - the need for a planned, intentional design for the programme that built on existing work
 - the need for on-going reflection and review of progress
 - a sense of perspective and realism about the starting points and the timeframe in which to expect to see a difference
 - the importance of establishing positive relationships amongst all working on these issues.

The identification of problems defined at local levels

- 5.14 Both the original scoping report and the interim report drew on available existing data from secondary sources, on both health and anti-social behaviour aspects of alcohol-related harm. Further similar information is reported here in Chapter 2.
- 5.15 The existence of a contrasting approach in Touch, which FAPP described as ‘bottom-up’ or community-led provides useful insights into the role of an outcomes framework and the way that problems are defined and understood at the local level. In Touch, community consultation has played a significant role in challenging professional definitions of alcohol-related harm and the role of evidence and broadened this considerably from a largely ‘health’ focus to include the safety and security of the community.³⁸
- 5.16 As it developed, the Touch programme has faced a number of potential challenges to the way that local issues were understood. There were a number of difficulties in generating sufficient appropriate referrals to family-orientated interventions to make them viable. This led to discussion about whether there was actually a need locally or whether the ‘privatised’ nature of the problem meant that much was hidden or unacknowledged. The greater social disapproval of drug abuse may also have been a factor in understandings of alcohol-related problems.
- 5.17 The *Social Norms* survey in 2011 in Touch suggested that heavy drinking was not the norm in Touch. This may have been interpreted to imply that the real misperception all along had been in the choice of Touch as a pilot area. There were also concerns that the original scoping study may have been based on anecdotal evidence, particularly of indoor daytime drinking.³⁹
- 5.18 However, given the way that the community perspectives had reshaped thinking about alcohol-related harm to include both individual and community impacts and to make a distinction between alcohol-related harm as a problem for those who drink themselves or for those who experience the effects of others’ drinking – both in terms

³⁸ See entry 13 in Annex 1 for a fuller account of consultation events in Touch.

³⁹ The Stage 2 messages for the Social Norms intervention are reported in Annex 1.

of current impact and historical legacy, these developments were not seen to conclusively undermine the original choice of Touch as an appropriate area.

- 5.19 Whilst the consultation in Touch originally surfaced tensions between the needs and preferences of communities and the views of the FAPP Steering Group, the safety and security elements of the Touch programme are now seen as one of the most successful elements of the programme.
- 5.20 In Rosyth, consultation with young people, the key 'target' group of the whole programme, came too late in the day to influence the development of the programme. In retrospect, it is worth noting that the clear message arising through the *Space Unlimited* work that young people wish to continue to drink alcohol and the emphasis of youth workers at RCAP on harm reduction and safety outcomes (rather than cessation of consumption), is not in contradiction to the idea of *responsible* drinking. The perspectives of young people substantially challenged both the way that the problems in Rosyth were understood, but crucially, opened up potential solutions that have not been able to be tested in the lifetime of the partnership.
- 5.21 The way that scoping is understood has also been a significant aspect of this work. There is widespread agreement that the choice of the two pilot areas was appropriate and no criticism of the scoping report itself. Nevertheless, in practice, a one-off scoping exercise did not prove to be a good basis for practical actions at a local level which required up-to-date, well-grounded local intelligence and crucially rests on the development of positive relationships. Treating scoping as a separate single exercise meant that there was some duplication between the scoping stage and the initial work of the Project Manager and evaluation partners.
- 5.22 As a lesson, partners now suggest that scoping should identify provisional appropriate target areas as a starting point, certainly based on statistical evidence and local intelligence, but that scoping should be a consultative process that builds relationships and motivation amongst those on the ground to become involved in the development of the work; to '*begin to build a coalition of the willing*'.
- 5.23 Scoping should also identify *assets* within a community, including community and voluntary sector infrastructure to begin to understand who is already working in the area and what structures exist that could be deployed for funding or delivery purposes. This will be a routine necessity as the 'service landscape' is constantly changing.
- 5.24 It is important to note that a number of programmes that were seen as 'evidence – based' such as *You First* and *Strengthening Families Project* did not proceed because they were not able to generate sufficient suitable referrals from such a small area as Touch. This experience underlines the importance of the implementation context.
- 5.25 Formal evidence is certainly seen as a '*key input*', but the views of communities themselves and those of the professionals who work in them are also key inputs. Indeed, an evolving, consultative approach that draws on evidence of all kinds and feeds back evidence of effectiveness from existing services and any completed interventions, would recognise the dynamism of the situation and be a way of

modelling an action research approach from the very beginning of the work. This would be experimental, but also based on intelligence and emerging evidence.

- 5.26 In relation to adopting a strong '*evidence-based*' approach to the choice of suitable interventions, the interim report found that, in practice, there was often an absence of firm evidence of effectiveness and that what evidence there was did not always provide a clear basis for local action. This situation is more widely acknowledged by those working in public policy and evidence-informed practice. Partners now acknowledge these difficulties more clearly: '*it's very hard to say what's effective*'.
- 5.27 In such a situation there needs to be an agreed alternative framework for clear decision-making about which interventions to try to avoid a sense of arbitrariness and support intelligent choices. Section 1.20 discusses the idea of '*making good decisions in good faith*' drawing on available evidence, plausible theory, the views of local professionals and crucially, communities themselves. With sufficient local ownership and buy-in to overarching aims, such 'good decisions' could be made through an action research process of *multi-stakeholder analysis*, *experimental action*, *experiential learning* and *systematic inquiry* undertaken by those engaged in the development and delivery of the work at the local level.⁴⁰ One FAPP Steering Group member also proposed that commissioning could also be a local process by handing control of resources to local stakeholders.

A programme of co-ordinated action or projects

- 5.28 A multi-component programme should be a programme of *co-ordinated* action or projects *designed* to address the problem based on an integrative design where single interventions run in *combination* with each other either concurrently, sequentially or thematically (emphasis added). Understandings of the distinct nature of a MCP have developed considerably since the interim report, although not all partners are clear what distinguishes it from multi-agency working more generally. Partners particularly began to understand the idea of the importance of *connectivity* and of intentional *design*.
- 5.29 The Rosyth programme has exhibited a stronger programmatic approach than in Touch. By early 2012, there were clearer connections between some of the interventions and improved relationships and working protocols. The core of work centred on joint training in *ABIs*, the *Safer Neighbourhoods Team* and on-going enforcement and engagement activities by Fife Constabulary, the *MAIT* and *Space Unlimited* which have involved specialist and mainstream youth workers and the Police have undoubtedly strengthening collaborative networks between professional groups working in Rosyth.
- 5.30 These relationships can be understood as the connectivity or glue that makes the work a *programme*, rather than a disconnected or scattered series of interventions. Good relationships and communication enable 'new' work to be tied into existing programmes and approaches, knowledge to be shared and progress sustained. This work has not been without difficulties; nevertheless, the longer time period in Rosyth

⁴⁰ This kind of process is described in a number of ways by different authors. For a summary and discussion see *When are you ever not 'piloting'?* Cathy Sharp, February 2012, <http://tiny.cc/dydmg>

has allowed for a more mature and positive local partnership to emerge and for some of the difficulties to be addressed. One of the Police interviewees said this of the learning for the police: *'I think they have learned that there are others who can actually resolve problems that we've wrestled with for years.'*

- 5.31 There have also been some intelligent responses to emerging learning, such as that arising from the work of *Clued-Up* and the *SNT* interventions, although the *Space Unlimited* consultations provides new challenges for future work.
- 5.32 Within the Touch programme, the greatest coherence and connectivity has been between the group of safety and security initiatives implemented by Fife Constabulary, Fife Council and local residents. These include *Neighbourhood Watch*, *Walkabout* and the implementation of security measures including CCTV, lighting and secure door entries.⁴¹ These are supported by the on-going Fife Constabulary enforcement and community engagement approaches. Together these initiatives have formed an important strand of the work in Touch, directly influenced by local people. Both partners and residents have found this to be a useful approach, now seen as *'usual business'* and with tangible outcomes.
- 5.33 Whilst some projects have stood alone rather than being integrated into the programme approach, this is the legacy of the earliest decisions taken by the FAPP Steering Group and their approach to *programme* management, rather than a reflection of any inherent weakness in those interventions and some have been felt to be successful in their own terms.
- 5.34 The distinction between a project and programme approach, may be better understood by reference to the experience of *Rory* as an example. This shows the need to adopt a clearer *outcome focus* to any intervention which is intended to be part of a programme, rather than simply taking it off the shelf. In this way, it should be clearer how a particular intervention is intended to be delivered or altered to meet the desired outcomes in any specific context. In the case of *Rory*, there was no request from FAPP to delivery partners to tailor the delivery of the intervention to better address the desired FAPP outcomes in Touch. In other cases, partners were not willing or felt unable to alter their approach in order to better target specific FAPP outcomes (for example, *You First*), but in other cases, partners were not asked to do this and the precise outcomes and contribution of some interventions to the programme as a whole were unclear.
- 5.35 The final partner interviews do show that, at this juncture, most partners were less concerned than earlier about 'successful interventions' but talked much more about the way the programme was implemented and the value of relationships. It is notable that in practice, there was much less of a distinction between the two approaches than might have been envisaged: community engagement in Touch was never comprehensive or driven by residents. Whilst it was limited in Rosyth, the understanding of the need for it grew as the programme developed.
- 5.36 This experience suggests that connectivity and coordination can develop where there is local buy-in to overarching goals and a motivated and collaborative culture that

⁴¹ Note that some of these measures are still to be implemented.

mobilises agencies and resources in support of the implementation of locally generated outcomes and shared solutions. Not top-down or bottom-up but a balanced approach that takes the best of both approaches.

- 5.37 Whilst partners could see merit in both approaches, in reality, there is a false dichotomy: the involvement of different agencies with diverse cultures and professional understandings mean that 'command and control' won't work in a multi-agency context, just as a failure to consult and involve local people would be seen to miss the point in others and would be more likely to alienate partners than generate shared motivation and commitment to developing solutions.
- 5.38 Both the RCAP and the *Touch Tasking Team* were not originally treated as 'interventions' and the staff input into those forums (or the FAPP Steering Group) has not been costed. Nevertheless, in both areas, they have provided a space for relationship building and inter-professional dialogue. Some interventions that have relied on multi-agency collaboration to be implemented such as *MAIT*, have also provided a similar space. Neither of these approaches represents 'normal business' for the agencies involved.

Identification, mobilisation and coordination of stakeholders and local communities

- 5.39 Over the course of the three year programme, FAPP has mobilised a wide range of agencies and stakeholders at the FAPP Steering Group, RCAP and *Touch Tasking Team* as well as through a number of other sub-groups and forums, including evaluation.
- 5.40 The interim report noted the challenges and the importance of the ability of FAPP to mobilise the efforts of a wide range of agencies and individuals to provide any chance of sustainability of their work. It was noted that there needed to be closer relationships with high-level decision-makers (including those in the NHS, Fife Council and Fife ADP) and more explicit connections made with other agencies' outcomes and the Fife Single Outcome Agreement.
- 5.41 The first partnership review and the actions of the new chair, led to the recruitment to the FAPP Steering Group of the two locality managers who chaired the RCAP and *Touch Tasking Team* and the review of the partnership arrangements with the FAPP Steering Group in November 2011 found consensus that the membership and structure of the FAPP was broadly appropriate.
- 5.42 Nevertheless, on-going discussions and the final stakeholder interviews suggest notable and enduring gaps at either strategic or local levels. Strategic representation of CLD at the FAPP Steering Group has been noted as a gap that might have smoothed relationships at the local level. There was no social work involvement and although the NHS were represented, there was never a clear unambiguous steer from the NHS to those working on the ground that their involvement had the support of management: *'if they had a clearer picture as to how the NHS felt about them working with the drinks industry then they might not have been so apprehensive about doing it.'*
- 5.43 A distinction should be made between formal involvement through membership and sustained attendance at meetings and active, consistent and committed engagement

with the goals of the Partnership: *'People will sit and nod, when it comes to the crunch will they do it?'* Some of these difficulties were clearly the legacy of the way that the project had started. There were a number of issues of representation; some members did not necessarily have the most useful operational remit or authority and did not necessarily have a sufficiently wide or senior corporate role to ensure that FAPP Steering Group decisions were conveyed to the appropriate delivery agents. Others were well placed to authorise deployment of resources or negotiate with colleagues.

- 5.44 Despite undoubted better relationships within the partnership, the final interviews show problems with sustained representation and attendance at meetings and examples where people at all levels still did not challenge each other in ways that they say they would have liked. This includes a failure to question assumptions or seek the necessary authority from within their own agency to progress the work in a positive direction or otherwise formally withdraw. Without a solid permissive basis for involvement, the required level of adaptability and flexibility to make such a programme work is lacking and responses are seen as unhelpful or bureaucratic.
- 5.45 The involvement of the drinks industry was clearly a new dimension to partnership working for some partners. Initial ambivalence and attitudes towards their involvement were part of some of the earliest difficulties of the partnership. There remains broadly supportive but mixed views about the value of their involvement. The view of the FAPP Steering Group expressed in the November 2011 review was that it had been beneficial to involve the drinks industry in the partnership and they wished to consider how the drinks industry could be involved in future responses to alcohol misuse, for example, through more formal involvement in the Fife ADP.
- 5.46 Some partners clearly never felt comfortable although did acknowledge the personal commitment and energy of the individuals involved. Some were blunt that they thought bringing funds was the chief benefit of their involvement. Another benefit was that young people in particular welcomed the opportunity to talk to people from the industry, when they met them as part of the *Space Unlimited* consultation. Others suggested that the FAPP experience as a whole would have been an important insight into the workings of the public sector. The drink industry partners acknowledge the very different culture and their own learning from the process.
- 5.47 The discussions of the prospects for the sustainability of the work may give the best indicator of the strength of relationships and commitments. The Police treat much of the focus on alcohol and approaches developed through the work of FAPP as *'business as usual'*. There is now a clearer relationship between local interventions and the wider work of the ADP and some of the work tested by FAPP has been incorporated into the development of the service briefs commissioned in 2011-12 by the ADP. Whilst the work is expected to continue through the *Community Safety Partnership Group*, this is very much 'in the balance', particularly given the lack of a dedicated project manager.
- 5.48 In relation to other stakeholders and local communities, the value of the mobilisation of the perspectives and energies of local people and young people has been seen in Touch and Rosyth respectively and discussed above.

- 5.49 In Rosyth, engagement with the local traders, although difficult, was felt to be worthwhile and helped agencies to better understand their perspectives and needs. Broader community engagement in Rosyth has been limited.

Evaluation as an integral part of the programme from the start

- 5.50 A multi-component programme is intended to have clearly defined aims, objectives, indicators and measures of effectiveness for the programme as a whole alongside outcome measures for individual projects or activities, with evaluation as an integral part of the programme to support learning and change. This was particularly important because of the strong focus on learning and sharing lessons.
- 5.51 The evaluation partners were appointed in April 2009, shortly after the appointment of the Project Manager and the completion of the 'scoping stage'.
- 5.52 Different and sometimes conflicting perspectives about evaluation approaches were evident throughout the work from the earliest stages: the scoping report implied that intervention and matched control areas would be needed to demonstrate the effect of interventions. Although the evaluation brief asked for a '*mixed methods, action research approach*' a major issue was the desire to *attribute* impact to specific interventions. Action research was not well understood within the partnership and whilst most people understood the complexities and dynamics of the local and national context, they still sought some kind of 'proof' of impact.
- 5.53 The initial focus of the work of the evaluation partners was at the FAPP Steering Group level, focusing on identifying and using evidence to agree an outcomes framework for the design of the programme and commissioning of specific interventions within it. The structures of engagement established at that time by FAPP were not well suited to generating dialogue about purpose and outcomes and the difficulties of the partnership process, differences over the role of community engagement in the process and a preference for 'getting on with projects' hindered progress and made it difficult to turn that around into a more reflective and collaborative culture.
- 5.54 The interim report discussed the prospects for action research at that stage and barriers including a lack of trust, poor relationships and a lack of openness to challenge and having professional assumptions questioned. These issues were not confined to the action research elements of the work.
- 5.55 Annex 4 shows most of the key evaluation milestones over the whole project: elements of the approach have included initial analysis of the evidence-base; development of the outcome framework; two reviews of partnership working; various local consultation events; support for self-monitoring and evaluation; two web-based surveys across Fife; attendance at the local group meetings in Rosyth and Touch; developing the success factors and the story-sharing process, final stakeholder interviews and interim, summary and final evaluation reports.
- 5.56 The final stakeholder interviews show that several partners suggest that in practice, this element was probably the most 'alien' or novel of the whole MCP approach. A number suggest that the 'action research' approach was not well understood, although by the final interviews some had a clearer grasp:

“I don’t necessarily think that action research is something that the evaluator brings. Action research is a principle that should be embedded into the project....It’s a pilot, and therefore we’re trialling things. We’re going to test them, then we’re going to evaluate....then you say, ‘Stop’, obviously, and change. That’s what I think action research is.... I think possibly, they did think it was an evaluator thing. But it’s not an evaluator thing - it’s a project thing.”

5.57 Earlier discussions have highlighted some of the issues and challenges that such an approach has had to confront. Whilst not unique to FAPP, these include cultural understandings and practices, practical or measurement issues and ‘political’ factors:

- The separation of ‘scoping’ (needs assessment and formative evaluation) from evaluation (seen as summative).
- Understandings of the nature of evidence of effectiveness, evidence transfer and the relative weight of formal and informal sources of evidence.
- Understandings and past experiences of evaluation and being ‘evaluated’ or ‘audited’.
- A lack of openness to critique and questioning and a desire to be seen to ‘succeed’ despite the rhetoric of permission to fail and learn.
- The practical importance of clarity of purpose and outcomes.
- Understandings of the measurement of change.
- Barriers of language and terminology.
- Lack of buy-in to self-monitoring and evaluation.
- Absence of use of routine monitoring and evaluation data by mainstream services.
- A failure to embed a strong evaluative ethos into commissioning.
- Decision-making without consistent recourse to evaluation evidence.
- A lack of adaptability and flexibility: difficulties of crafting new actions in response to real-time feedback in bureaucratic structures, where key partners have no delegated authority or are unwilling to seek it.
- Evaluation as a role/person or an embedded approach to learning.
- Absence of local partners in choice of approach and the commissioning of the contractor.
- A lack of championing of evaluation within the partnership and delays in establishing an evaluation advisory group and dedicated chair.

5.58 Despite these difficulties, there have been some successes. The work within the local groups after the evaluation events held in March 2011, using the success factors and story cards began to develop a better understanding of the process and its potential value.

5.59 Understandings of the nature of action research and evaluation have shifted, particularly since the interim report. The importance of and challenges of evaluating a such a programme of work in a complex, multi-faceted and ever changing local and national context are now widely understood:

“The thing I will take away from it is the different approach to evaluation. I am not a researcher. I have got no real background in that. I don’t really understand statistical collation and analysis, but the way the project set itself up with action research, I found quite interesting. For a non-specialist in that area, I think that has opened my eyes to what is possible there. That fits in with what we should be doing in these sorts of agencies anyway.”

- 5.60 Familiarity with the evaluation partners has probably helped people to be fairly candid in the final interviews and on-going ‘participant observation’ has certainly helped to develop a more nuanced understanding of a very ambitious and complex programme of work.
- 5.61 In relation to whether this approach has made any practical difference some partners have suggested that the evaluation element was crucial in the decision to continue with the project at the interim stage and in securing an extra year’s extension. It has helped to keep the goal of implementation of a multi-component programme approach on the agenda and to develop understandings of what that might be.
- 5.62 Key lessons include the importance of attention to process at the very start of a programme (the initial inception or ideas stage) and the efforts that are necessary to ensure that all stakeholders are able to question and develop an understanding of what evaluation can potentially bring to such work and to ensure it does not get ‘sidelined’. Here, this clearly links to the scoping and development of the outcomes framework.
- 5.63 Several partners have identified key lessons of the importance of clarity of purpose, honesty and active listening: these are all qualities that can be developed through attention to processes that can aid a culture of mutual reflective inquiry and learning. As research specialists, evaluators or ‘critical friends’ can be a key resource. With the right structures and processes, it is possible to encourage an appetite to engage in all aspects of the ‘evaluation’ process because it is energising and directly relevant to the immediate and practical problems inherent in any effort to develop shared solutions to complex problems.

The cost of the programme and value for money

- 5.64 There was agreement that the extension of the programme by one year was valuable in order to give the work a realistic chance of implementation *as a programme*.
- 5.65 Figure 5.1 shows the total cost of the programme and income sources and main expenditure. Just under a third of funding has been spent on formal interventions (excluding evaluation) and some interventions have received relatively small amounts of funding.⁴²

⁴² This is based on a narrow definition of an intervention. The appointment of a project manager and evaluators are also ‘interventions’ in a less traditional sense.

Figure 5.1: FAPP Income & Expenditure 2009/10-2011/12

Income	Amount (£)
Scottish Government	£95,500
Local Government	£69,275
Drinks Industry	£101,500
The Robertson Trust	£114,000
Drinkaware	£25,000
Expenditure	
Interventions	£130,275
Staffing	£162,000
Evaluation (inc VAT)	£88,000
Running Costs	£15,000
Communication/dissemination	£10,000
Total	£405,275

- 5.66 Whilst a programme with a value of some £0.4m is not insignificant, partners have often been reluctant to make judgements about value for money and have been unclear on what basis they might make such judgements. It has not been a central focus of the work over the duration of the programme. Most did not know how much had been spent and a more frank open discussion would have been welcomed by some partners:

"I totally agree that value for money is an important issue. I think we've not discussed it in this project at all. I find it difficult to assess..... I think the value bit is showing that you can, if you get it right, change peoples' perspectives and the way they work. You can get a much bigger bang for your buck. Achieving it is very difficult, but if you do it, you do unlock a huge potential, and make things different."

- 5.67 In making some kind of judgement, some partners take the view that it was 'worth a try' to adopt a different approach to the usual strategic commissioning. Other partners suggested that any judgement of whether the programme had been worthwhile would take some time because the impact would only become evident over a longer period of time:

"I think it's very difficult, without knowing the outcomes that it has achieved. It's not something where you can say, 'There's an X amount of reduction in consumption, with Y input.' I think it's a particularly slippery concept in that sense.....in terms of the traditional cost effectiveness measures, it's really difficult to judge that [but] I'm positive about the lessons that we've learned."

- 5.68 Others could see many alternative uses they would have wish to have made with the funding or that, rather than bringing in external contractors, they had the skills to provide a similar service themselves with much less funding. Some partners have suggested that commissioning should be the last resort and that it should be within the power of the local groups. This would provide greater transparency. Some have argued that not all interventions need large-scale funding and that using money

wisely to enhance existing programmes could have a greater and more sustainable effect by building on existing work and structures. A further argument was that the absence of any money might have made the process quicker:

“....if it’s more a change in approach and a change in attitude and a change in practice, it’s never about the money really. That sometimes gets in the way.”

- 5.69 In some respects, such arguments about money and funding have overlooked the fact that this was always supposed to be about changing cultures and practices.

Summary and the way forward

- 5.70 This chapter illuminates the distinctiveness and practical challenges of the design and implementation of a multi-component programme approach to tackling alcohol-related harm in a complex and constantly changing environment. It does suggest that an MCP approach is a different and emergent way of working that may be quite at odds with existing organisational cultures. It requires a high degree of flexibility, adaptability and deftness of response. This is not business as usual: individuals and agencies need to be prepared to alter their approach, to try something different, to accept ‘failure’ and distil the lessons into the on-going programme.
- 5.71 These insights do not undermine the idea of a multi-component approach, but do illuminate many of the challenges of implementation. In particular, the limitations of the use and transferability of evidence; scoping as a continual asset-focused process; how local consultation redefines problems and opens up different solutions and the novelty of building evaluation into the approach.

6 Conclusions, key lessons and recommendations

- 6.1 The better relationships reported here have been hard won. There have been issues about the lack of continuity and sustained involvement of key individuals and agencies. Difficulties in partnership working will be familiar to many and are not unique to FAPP. This report is addressed to all Community Planning Partners in Fife in the hope that they will continue to ask themselves: *How are we working together to tackle alcohol-related harm?* Whilst the lessons identified are not offered as a 'blue-print' for how to tackle alcohol-related harm, other audiences within the Scottish Government, Local Authorities, the Police, the NHS and Health Boards, ADPs and the third sector should also find valuable insights to inform their own thinking and action.

Developing understandings of a multi-component programme

- 6.2 There is consensus on the choice of both Rosyth and Touch as good pilot areas. Data shows that hospital admission rates for alcohol-related health issues in Rosyth and Touch have been consistently higher than for Fife as a whole.
- 6.3 The development of a strategic, evidence-*informed* framework is a crucial underpinning of a multi-component programme which sets out the desired outcomes. The formal FAPP outcomes, developed by the FAPP Steering Group and important in tying together the strategic partnership in a common cause, were not necessarily meaningful or practical for those working on the ground. A clear lesson is that the way that such a framework is developed and used is crucial to the effective implementation of the programme. Consideration of impact and implementation go hand in hand.
- 6.4 A multi-component programme approach is a different and emergent way of working. It requires a high degree of trust, flexibility, adaptability and deftness of response. A clear lesson is that any similar programme needs to engage better early on with those agencies that are already working in an area, and seek their commitment to involvement as an *organisational learning* strategy. This is not business as usual: both individuals and their organisations need to be prepared to alter their approach, to try something different, to accept 'failure' and distil the lessons into the on-going programme. An explicit, permissive approach to *organisational learning* is likely to support the delivery of agency goals, rather than reliance on goodwill, individual compliance or personal flexibility, as well as generating lessons of wider relevance.
- 6.5 Outcomes have to be developed collaboratively and linked to existing frameworks and agreements, not imposed as if they were targets. The inclusion of a number of key *implementation* milestones into a working framework can refocus conversations and support better dialogue about hopes, progress and challenges amongst local partners.
- 6.6 The impact of the outcomes framework on the programme has been limited as there was not a sufficiently timely and robust approach to commissioning in relation to desired outcomes. There were different understandings or thresholds of what it might mean to be 'experimental' or innovative. Some interventions have been standalone as a result, rather than being tied into a wider programme.

- 6.7 The FAPP experience provides valuable lessons about the limitations of the use and transferability of evidence; scoping as a continual asset-focused process; and how local consultation redefines problems and opens up different solutions.
- 6.8 Both areas have shown the valuable role of consultation with local people. The community influence on the development of the programme in Touch is distinct and challenged FAPP thinking about the nature of alcohol-related harm. The subsequent safety and security initiatives have been a direct response to their concerns, recognised their knowledge and insights and mobilised local people in influencing the service response.
- 6.9 The experience of Rosyth has shown the crucial need to consult with young people at the earliest opportunity and the value of a formal structured consultation with young people to seek their views about alcohol-related harm, the nature of the issues and the solutions. The perspectives of young people provided a direct challenge to the understandings and perspectives of FAPP; in particular young people were very clear that they did not wish to stop drinking. Earlier consultation could well have influenced the scope and direction and involvement of young people in the design and delivery of the Rosyth programme.

What outcomes have been achieved?

- 6.10 Whilst there is only limited evidence of the achievement of the outcomes that FAPP were seeking, alcohol-related harm is now more broadly '*on the agenda*' in both areas. In Touch the focus on alcohol-related harm was generally felt to have been useful and positive, particularly in galvanising local professionals to consider the needs of an area largely without any existing voluntary and community group infrastructure.
- 6.11 Both areas show promising early signs that a programme approach, combining intensive connected interventions which address enforcement *and* engagement, can:
- make inroads into ways of thinking about problem definition,
 - promote growing engagement amongst professionals and with young people, and
 - begin to affect individual and group behaviours, at least in the short-term.

More positive relationships amongst stakeholders in Rosyth and Touch

- 6.12 The inter-professional relationships and those with local people and young people developed as part of the work of FAPP in both areas have been highly valued by many partners and are seen as one of the major successes of the work.
- 6.13 In many respects, the relationships developed are the glue that makes the work a programme, rather than a disconnected or scattered series of interventions. They enable 'new' work to be tied into existing programmes and approaches, knowledge to be shared and progress sustained.
- 6.14 The RCAP was not originally treated as an intervention, yet to some degree, it has served as a space for this relationship building and inter-professional dialogue. The *Touch Tasking Team* has also been an important focus and tied various strands of work together in ways that would not have happened before.

- 6.15 In Rosyth, the nature of relationships are far more broad and expansive than the original expectations of improved relationships, narrowly seen to be concerned with those affecting the supply of alcohol to young people.
- A lesson is that interventions that involve police and youth workers that positively engage with young people and seek to build relationships with them over time, can provide opportunities for pro-social behaviours, a chance to reinforce messages and challenge stereotypes both of young people and of professionals, particularly police officers and youth workers.
 - Partners agree that the most successful interventions are those that have either involved multi-agency delivery or good operational links with other elements of the programme, so that successful implementation has relied on the input of a range of partners on the ground and the maintenance of positive working relationships.
 - Examples in Rosyth are joint training in *ABIs*, the *Safer Neighbourhoods Team* and on-going enforcement and engagement activities by Fife Constabulary, the *MAIT* and *Space Unlimited*.
 - The experience of statutory interventions such as *Challenge 25* and other 'responsible retailing' voluntary interventions illustrates that the most effective means of engagement with retailers are those delivered on their premises that provide support to meet their statutory responsibilities.
- 6.16 These interventions have not been without their challenges and there remains a need for recognition of and clarity of roles and remits and better communication; however, the focus on delivery does bring an imperative to tackle difficulties that inevitably emerge.
- 6.17 *Space Unlimited* and *Teach-It Alcohol Awareness* have illustrated young people's interest and capacities to take on more responsibility and have greater involvement in the design and delivery of programmes, if they are asked to do so, and supported appropriately.
- 6.18 In Touch, much of the work has been about developing a better understanding of the impact of alcohol-related harm in the context of a small area of Dunfermline and what it means for policymakers and services to be genuinely open to the views of local people and to work with them.
- Most partners expressed the view that the approach adopted in Touch has not been different from their usual approach. Others suggest that what was distinct was that it was much more geographically focused than usual: a kind of *very local* community planning.
 - As a result of several walkabouts in Touch since November 2010 involving different services and local people plans for a programme of improvements are at different stage of implementation: these include a CCTV upgrade and re-siting (completed), new and improved street lighting (in progress, 2012-13) and secure door entry systems (planned, subject to funding).

- Partners and residents have found this to be a useful approach. Working together with residents in this way is now treated as '*usual business*' and much of this work is expected to be taken forward by the Touch Tasking Team.
- The experience of Home Start in Touch shows that referrals can be generated from within a small geographical area through building on existing relationships with other agencies. In providing general family support, they found that it was possible to raise the issue of alcohol-related harm with parents *once a trusting relationship has been established*.

6.19 The Touch programme in particular highlights that building '*connectivity*' across a programme so that co-ordinated projects are *designed* to address a common problem has been a challenge.

- Aside from the safety and security interventions, projects have stood-alone rather than being integrated into the programme approach and connections between school-based and community programmes have been limited.
- The *Rory* training, *Home Start* and the *Strengthening Families Programme* all of which have attempted to engage with children and families offer broader lessons about engagement between schools, parents and the wider community and other stakeholders on this sensitive and important issue. These are discussed more fully in 6.21 below.

Outcomes of the programme in Rosyth

Fewer off-sales of alcohol to under 18s

- There is agreement that the sale of alcohol to those aged under-18 years old has reduced, although this has not necessarily reduced the availability of alcohol for young people as proxy purchase remains an issue. Whilst regular test purchasing exercises showed an improvement, a recent failure of a test purchase shows that it will always be necessary for vigilance around enforcement of the law and maintenance of training for staff.

Some evidence of change in demand for alcohol by young people

- There is some evidence that demand for alcohol by young people has begun to be affected by this programme. Young people who are drinking in the community in Rosyth are now more aware of their personal safety; those who had engaged with the *MAIT* have reported changes in their drinking behaviours in relation to personal safety, risk and harm reduction and reduced consumption. Some of the young people involved in the *Space Unlimited* project in early 2012, (many of whom had also been engaged with the *MAIT*), reported changes in their own behaviours in relation to drinking, including reduced consumption.
- Building on the *MAIT*, through the follow up work of *Clued-Up*, there is some evidence that ABIs delivered in community settings to young people, which are treated as *a starting point* of a further process of engagement and tailored support in school settings, show promise as a way of providing young people with the information, skills and support to reduce their alcohol consumption and reduce the risks associated with it.

6.20 These outcomes have been achieved in the wider context of changes in the patterns of drinking by young people in Fife. Whilst not attributable to the work of FAPP, the SALSUS survey shows that:

- There has been a decrease in the proportion of 15 year olds in Fife who had ever had an alcoholic drink. Although also declining, the proportion of 13 year olds in Fife who have ever had an alcoholic drink was higher than the national average in 2010.
- Between 2006 and 2010 the proportion of 15 year olds reporting that they usually buy alcohol from off-licences decreased.
- The most frequently reported locations of drinking were in their own or friends homes or at parties, rather than outside.

Reduced alcohol-related crime & disorder offences by young people under 18 years

- Anti-social behaviour offences have fallen in all areas of Fife between 2008 and 2011. Of all detected ASB offences, fewer are now committed by those aged under 21 years old in all areas of Fife, although this proportion remains slightly higher in Rosyth than for Fife as a whole.
- Despite a reported reduction in direct sales to young people, there is no evidence in Rosyth of a reduction in the *net* supply of alcohol to young people. Given the Fife-wide changes it is not possible to clearly attribute change in anti-social behaviour to the work of FAPP; however, the focus on an area (especially such small area) can *contribute* to a positive impact, although there may be some displacement effect.

Some signs of changes in public perception of alcohol-related nuisance in the community

- Across Fife the environmental impact of rubbish or litter lying around from people drinking alcohol outside is seen as the most common issue. Other noise and anti-social behaviours, including being asked to buy alcohol for those under 18, appear to be slightly more common in the Dunfermline and West Fife CHP area than Fife as whole. West Fife respondents are also slightly more likely to say that these issues have become *more common* in the last year.
- Informal feedback to the Police at Community Engagement meetings suggests that residents have been positive about the impact of focused interventions on ASB related activity and interviews with partners in 2012 suggest that they believe that their efforts have made a contribution to these changes.

Future prospects in Rosyth

- The prospects for mainstreaming this work appear largely positive, particularly for the Police. The Fife ADP is funding *Clued-Up* and *Barnardos* to provide a joint outreach service for vulnerable young people in Rosyth.
- The broader continuation of this work will depend on whether it becomes part of formal work plans, linked through to wider corporate outcomes. Without this formal agreement, there is a risk that the work will dissipate.

- Continued engagement and work with young people would appear to be vital to sustain the emerging benefits. Ensuring that young people are able to exercise their influence over the way youth provision changes in the future may be important to on-going, sustainable youth engagement.

Outcomes of the programme in Touch

Making an impact on anti-social behaviour and fear of crime

- Across the areas of interest to FAPP, the most dramatic changes in anti-social behaviour offences in have been in Touch and Woodmill North. The more numerous ASB offences of vandalism and malicious mischief, breach of the peace and petty assault have all shown notable falls in Touch and Woodmill North particularly since 2009.
- The Police in Touch confirm that both offences and calls have reduced, which they attribute to a combination of factors, including the increased local focus of their community engagement approach, tangible improvements in the environment and more local patrols. They also suggest that youth disorder has been displaced to nearby Duloch.
- The Police also suggest that there is less fear of crime within the community and that Touch feels like a safer, more confident community. A number of partners report that the response to the safety and security measures has been very positive. Community members of the *Touch Tasking Team* suggest that noise and alcohol-related disturbances are being dealt with more promptly and that there have been improvements in anti-social behaviour. It is acknowledged by all parties that some issues remain, including some public drinking and drug use.
- The Police attribute this success to the multiple strands of work of the *Touch Tasking Team*, in particular the *Touch Tastic* events and the developing trust between the agencies, particularly the Police and residents. Residents involved in the work endorse this view.

Future prospects in Touch

- Whilst it was clear that partners thought that the work had been valuable and worthwhile, there were real issues about capacity and organisational commitment. There is a sense of unfinished business in Touch and some interventions are still underway and there is a strong, widely shared desire to see the repeat of the *Touch Tastic* event in 2012.
- There was no clear decision that the work would definitely continue to be coordinated through the tasking team. The *Community Safety Coordinating Group* (CSCG) might be an appropriate forum to take this work forward, although local residents would not be able to attend this group and that it would not be able to focus specifically on Touch.
- This success in Touch has promoted interest in trying a similar approach elsewhere in Dunfermline.

General lessons for community engagement and alcohol-related harm

6.21 There are lessons for all FAPP partners and services concerned with community engagement and alcohol-related harm.

Lessons for all stakeholders

- It is important to address the issues of alcohol-related harm through a measured response that does not either under or over-play the significance of the issue in the community or for any sub-group, nor confine it to the territory of any specific professional group.
- This experience suggests that connectivity and coordination can develop where there is local buy-in to overarching goals and a motivated and collaborative culture that mobilises agencies and resources in support of locally-generated outcomes and shared solutions. Not top-down or bottom-up but a balanced approach that takes the best of both approaches.
- In a strong *programmatic* approach, commissioning should be the last resort and that could be devolved to local groups to encourage their buy-in and promote greater transparency. Not all interventions will need large-scale funding, indeed, using money wisely to enhance existing programmes could have a greater and more sustainable effect.
- Treating alcohol-related harm as a community safety issue rather than an explicit or presenting personal or family issue may be the most productive and sensitive way to begin individual and community engagement on these issues in non-stigmatising ways.
- All professional groups may find it difficult to raise the subject of alcohol with others due to discomfort and lack of confidence connected to their own social drinking, experiences and attitudes. Training in ABIs or a similar course may assist them to raise the issues with others in a fair and skilful manner.
- Any training provision should have a clear outcome focus, so that it is clearer how a particular programme is intended to be delivered and for what ends in any specific context. Multi-agency training, followed by co-delivery is particularly valuable.
- Alcohol-related harm is already addressed within schools in a number of ways, both within and outwith the classroom. Interventions may be most effective if they are able to build on the existing approach within the school. Schools should be consulted to enable appropriate responses to be designed.
- Attention should be paid to the prospects of enhancing school-based learning with community interventions and vice-versa as part of a programme approach.
- Referrals to programmes have been more forthcoming where there is an existing relationship between the family and agency. However, an absence of referrals does not necessarily mean that there are no needs related to alcohol-related harm as it is often undisclosed.

General lessons for evaluation and learning

- There is a need for clearer evaluation structures and processes from the *very start* of a programme – that is, the initial inception or ideas stage, so that evaluation is an integral part of a multi-component programme approach. A positive evaluation culture as part of an *organisational learning* approach can help to drive this learning process; to build the necessary trust, better working relationships and openness to challenge and having professional assumptions questioned.
- The novelty of such an approach and attitudinal barriers to ‘evaluation’ also have to be recognised. Approaches to evaluation must include mainstream services as well as any newly-funded interventions.
- With sufficient local ownership and buy-in to overarching aims of a programme, an *embedded* approach to evaluation should be built on action research principles of *multi-stakeholder analysis*, *experimental action*, *experiential learning* and *systematic inquiry*. Given cultural and other barriers to evaluation, it may be productive to more explicitly outline how the desired approach is different from that which people may have experienced before and use the language of action research, participation, continuous improvement, peer and self-review or reflective practice.
- The ‘evaluation’ process will need to confront many fundamental issues about the basis, scope and validity of evidence that can be generated about short-term interventions to address alcohol-related harm in small community settings. The standard and nature of the judgements of ‘success’ should be developed in collaboration and include implementation milestones as well as outcome indicators.
- ‘Evaluation’ partners are a key resource in the development of an outcomes framework, the on-going scoping of the programme by all stakeholders and gathering evidence of effectiveness of both processes and outcomes.
- Wherever possible, local partners should be engaged in the commissioning of the approach to evaluation and the choice of any external specialist support for the process.
- Evaluation needs to be given time and attention in routine meetings and forums, not as an agenda item but as an approach to dialogue and reflection. It could transform the way that partnership meetings are run.
- All stakeholders need to be involved to allow them to develop an understanding of what on-going use and generation of evidence of all kinds can bring to the immediate and practical problems inherent in their efforts to develop shared solutions to complex problems of this nature.
- The programme commissioning should link into the evaluation process; commissioning authority might also be devolved to local partners to enhance this aspect of the approach.

Summary and way forward

- 6.22 Together with the interim report, this report has charted the evolutionary development of the thinking and practice amongst partners and the remaining challenges within Fife if the inroads made into ways of thinking about the nature of the problem and potential solutions are to bear fruit. Whilst alcohol-related harm is now *'on the agenda'* and some agencies expect their work to continue through the *South-West Fife Community Safety Partnership Group*, this is very much *'in the balance'* in both areas.

Annex 1: Digest of interventions

Rosyth Interventions	Touch Interventions
1. CAP/Enforcement and engagement with traders	13. Community Consultation events
2. Do-Be	14. Feel the Fear (Soulfire)
3. Fife Council Community Learning and Development (CLD) Youth work activities	15. (Bii) Woodmill School
4. Training in Alcohol Brief Interventions (ABIs) non-clinical (Rosyth & Touch)	16. Specialist detached youth work: <i>Clued-Up</i> SW Fife Activities for young people
5. The Edge (Soulfire)	17. Touch Tastic
6. MAIT and We-Fit	18. Community based safety and security initiatives
7. Community Film Project. Kinetic	19. Rory
8. Bii Dunfermline High School	20. Home-Start Dunfermline
9. Crimestoppers Fife Wide Proxy Purchase Campaign	21. Strengthening Families Project (SFP)
10. Safer Neighbourhoods Team (SNT)	22. Social Norms
11. Community Consultation and Evaluation Events	
12. Space Unlimited: engagement with YP Dunfermline HS	

These digests are summarised accounts of each of the interventions and main programmes that have been trialled under the FAPP umbrella in each of the pilot areas. The information included is drawn from a number of different sources. These include:

- Self-monitoring and evaluation information provided by each intervention
- Evidence from local consultation events
- Bespoke evaluation exercises, including web-surveys and focus groups
- Facilitated discussions at RCAP and *Touch Tasking Team* meetings using the success factors
- Data from stakeholder interviews conducted in early 2012

Rosyth Interventions

1. Community Alcohol Partnership (CAP)/Enforcement and Engagement with Traders
Pilot area Rosyth
Date and status June 2009-March 2012
<p>Description and reach</p> <p>The Community Alcohol Partnership (CAP) was initially the main component of the FAPP programme in Rosyth based on the model piloted in St Neots in Cambridgeshire in 2007⁴³. The CAP in Rosyth initially focused on enforcement activities, including test purchasing, proxy purchase and training and liaison with local traders. The educational and public perceptions elements of the CAP model were delivered separately by the Rosyth Alcohol Partnership (RAP). In June 2010, the CAP and the RAP were brought together as the <i>Rosyth Community Alcohol Partnership</i> (RCAP) and chaired by Fife Council. This digest entry focuses on the effectiveness of the enforcement and engagement with traders aspects of the work in Rosyth.</p> <p>At the outset of the work there were 13 off-sales trader outlets in Rosyth, including four takeaways. With one exception these were small scale independent traders. There have been many aspects to this work covering a range of different mainstream and additional enforcement and engagement activities, including:</p> <ul style="list-style-type: none"> • A <i>Talking to Traders</i> Campaign 2009, including an evening dinner in November 2009 and establishment of the <i>Business Benefits Group</i>, June 2010 • Public launch of the CAP May 2010 with a focus on proxy purchase and a non-statutory <i>Challenge 25</i> campaign and Crimestoppers Fife Wide Proxy Purchase Campaign launched in early 2011. • 'Responsible retailing' initiatives including <i>Safer Retailer Awards</i>⁴⁴; Training for Traders, <i>Bottlewatch</i>⁴⁵ and <i>Challenge 25</i>.⁴⁶ • Routine work by Fife Council <i>Licensing Standards Officers</i> (LSOs) to advise traders on licensing legislation and ensure compliance with decisions of the Licensing Board • Enforcement activity by Fife Constabulary in relation to seizure of alcohol, drinking in public places and proxy purchase and continuing test purchase activity. • Deployment of CCTV cameras at 3 locations in Rosyth. • Opening of Rosyth Police Station in August 2011

⁴³ For further details see the baseline report.

⁴⁴ The Scottish Business Crime Centre (SBCC), Fife Council Environmental Services and Fife Constabulary conducted a pilot scheme for the *Safer Retailer Award* in four areas of Fife, including Rosyth in 2011. This covers the sale of all age-restricted goods. There are plans to roll out this scheme in 2012.

⁴⁵ This is a voluntary scheme launched in September 2011 in which traders attach colour coded anti-tamper stickers to alcohol products commonly abused by young people to allow tracing back to the source of the alcohol. This scheme received funding from the Fife Council Local Community Safety Budget.

⁴⁶ From 1st October 2011 in Scotland, the Alcohol etc. (Scotland) Act 2010 introduces a new mandatory condition for all premises licences and occasional licences requiring that there must be an age verification policy in relation to the sale of alcohol on the premises with a minimum age of 25 years for the policy.

Link to FAPP outcomes

- Reduced availability of alcohol for young people (under 18)
 - Increased knowledge of legal and social responsibility obligations in alcohol off-sales
 - More positive relationships between Police, retailers, & other stakeholders
 - Increased refusal to sell alcohol to under 18s or to others supplying them

Main connections to other areas of the programme

This work is part of several interventions aimed to address the supply of alcohol to under 18 year olds in Rosyth. The main practical connections are to the mainstream services provided by Fife Council (formerly *Environmental Services*), Fife Constabulary and the Scottish Business Crime Centre.

Key findings

The interim evaluation report outlined a number of difficulties in engaging with local traders. Initial efforts met with mixed success although did provide insights into the perspectives of local traders including their experience of the difficulties of handling proxy purchase by those legally entitled to buy alcohol, police response and legal sanctions. Their preference was that there should be a statutory ID scheme to avoid abuse of staff. A *Business Benefits Group* approach which broadened the focus from alcohol off-sales initially attracted the attendance of 8 local traders; however this interest was not sustained and there has been little direct engagement by traders with the CAP/RCAP.

Traders have particularly appreciated the direct assistance from LSOs and others with ensuring that they comply with the law. In particular, they value the statutory *Challenge 25* as this legitimises and makes it easier for staff (especially women) to challenge customers. Amongst the non-statutory initiatives, there has been limited adoption and maintenance of the Bottle marking scheme; there was no knowledge amongst traders of any legal consequences of this scheme or of the use of CCTV cameras. The *Safer Retailer Awards* has been a voluntary scheme; of 13 eligible stores in Rosyth only one took part and achieved an 'accreditation with merit'. It is clear that engagement with traders is likely to be most effective if it is conducted on their premises and helps them to comply with the law.

In relation to the desired FAPP outcomes, traders suggest that purchase by those aged under 18 years old is now less of an issue. Regular test purchase exercises showed a general improvement. Nevertheless, the Tesco store failed a test purchase in December 2011 (and passed a re-test in January 2012). Proxy purchase is still an issue which is particularly difficult for shops which operate with a small number of staff on duty. Most shops continue to display proxy purchase campaign posters.

There do appear to be reasonably positive working relationships on the ground between retailers, the Police and other stakeholders; traders interviewed suggested that whilst the Police do come if they are called, they would appreciate a quicker response "*I'd want the Police to be more active – have them round the corner, under cover so that they can catch them drinking.*" Not all incidents are reported and some of the traders prefer to deal with issues more informally. Recent legislative changes have provided an opportunity to actively engage with traders and offer support to ensure their compliance with the new legal and social responsibility obligations of alcohol off-sales. Traders clearly appreciate this; as one said "*I've got too much to lose*". The Police suggest that whilst in the past there were a number of shops that were causing difficulties this is no longer the case.

2. Teach-It Alcohol Awareness (Do-Be)

Pilot area

Rosyth (Inverkeithing High School)

Date and status

Commissioned August 2009; delivered March-May 2010. Evaluation report finalised May 2011. (Completed)

Description and reach

Teach-It Alcohol Awareness was developed by *Do-Be* at Inverkeithing High School (IHS). The commissioning decision pre-dated the adoption of an outcome framework for FAPP in May 2010. *Teach-It Alcohol Awareness* was developed to improve school teachers' and youth workers' delivery of alcohol awareness education through using Information Communications Technology (ICT) and experiential approaches. However the main focus of the evaluation (conducted by *Research for Real*) was on the pilot phase of the resource as delivered by *Do-Be*.

The resources were piloted in the school in 2010/11 through a series of three two-hour workshops that took place with all S2 pupils between March and May 2010. The workshops were delivered in groups of approximately 50 pupils during Personal & Social Education (PSE) lessons by one of *Do-Be*'s trained facilitators. Workshops focused on:

- the development of 'soft skills' using experiential exercises that focused on identity, motivation and decision-making;
- alcohol awareness using podcasts (via YouTube) which the pupils viewed on MP3 players;
- pupils creating their own digital media (using a range of web-based digital tools such as 'Wordle', 'Voki', Prezi, 'Pixton', and 'Goanimate') focusing on the subject content on the themes of the previous workshops. The products that the pupils developed included word searches, presentations, still and animated cartoons, which they published for later use in the school PSE lessons.

Following the pilot, *Do-Be* developed a step-by-step guide for school staff, which was published in hard copy as a training resource with supporting software. Subsequently, *Do-Be* staff ran two 'twilight sessions' with 11 staff from IHS with responsibility for delivering PSE classes.

IHS appointed a member of staff (the Curriculum Leader for PSE, Religious & Moral Education and Citizenship) to link with *Do-Be* staff and to help embed the learning into the school. This link teacher was so impressed with the pupils' responses to the workshops that she recruited a group of 45 pupils (in S3) who had attended the workshops to act as peer educators to develop and deliver lessons to S1 pupils. These pupils showcased their digitally published resources at an evening for parents in October 2010, attended by approximately 70 parents and other key partners such as the Police and FAPP partners. The link teacher also planned, on her own initiative, to recruit some of the peer educators to deliver alcohol awareness education lessons to P7 pupils in feeder primary schools in the Summer Term of 2011, (not completed at the time of the evaluation). More widely, a Continuing Professional Development (CPD) course was run through Fife Council Education Department with staff from 10 schools in Fife in January 2011. Another CPD course was offered by the link teacher at IHS to other staff including primary and

secondary and probationary teachers.

Link to FAPP outcomes

- Reduced alcohol-related crime & disorder offences by young people under 18 years
 - Reduced consumption of alcohol by young people under 18 years old
 - Reduced demand for alcohol for young people (under 18)
 - Reduced attempts to buy alcohol (off-sales) by under 18s
 - Reduced attempts at proxy purchase

Main connections to other areas of the programme

This intervention was not well-targeted in relation to the FAPP pilot area of Rosyth; around 95% of Rosyth secondary pupils attend Dunfermline High School, not IHS. Youth workers suggest that there is very little mixing between Rosyth young people that attend the two different schools and that they have rarely encountered any young people that have been part of the *Do-Be* work in other interventions. Six young people aged 12-16 from IHS with Rosyth addresses received an ABI on the *MAIT* or about 5% of the total. Three pupils from IHS that had been part of the *Do-Be* work attended the consultation event in March 2011.

Although this largely been a standalone intervention it has been 'rolled-out' (in a slightly different form): *Do-Be* has developed a spin-off resource known as *Intuition*, which has been funded by the *Drinkaware Trust*.⁴⁷

Key findings

The evaluation evidence available relates solely to the development of the resource.⁴⁸

Design and delivery of the programme

- The *Do-Be* intervention was well-delivered and all the young people enjoyed it. Most young people remembered much of the main content of the lessons, even though more than a year had elapsed between the delivery and the follow-up evaluation.
- School staff were impressed with the content and delivery of the workshops by the *Do-Be* trainer. They were surprised at the high number of pupils who volunteered to be trained as peer educators, which far exceeded their expectations. They were also impressed with the pupils' delivery of the lessons.
- The teachers confirmed that the *Teach-It Alcohol Awareness* fitted in well with a number of aspects of the *Curriculum for Excellence*. They reported that the twilight training sessions for IHS staff in the use of the resource had gone really well and that a number of their colleagues were planning to try to deliver the lessons in the resource in their PSE lessons.
- Most young people believed that it was better to have the programme delivered by an outside person rather than a school staff member. Despite this finding, the subsequent resource is expected to be used by school staff rather than external facilitators.

The impact on alcohol-related behaviours

- Despite an engaging programme and excellent delivery, the pupils' involvement in drinking increased on every measure used in the survey between baseline and

⁴⁷ <http://www.intuitionkit.com/>

⁴⁸ Further evaluation will need to be undertaken to assess the impact of the resource on school teachers' and youth workers' delivery of alcohol awareness education through using Information Communications Technology (ICT) and experiential approaches.

follow-up, which may be accounted for in the fact that the pupils were 18 months older. This was corroborated by the focus groups where 17 of 20 pupils who reported that they drink alcohol, said that the lessons had made no difference to the amount that they drink.

- The safety aspects of the education seemed to have made the most impact, but it did not seem to have changed the likelihood that they would drink.
- The influence of parents is important; nearly two in ten of all pupils and three in ten in Rosyth reported that their parents have purchased alcohol for them. All of the pupils in the focus groups that reported that they drink alcohol had been given alcohol by their parents.

The impact on well-being

- There was no evidence to suggest that the well-being benefits gained from attending the workshops are anything but short-lived, rather than lasting in the longer-term with the onset of adolescence.

Interviews with FAPP partners suggest divergent views about the value of this intervention, given the goals of FAPP. Most partners valued the greater use of ICT to engage pupils in lessons on these issues and the adaptation of the approach by developing the mentoring elements. However, some were perplexed by the decision to run this approach in IHS, rather than DHS which would have enabled greater connectivity with other elements of the FAPP programme. Given the evident value of the content and approach, other partners noted the explicit links with the *Curriculum for Excellence* and were pleased to see the approach mainstreamed within Fife schools. In 2011, the FAPP commissioning group supported additional funds for training of staff in DHS and Woodmill High Schools in *Intuition*. To date this has been completed at Woodmill and is planned for DHS in November 2012.

3. Fife Council Community Learning and Development (CLD) Youth work activities
Pilot area Rosyth
Date and status Various activities have been delivered as part of mainstream youth work programmes and projects in Rosyth or for the young people of Rosyth and nearby areas.
Description and reach These activities have included: <ul style="list-style-type: none"> • Dissemination of information to other agencies about existing facilities for young people in Rosyth (2009 on-going) • Extended deployment of detached youth workers (Friday evenings to 10pm) • ‘Drinkaware Challenges’ The Shack • Extension of Opening Hours at <i>The Shack</i> (8 week period May-July 2010) • CLD support for <i>Youth Achievement Awards</i> (YAA) • Engagement with Young People using the <i>Revolution Bus</i> (Oct 2009, May 2010)⁴⁹ • Support for <i>Community Film Project</i> (delivered by Kinetic) • Engagement with Young People to encourage participation in FAPP evaluation events (August 2010 and March 2011) • <i>MAIT</i> – detached youth work support (delivered by <i>Clued-Up</i>) • Involvement in consultation with young people (delivered by <i>Space Unlimited</i>, ended March 2012) • Training in <i>Alcohol Brief Interventions</i>
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) • Improved public perception of alcohol-related nuisance in the community
Main connections to other areas of the programme Mainstream and detached youth work staff from Fife Council CLD have contributed to many aspects of the work in Rosyth. They have attended meetings of the Rosyth Community Alcohol Partnership and delivered their own programmes and activities, often in collaboration with other RCAP partners. They have also provided important support and input for interventions delivered by other agencies, such as <i>Clued-Up</i> and <i>Space Unlimited</i> .
Key findings <p>The Youth club at <i>The Shack</i> was open on an extra night for an 8 week period in summer 2010, aimed at 13-18 year olds, funded by FAPP. The focus was intended to be on health including healthy eating, alcohol awareness and First Aid. Attendance was poor and after consulting with the young people it was decided to abandon <i>The Shack</i> on Fridays due to high staffing cost and low attendance/interest. The building closed in September 2010.</p> <p>In February 2011, youth workers reported to FAPP the need to have larger and active consultation with young people before agreement of any new youth activity provision in</p>

⁴⁹ See the Baseline report.

an area, to check that there is sufficient interest to make it viable.

CLD suggest that alcohol-awareness is an important part of their work: *“its high on the agenda, there are quite a lot of discussions at youth clubs, there is certainly a lot of discussion in our 16+ work about what’s happening at home and what people are doing at the weekend. So it’s high on our agenda anyway.”*

A small group of young women from Rosyth have progressed through Bronze to Gold in the *Youth Achievement Awards* and have now all registered as volunteers and are working alongside CLD staff in the new Camdean Centre which opened in November 2011.

The deployment of CLD detached youth workers until 10pm on Fridays has now become part of routine practice.

CLD suggest that partnership working with specialist youth workers from *Clued-Up* and with the Police have improved; this includes the development of arrangements with the Police for information sharing. They have particularly valued the additional specialist youth work resources provided through the involvement of a worker from *Clued-Up*.

See also entries for Training in Alcohol Brief Interventions (ABIs) non-clinical and *MAIT*.

4. Training in Alcohol Brief Interventions (ABIs) non-clinical
Pilot area Rosyth and Touch
Date and status Four courses have been delivered since February 2010.
Description and reach <p>Training of locally based professionals, including detached youth workers in Alcohol Brief Interventions (ABIs) is intended to give them the knowledge, skills and confidence to talk to local people (particularly young people in Rosyth) about alcohol use. Training courses have involved specialist and generic youth work staff, police officers and community wardens.</p> <p>The training content has evolved: the original training was based on existing course led by Health Promotion Fife and Fife Alcohol Support Service (FASS). In a separate development, Health Promotion Fife and <i>Clued-Up</i> were asked adapt the delivery of ABIs to make them suitable for young people by the Equally Well programme in Kirkcaldy. This was trialed through training delivered in October 2010.</p>
Link to FAPP outcomes Rosyth: <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) Touch: <ul style="list-style-type: none"> • Greater knowledge of the harmful effects of drinking • Greater adoption of safer drinking patterns and reduced public acceptability of hazardous drinking
Main connections to other areas of the programme ABI training is linked to several interventions aimed to address FAPP outcomes in Rosyth and Touch. The <i>MAIT</i> is the main way in which ABIs have been delivered in a community setting.
Key findings <p>Initial training took place in February and March 2010 and around 20 community-based professionals including the Police attended two separate day courses. No detached youth workers attended at that time.</p> <p>A further course was delivered in October 2010 and 13 people attended including <i>Clued-Up</i> staff, Fife Council detached youth workers and police officers. This training was well received and largely met participant's objectives. The most valued aspects were the networking opportunities and meeting colleagues. This mix was reported to be particularly helpful for the Police participants who valued the chance to find out how youth workers deal with youth and alcohol. However, the majority of participants had some previous experience of delivering <i>structured</i> ABIs in non-clinical settings; only one said that they hardly ever talked to their client group about their alcohol use. In relation to the degree to which the training supported FAPP's objectives for the two pilot areas, only one participant had a delivery-focused remit for the pilot areas. This does suggest that this course had not been well-targeted in relation to the <i>delivery</i> of the FAPP programme.</p>

Subsequent revised training was delivered in April 2011 by *Clued-Up* with NHS Fife designed to be more tailored to young people. All participants were police officers and whilst feedback was positive, it was suggested that the day would have benefitted from multi-agency attendees.

Information provided by Fife Constabulary in October 2011 suggested that of all the police officers who had been trained in ABIs, very few were currently working in either Touch or Rosyth; at the same time, of those officers who were being deployed on the *MAIT* (the main way in which ABIs are being delivered in the community), the majority had not been on ABI training. This illustrates a difficulty in relation to staff redeployment and shift patterns.

The police have commented on the lack of practicality of delivering ABIs given policing priorities and it has become evident that police officers and detached youth workers do not actually deliver structured ABIs. Whilst both suggest that they regularly talk to young people about their alcohol use, these conversations (which may well be valuable), are not treated or recorded as ABIs.

Key lessons relate to the commissioning and clarity of the purpose of training and role expectations for community-based professionals, with explicit linkage through to implementation plans in a community setting. See also the discussion of the *MAIT*.

- a) A good mix of professionals and levels of experience is valuable to promote full discussion during a course with full discussion of barriers and concerns.
- b) Joint training of this nature is a practical opportunity to build working relationships between the relevant professionals who will be responsible for the delivery of ABIs or who may be expected to have conversations with the public about alcohol. Working arrangements may need to be altered to allow for staff consistency for an agreed delivery period.
- c) Training needs to be linked to a clear implementation plan, which includes tracking of participant's efforts to implement what they learn on a course.

5. The Edge (Soulfire)
Pilot area Rosyth
Date and status May-June 2010 (Completed)
Description and reach A seven-week community based evening course aimed at teenage girls with the goal of building confidence and self-esteem. It ran from May – June 2010. All those who completed the course lived in Rosyth and attended Dunfermline High School. In the 2nd week 13 people attended aged between 12 and 17 years old. Subsequently the older girls stopped attending and the programme finished a week early due to the low numbers.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18)
Main connections to other areas of the programme Part of several interventions aimed to engage with young people and/or provide diversion from drinking. Young people attending this programme were recruited through the engagement with Young People on the Revolution Bus.
Key findings This did not attract or retain participation by young women most at risk in relation to alcohol abuse and related risky behaviours. The age range was probably too broad for effective groupwork and may have deterred the older ones. Feedback suggested there may have been potential to involve young people in the running of the programme, but this was never trialled.

6. MAIT (Mobile Alcohol Intervention Team) and We-Fit - Clued-Up and partners
Pilot area Rosyth (and Dunfermline from April 2011)
Date and status July 2010- July 2012
Description and reach <p>The <i>MAIT</i> is a multi-agency outreach project which engages with young people who are drinking in public places. The <i>MAIT</i> is managed by <i>Clued-Up</i> a specialist voluntary sector agency, with support from Fife Council detached youth workers, Fife Constabulary, the NHS and Community Wardens. It has operated through use of a bus which has travelled to the locations where young people are known to be drinking (usually every other Friday evening). ABIs are delivered to young people by <i>Clued-Up</i> staff (and originally also with the NHS) on the bus. The <i>MAIT</i> sessions also offer wider opportunities for all those involved to engage more informally with young people. Where appropriate, <i>Clued-Up</i> offered follow-up appointments with young people to enable a fuller assessment of their needs; further one-to-one support is provided for those whose alcohol use is problematic.</p> <p>Initially the <i>MAIT</i> was located in Rosyth, but from April 2011 started to operate in the wider Dunfermline area. The NHS withdrew their involvement after seven sessions in March 2011.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18)
Main connections to other areas of the programme This has been an important part of the programme which has engaged with young people, delivered ABIs in the community and been a valuable way to promote engagement with young people and between professionals. It has also led to spin-off interventions that work closely with young people. There are strong connections with other parts of the programme, particularly <i>Space Unlimited</i> and also good connections through working relationships with the Police and CLD.
Key Findings <p>The <i>MAIT</i> has been a multi-faceted intervention that has developed learning about engagement with young people in the community and at school around the issues of alcohol-related harm. The experience has generated many useful lessons for multi-agency partnership working in service delivery and many partners have indicated that they have found this to be one of the most valuable FAPP interventions.</p> <p>Through the <i>MAIT</i>, ABIs have been delivered to young people in the community; these have been the <i>starting point</i> of a further process of engagement and tailored support that shows promise as a way of providing young people with the information, skills and support to reduce their alcohol consumption. It has also provided the opportunities for multi-agency collaboration and enabled different groups of professionals to engage both directly with young people and, crucially, also with each other.</p> <p>The <i>MAIT</i> operated on 24 occasions between October 2010 and March 2012 and</p>

delivered ABIs on 19 of these occasions. In that time, a total of 114 young people (under 20) received an ABI. Of these young people;

- Their ages were 12-14 years old (57%), 15-17 years old (38%) and 18 years or older (4%)
- 54% were female
- 59% lived in Rosyth
- 50% attended Dunfermline High School, 10% attended Inverkeithing High School, with 8% attending Woodmill High School the main school for Touch. Others were working, at college or unemployed.
- 57% had not consumed any alcohol at all that evening at the time of the ABI.
- The ABI uses a modified CRAFT test⁵⁰. 55% of the females had a CRAFT score of 3 or higher, compared to 43% of the males.
- 68 (60%) of young people engaged with *Clued-Up* in a follow up session.

The provision of basic information is an important first step: *"I used to walk home drunk on my own and ended up being sick quite a lot – I used to drink vodka, Frosty Jack cider and Buckfast. I remember [youth worker] telling me that I was drinking more than thirty units a week, which really surprised me. I didn't think Frosty Jack was that strong because it's so cheap!"* (Young woman, aged 15)

Outcomes for young people

The FAPP outcomes sought reduced consumption of alcohol by young people; some RCAP members suggested that this could be an unrealistic goal; their preferred outcome was that young people who are drinking in the community would be more aware of their personal safety. *Clued-Up* report that nearly all the young people who participated in *MAIT* had followed the harm reduction advice.⁵¹ Evaluation data from follow-up work that relies on self-reported changes in behaviour suggests that:

- Overall, 41% of those seen at a follow-up appointment had *reduced* their alcohol intake. 20 out of 39 females and 7 out of 28 males reported a reduction in their alcohol intake.
- Of ten people seen at follow-up who had *not reduced* their alcohol intake, eight had followed the harm reduction advice given to them during the ABI.

The experience of the *MAIT* suggests that ABIs may be a young persons' only opportunity for a dialogue with a trusted adult outwith a school setting. Whilst alcohol consumption is the initial focus, it is often symptomatic of issues in other areas of the young people's lives at home or school. A lesson is that it is crucial that ABIs must allow for breadth of discussion of other issues; this also suggests that re-engagement and reinforcement of the key messages from an ABI may be valuable – treating them as a process rather than an event.

Case studies show the value of *linking* ABIs to follow-up and one-to-one sessions for

⁵⁰ The test used is a combination of the FAST and CRAFT tests. The questions are answered Yes or No. The questions are – Have you ever got into trouble while you were using alcohol?; Do you ever use alcohol to relax, feel better about yourself or fit in?; Do you ever forget things you did while drinking alcohol?; Do your family or friends ever tell you that you should cut down your drinking?; Have you ever driven a car when you had been drinking alcohol or ridden in a car driven by someone else who had been drinking alcohol?

⁵¹ This is based on feedback from use of the "R U Up For It" game; this asks young people to pick three behaviour change suggestions that they will try.

developing longer-term tailored strategies to reduce alcohol consumption and tackle related difficulties. However, those aged over 16 are often less willing to participate in follow-ups and experience suggests that it is easier to organise follow-up sessions within school settings.

The experience of the *MAIT* and associated youth work shows the value of engaging with young people '*on their own territory*'. This has enabled the workers to build trusting relationships with young people that provide the basis for further targeted and tailored support; this has also produced positive 'advertising' or peer referral as young people have encouraged their friends to engage too. Some have also been encouraged to talk to their teachers about their drinking. By offering initial support within the community, and follow up support within school, *MAIT* has been able to identify issues that may not have come to light otherwise, including drug use and poor mental wellbeing.

Other lessons: Operational pre-briefing and de-briefing are important to ensure that all active partners understand their respective roles and remits. Wider understanding of the role of the *MAIT* is also needed, not least so that it does not unintentionally contribute to other difficulties.

There needs to be clarity of roles and professional duties. Whilst there may be value in sending all staff involved on ABI training, it is important to be clear about actual role expectations in terms of whether staff are expected to deliver interventions, or support others to do so. The withdrawal of the NHS (Dunfermline and West Fife CHP) from involvement in the *MAIT* sessions appears to be due differences over the appropriateness and necessity of having a trained nurse on the bus.

The involvement of police in the *MAIT* does seem to have brought some additional or reinforcing benefits to their engagement with young people and has improved their relationships with youth workers. Their presence in plain clothes has been beneficial – some police acknowledge that this can improve their communication with young people, and helps to break down attitudinal barriers towards the Police. It has also been a chance for them to promote other diversionary activities such as the Midnight Football.

Unanticipated/further related outcomes: The *MAIT* and associated youth work in Rosyth has also led to a spin-off intervention '*We-Fit*' (West Fife in Training) which started in December 2011, facilitated by *Clued-Up*. This has been a bespoke programme designed to work with a known group of young people from Rosyth to encourage them to think about their health and post-16 destinations, with funding from the Community Safety Coordinating Group. It provided a mix of challenging activities, including sports and fitness, public speaking, a community project and a residential. This approach was based on an insight amongst youth workers that diversionary activities may be most effective in tackling anti-social behaviour amongst young people at times *other than Friday evenings* as this is when they are most bored and likely to get into trouble (even though they may be sober). *We-Fit* involved a group of 3 young women and 5 young men from Dunfermline High School and St Columba's who lived in the Camdean and Sherbrooke areas of Rosyth; this demonstrated that despite fears of disorder between young people from the two neighbourhoods within Rosyth, they can work together and become friends. *We-Fit* was nominated for a Young Scot Award 2012. A fuller evaluation of the *MAIT* will be undertaken by *Clued-Up* later in 2012.

7. Community Film Project (Kinetic)
Pilot area Rosyth
Date and status Commenced August 2010. Incomplete.
Description and reach <p>The aim of the film was to work with young people in Rosyth who misuse alcohol or are at risk of misuse to explore their relationship with alcohol and to produce a film which documents their experiences. The film was to be suitable for showing to a range of audiences, such as schools, funders, agencies. Outcomes for Kinetic and their local partners were agreed as:</p> <ul style="list-style-type: none"> a) Young people will be better informed about the risks of alcohol abuse b) Young people will know where to access support c) Young people will have knowledge of film making and community work d) Public perception of alcohol-related behaviours in the community will be improved <p>Between 8-20 young people were planned to be involved in film making, with a wider reach to other young people, parents and others in the community dependent upon a screening strategy agreed. This was funded by both FAPP and the Robertson Trust, with a completion date of December 2010. Kinetic agreed an evaluation plan with the FAPP evaluation partners in September 2010. This identified the need for film direction to take into account the FAPP agenda in Rosyth and be based on an awareness of the local issues and concerns. The responsibility of FAPP for agreeing a clear screening strategy was also identified.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) • Reduced availability of alcohol for young people (under 18) • Improved public perception of alcohol-related nuisance in the community
Main connections to other areas of the programme The film was to be delivered by Kinetic working with support from <i>Clued-Up</i> specialist youth workers and CLD detached youth workers.
Key findings <p>An uncut and then edited version of the film, including some new footage, were shown to members of RCAP and the FAPP Steering Group, but the film has never been signed off as completed by FAPP and the film will not be screened more widely.</p> <p>Whilst the original proposal was that the film would create ‘a young-person driven, peer to peer educational process that is an alternative to anti-social behaviour and underage consumption of alcohol’, young people were not actively involved in the filming other than as subjects. Concerns emerged from members of RCAP about ethical issues in engaging with young people and the need for clear consent protocols.</p> <p>The working version of the film portrayed young people from Rosyth in both school and community settings and was felt by some partners to be more balanced. It showed that young people did know the first names of the Community Police Officers. Some thought</p>

it could potentially be used as a tool for discussion to dispel stereotypes about young people. However, there remained differences of opinion amongst those involved in RCAP and the FAPP Steering Group about the value of the film. One partner suggested that *“... there wasn’t a clear purpose and there wasn’t enough involvement from young people in the planning of it in the first place. Was the film putting across Kinetic’s view, young people’s view, what was it telling? And I know it was important to keep it open but [also] to get a result that is useable.”*

Whilst there was an initial expectation that this film would be useful for training, the precise audience and desired messages were never clearly specified or managed by the commissioners. One stakeholder has suggested that a clear lesson is that *“you can’t just have a sensitive kind of project like that - you can’t just hand that over to an organisation. You have to be actually working with them to get the kind of outcome you’re looking for”*.

8. Scottish Certificate in Alcohol Awareness (SCAA)	
Pilot area Rosyth	
Date and status Completed November 2010	
Description and reach The SCAA course was designed by the British Institute of Innkeeping (known as BII) ⁵² to educate young people about the social, economic, career and health aspects of alcohol. The programme worked with a class of seven Year 3 boys (aged 14-15) at Dunfermline High School (DHS), the main non-denominational High School for Rosyth. Three of the class lived in Rosyth.	
Link to FAPP outcomes <ul style="list-style-type: none"> Reduced demand for alcohol for young people (under 18) <ul style="list-style-type: none"> Reduced attempts to buy alcohol by under 18s Reduced attempts at proxy purchase on behalf of under 18s. 	
Main connections to other areas of the programme Although this programme has been delivered within the main non-denominational secondary school for Rosyth, it has worked with a very small group of pupils and it is not known whether they have taken part in any other Rosyth based activities.	
Key findings To assess the achievement of FAPP outcomes, additional questions were added to the existing SCAA post-course evaluation form. Five evaluation forms were returned. Of these, three said the exam was easy and two said it was 'average'. In relation to existing drinking behaviours, of the five pupils responding, four say that they have ever had an alcoholic drink, with three saying that this was in the last seven days. Four pupils said that all or most of their friends drink, with one saying that they had bought alcohol for themselves. All four say that an older friend has bought alcohol for them. This does suggest that 14-15 year old boys do not have any difficulty obtaining alcohol if they want it. The table below shows their responses to questions about what difference the course has made to them.	
<i>Thinking about the alcohol awareness course you have just done at school, please tell us what difference it has made:</i>	Number
I know more about the dangers of drinking too much	5
I know about the strength of alcoholic drinks	4
I know how much it is safe for adults to drink	4
I know it is against the law to drink if you are under 18	4
I have talked to my friends or family about the harm caused by drinking	3
I would like to work in the drinks industry	0
I would like to work helping people who drink too much	1
It has made no difference to my views about alcohol	2

⁵² The British Institute of Innkeeping (now known as BII) was founded in 1981 with the support of the Brewers' Society, the National Association of Licensed House Managers, the (then) National Union of Licensed Victuallers, the (then) Hotel and Catering Industry Training Board, and the Scottish Licensed Trade Association. It is a private limited company and a registered charity. As the professional body for the Licensed Retail sector it provides qualifications for the sector through its wholly-owned awarding body, BIIAB

Whilst the numbers involved in this programme are very small and not all have returned an evaluation form, this limited data suggests that most agree that they know more about the dangers of drinking too much, the strength of alcoholic drinks, safe guidelines for adults and under-age drinking. It is difficult to draw any firm conclusions with this data.

More widely, the potential impact of this programme as part of a multi-component programme has been severely limited by the scale of the intervention. The interim report suggested that there was a need to make explicit links with other FAPP programmes if the intervention was to stand a chance of addressing desired outcomes in Rosyth. FAPP did agree to fund a *Peer Education Project* in Dunfermline High School, to start in the Autumn 2010. This was planned to train and support 5th and 6th year pupils to mentor younger pupils throughout the school in relation to alcohol issues. This would have been a chance to build positively on the previous interventions such as BII in the school and other community-based work undertaken by CLD through the *Drinkaware Challenges* at The Shack. This was discussed with the school but did not proceed.

Subsequently, youth consultation has taken place in DHS with *Space Unlimited* (2011). It is not known whether any of those taking part in that intervention had previously completed the *Scottish Certificate in Alcohol Awareness*.

9. Crimestoppers Fife Wide Proxy Purchase Campaign
Pilot area Fife Wide – linked to Rosyth
Date and status Completed Jan-March 2011
Description and reach This was a Fife-wide 3 month media campaign to promote understanding of proxy purchase and increase knowledge of Crimestoppers. £5000 funded communications materials, local press activity, posters, advertising and a local radio campaign.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) • Reduced availability of alcohol for young people (under 18)
Main connections to other areas of the programme Part of several interventions aimed to address the supply of alcohol to under 18s in Rosyth. The main practical link is with the CAP – engagement and enforcement with traders.
Key findings Evaluation by Crimestoppers identified a 17% increase in actionable information during the 3 month campaign period over the same period in the previous year. In January 2011 there was a 57% increase in actionable information over the same month in the previous year and the largest monthly change over two years. For 2010-11 as a whole, there was a 6% increase in actionable information over the previous year. Two calls in relation to proxy purchase were received during the campaign period, neither of which resulted in a test purchase or arrest. Within the same period Fife Constabulary received information directly from the public which led to a test purchase and subsequent arrest and charge. This may have been as an indirect result of the campaign. The publicity resulting from the campaign provided other information in relation to other crimes.

10. Safer Neighbourhoods Team (SNT)
Pilot area Rosyth
Date and status February-May 2011 (completed)
Description and reach The Fife Constabulary SNT was deployed in Rosyth for a four month period in early 2011. This intervention was intended to tackle anti-social behaviour, with a particular focus on using local intelligence to target known hot spots and individuals, but also to work with partner agencies to support diversionary projects for young people. The SNT had targets that included greater enforcement, intelligence gathering, community engagement, environmental improvements and diversionary activity for young people.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) • Reduced availability of alcohol for young people (under 18) • Improved public perception of alcohol-related nuisance in the community
Main connections to other areas of the programme <p>The SNT intervention explicitly linked enforcement and diversionary activities as part of several interventions aimed to address the demand for and supply of alcohol to under 18 year olds in Rosyth and to address public perceptions of alcohol-related nuisance in the community.</p> <p>The work of the SNT supported the establishment of the <i>Midnight Football</i> league held on Friday evenings for an 8 week period from September 2011 in collaboration with Detached Youth Workers, Community Wardens, the Scottish Football Association and MoD. This was funded by the Local Community Safety Budget.</p> <p>The SNT also secured the agreement of all but one of the local traders to participate in the <i>Bottlewatch</i> scheme and gathered intelligence to support the CAP/enforcement activities around under-aged sales and proxy purchase. SNT officers have also linked with the <i>MAIT</i> in Rosyth and attended ABI training. A member of the SNT attended the Rosyth Local Consultation event facilitated by the FAPP evaluation partners in March 2011.</p> <p>This work has been continued by the Community Police Officers working from the Rosyth Police Station opened in August 2011. Fife Constabulary continued to adopt occasional high visibility and plain clothes patrols targeted at hot spots; for example such an initiative in September 2011 led to large scale seizures of alcohol. The <i>MAIT</i> found that after this initiative the following week Rosyth was quieter than usual and this may have been a factor in the subsequent displacement of young people to the Duloch area of Dunfermline and the consequent decision to move the <i>MAIT</i> bus out of Rosyth for a period.</p>

Key findings

The SNT self-evaluation report identified a reduction in calls to the police regarding specific hot spots and related anti-social behaviour. The report also suggests that feedback to the Police from residents suggested that most were positive about the impact of their intervention on ASB related activity.

In terms of the effect of the SNT intervention on ASB offences, figures from Fife Constabulary show that for the four month period (Feb-May 2011) total ASB offences were 23% *lower* than the equivalent period a year before. The four month period after the SNT withdrew saw an increase of 22% in ASB offences although in previous years this period had seen a drop in total ASB offences. These figures may reflect the increase in police resource and pro-activity in the area. It is also important to acknowledge the potential displacement effect.

In terms of wider impacts, the SNT intervention has developed links with detached youth workers, MoD Police and Fife Constabulary local community officers and led to a decision to deploy Community Wardens in Rosyth on an on-going basis.

The police have subsequently reported that total calls from the Rosyth area halved during the period of the *Midnight Football* initiative when compared to a similar period the previous year. This initiative attracted children and young people from elsewhere in Fife with an estimated 120 children and young people attending the final session, although it has been noted that those attracted to the football event tended to be younger than those that the *MAIT* and detached youth workers were encountering on the streets. The Police also used this activity as an opportunity to ask those taking part to identify policing priorities for their local area.

The experience of the SNT shows that intensive interventions which combine enforcement and engagement by building connections with others working in the area can make an impact on anti-social behaviour, at least in the short term. The SNT have highlighted gaps in youth provision and drawn in additional funding for a short period; many of the benefits of such interventions are in improved relationships, for example, between the Police and young people and between the Police and youth workers.

11. Community Consultation and Evaluation Events (with <i>Research for Real</i>)
Pilot area Rosyth
Date and status Two local consultation events with FAPP evaluation partners have been completed. <ul style="list-style-type: none"> • Consultation with young people took place at <i>The Shack</i> in August 2010 • <i>Moving forward to tackle alcohol-related harm in Rosyth</i>, Local evaluation workshop, March 2011
Description and reach Two locally-based events have been held to provide evidence to inform the development and review of the Rosyth programme. These have been led by the FAPP evaluation partners in collaboration with FAPP and the <i>Rosyth Community Alcohol Partnership</i> . At the consultation with young people in 2010, nine young people attended (6 girls/3 boys), including three young women who helped to co-facilitate the activities. Fife Council youth work staff and the FAPP Project Manager also attended; there were eight adults in total. Various methods of consultation were used, including graffiti walls, a Vox Box and a self-completion survey and pizza was provided at the end of the evening. The focus of the March 2011 event was on progress so far and agreement on a set of 'success factors' that can be used to monitor and evaluate the process and outcomes of the multi-component programme in Rosyth over the final year. Each project or intervention was asked to prepare a visual display or poster to convey some basic information about their activities. Around 23 people attended the event held in Rosyth Parish Church including members of the FAPP Steering Group, the ADP, Fife Constabulary, Fife Council, NHS Fife, the Fife Detached Youth Work Team, the Retail of Alcohol Standards Group, SGAIP, Rosyth Community Council, <i>Clued-Up</i> , Kinetic and Do Be. Four young people who live in the area and who have been involved in FAPP interventions (<i>MAIT</i> , detached youth work and Do-Be) also attended with the support of the detached youth work and <i>Clued-Up</i> teams. The majority of those who attended did not regularly attend RCAP meetings. Most interventions were represented by a poster, although there was little information about the enforcement elements of the RCAP.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced demand for alcohol for young people (under 18) • Reduced availability of alcohol for young people (under 18) • Improved public perception of alcohol-related nuisance in the community
Main connections to other areas of the programme These events were designed to contribute to the on-going evaluation of the programme in Rosyth; they provided space for people to express their views that there was a clear need to find different ways to engage with young people and to improve the implementation of the programme in Rosyth. <i>Space Unlimited</i> was subsequently commissioned to undertake dedicated youth consultation with young people from Rosyth at Dunfermline High School.

Key findings

These consultation events show the relative absence of the direct views of young people and their lack of influence on the Rosyth programme at that time. Attempts to involve young people highlighted the need for a much more innovative and engaging approach, which would allow them to influence the direction and content of the programme.

This period was an important watershed in the life of the FAPP programme in Rosyth; by early 2011, the focus of the work of RCAP had shifted from the initial emphasis on enforcement and 'supply-side' interventions, to 'demand-side' and youth-orientated interventions.

The March 2011 event highlighted a continuing large discrepancy between the formal goals of FAPP in Rosyth and the understandings of those most involved in implementation on the ground. There was a noted clear lack of operational connectivity, coherence and shared knowledge amongst those most involved in delivering interventions. There were differences of view about realistic outcomes and a need to clarify the individual and collective contributions to the programme and agree a clear outcome-focused programme that had the support of locally focused staff. A need for more communication between RCAP and the FAPP Steering Group was identified and concerns were also expressed about the sustainability of the work and future funding. A set of 'success factors' to track the progress and outcomes of the work being undertaken were tested out. The substantive issues raised are reported more fully elsewhere in this report.

Those present welcomed the chance to communicate with each other in this way and agreed that there was a need for more 'real-time' learning and sharing to review progress and identify things that aren't happening or gaps in knowledge. There was also interest in using social media to communicate more quickly and effectively with young people and questions raised about connections between the work and the Youth Forum.

Subsequently, it was agreed to use the 'success factors' as a way of getting more systematic feedback at RCAP meetings and to set time aside to share the emerging 'stories' and discuss the implications for the work of the partnership; *"... for me a turning point was that discussion we had [after the March 2011 event] and it was 'ah-ha!' a bit of a light coming on. I like this approach because before, we were always focused in the past.we seemed to make more strides once we had a different format for the meetings which involved discussion... it just felt more real. That we were focusing on the actual outputs and the differences it was making."*

12. Space Unlimited: Involving young people in an inquiry to explore how can we work together to reduce alcohol-related harm
Pilot area Rosyth
Date and status December 2011 to March 2012 – completed
Description and reach <p><i>Space Unlimited</i> designed and facilitated a youth-led, inquiry based project with a small group of young people from Rosyth, who attend Dunfermline High School. The project aimed to help young people tell their own stories of alcohol use and misuse honestly and to try to develop a deep understanding of their motives and actions. The project also aimed to enable the young people to talk about the necessary changes that are needed (in themselves, others and the community) to reduce alcohol-related harm and to share their thoughts and ideas with members of RCAP and FAPP at later meetings. The <i>Space Unlimited</i> approach aimed to 'level the playing field' between young people and adults. Two members of RCAP from <i>Clued-Up</i> and CLD were involved as co-facilitators, alongside two <i>Space Unlimited</i> facilitators.</p> <p>19 young people were involved in the initial phase of inquiry (9 female, 10 male), which explored their ideas for the future and key messages and questions for the stakeholders coming to the 'handover' meetings. The second phase involved fairly open-ended conversations between the young people and two community police officers and three members of RCAP/FAPP, supported by facilitators. A further session involved young people, four police officers and six representatives from RCAP, FAPP, and local youth providers. A final phase involved a meeting between 11 young people and a wider range of 18 FAPP and RCAP partners for a 'final' conversation about the project and their ideas.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced alcohol-related crime & disorder offences by young people under 18 years • Reduced consumption of alcohol by young people under 18 years old • Reduced demand for alcohol for young people (under 18) • Reduced attempts to buy alcohol (off-sales) by under 18s • Reduced attempts at proxy purchase
Main connections to other areas of the programme The <i>Space Unlimited</i> consultation was one of two interventions that took place within Dunfermline High School. Almost all of the participants in <i>Space Unlimited</i> had previously participated in <i>MAIT</i> and all lived in Rosyth. The participants were known to youth workers from <i>Clued-Up</i> and CLD and/or the Police. This was the culmination of previous small-scale efforts to consult with young people. It also engaged directly with a number of local professionals from Fife Constabulary and CLD, the FAPP Steering Group and members of RCAP at a number of 'handover' sessions.
Key findings The <i>Space Unlimited</i> consultation provided valuable insights about young people's perspectives and behaviours in relation to alcohol-related harm and their views about youth provision within Rosyth. Some of their views provided a direct challenge to the understandings and perspectives of members of RCAP and FAPP; in particular young people were very clear that they did not wish to stop drinking. Young people have also gained insights themselves into the importance of the issue for individuals and the wider community and into the perspectives of the Police and others seeking to address anti-social behaviour in the community. By the end of the project, some young people were

reporting changes in their own behaviours in relation to drinking.

The majority of young people agreed both that participating in the project had helped them to think about how alcohol-related harm affects the community and that they have had a real influence on the way things might change in the future.⁵³ Young people contributed key ideas on future diversionary activities, the value of meeting people to understand their perspectives (particularly the police), and providing space for teenagers.

Involving young people

A lesson is that young people wish to be involved in choosing and setting up activities, rather than just *“having it done to them”*, or just being told what’s on. In particular, the girls felt that there was a definite gender bias in the local provision, which was largely focused on sporting activities that did not take into account their wants/needs.

They also wish to take more responsibility to build something themselves, but working with adults so that not too much is *“completely on our shoulders”*. They wished to do their own fundraising to fund activities, and they stated that as they would be likely to be spending less money on alcohol, they could contribute to the costs of activities that would take them out of Rosyth, such as: swimming in Dunfermline; going to the gym; and trips away.

They wanted community engagement meetings to be more attractive to young people, including some meetings for young people only and to see wider use of social media such as Facebook.

Young people’s ideas for spaces that would be tailored to their needs

When asked to explain why they don’t use existing provision, the general feeling among the group was of being in a ‘no-man’s-land’ where you weren’t old enough to go to the pub, but were too old for the youth centres. They proposed a number of ideas for shaping future provision.

A 16-20 pub: the young people noted that in some other countries the laws are more relaxed and also that there are *“some weird bits in the law where young people can consume alcohol when consuming food and accompanied by adults over drinking age”*. They were therefore following their own desire for a place to socialise, and to have a drink, which would be safe, controlled and sensible; a place that would keep them off the streets, out of trouble and not being a problem for the community and the police.

Space for 14-18 year olds: the young people felt that the current youth provision made them feel unwelcome, out of place or de-prioritised, due to the high proportion of younger children. They wanted youth provision to encompass: a space for 14 -18 year olds only; running from around 6pm till 10.30/11pm; and open on Friday and Saturday; to be staffed by youth workers in their 20’s, who would to interact with/be part of the group, look after but not control; located somewhere in the middle, near the old Lexmark factory; facilities should include: pool table / table football / air hockey; computers / computer room; television / television room; Xbox / PlayStation / Wii; gym; cooking room; trampoline; football goals to put outside for a kick-a-bout.

⁵³ Eight young people completed end of project evaluation forms.

Relationships with the police: The young people were quite upfront about not knowing whether/how to trust the police. They felt that this was mainly due to the contradictions and inconsistencies they felt were present in the behaviour of the police as a whole. The opportunities to talk directly to young people allowed the police to share their perspectives about their roles and actions which had seemed incomprehensible and confusing to the young people beforehand. The young people also shared that some of them know the police are “*usually just doing their job*”, while others feel the police “*abuse their power*” with young people, citing the instruction to “*go home!*” at 8 o’clock in the evening.

The police suggested that “*trust works both ways*”, that underage drinking is the main problem they have to be strict about and that it undermines any trust or good/positive relationships that the police and the young people have built up. The young people learned that the police get regular calls from local residents about groups of young people, which they must respond to. This means coming and breaking the group up or moving them on. The young people agreed that it was not acceptable to “*make others suffer so you can have fun*”, and that, “*it would not be on*” for a group of 15-20 drunk people outside their Gran’s house. They also seemed to understand the need for the police to be seen to do something when they get calls from residents too. They did however maintain, “*we try not to disrupt the public, but sometimes it just happens! that it can’t be just young people that do that*” – which, it was agreed, was a fair point, excepting the fact that, if alcohol was involved, it was breaking the law and that, in a lot of instances, ‘having fun’ can look like something more serious, like fighting.

Other lessons: It was important to approach young people in the spirit of asking for their help and advice and seeking their involvement in the solutions, rather than appearing to be trying to tell them not to drink.

- Asking, not telling, is important to all on-going work. A non-judgemental approach which neither scolds, nor celebrates their stories is appreciated by young people and helps them and others to be honest.
- Whilst their initial motivations may have been focused on the chance to get out of school for a few days, their interest and confidence grew and they came to relish the challenges of the work, finding real personal benefits in it.
- Meeting in a different space with the police and youth service providers made the subject real and more engaging as they saw it was something they could change and make better for themselves and their peers. Their desire to have some influence over the way youth provision changes in the future may be important to on-going, sustainable youth engagement.

Conclusions: This was an ambitious project that worked with some young people seen as challenging, in addressing the issue of alcohol-related harm in their own local community. It showed that is possible to gain the trust and engagement of a group of such young people and indeed, valuable for all parties to do so. A number of partners have commented that this kind of engagement with young people might have made a much bigger difference to the nature and content of the FAPP programme in Rosyth if it had been conducted at the start of the process: “*It’s bairns is the problem and bairns is the answer!*” There are lessons for all FAPP partners and services concerned with community engagement and alcohol-related harm.

Touch interventions

13. Community Consultation and Evaluation Events (with <i>Research for Real</i>)
Pilot area Touch
Date and status Three formal Local Consultation Events with FAPP evaluation partners have been completed. All events have been held in the Touch Community Centre. <ul style="list-style-type: none"> • <i>Connecting up: a conversation about alcohol</i> 9 July 2009 • <i>Curry & Community Consultation Event</i> 9 September 2009 • <i>Tackling alcohol-related harm in Touch</i> 18 March 2011
Description and reach Three locally based events have been held to engage with local people around scoping the Touch programme, devising suitable outcomes and assessing progress. These have been led by the FAPP evaluation partners in collaboration with FAPP and the Touch Tasking Team and have been in addition to on-going, informal consultative processes undertaken by the project manager. The aim of the July 2009 event was to start the work of FAPP in Touch by gaining a fuller understanding of the local picture in relation to alcohol-related harm, seek the views of those who live or work about what FAPP should do and possible approaches and promote support for the implementation and evaluation of the programme. The aim of the September 2009 event was to consult more widely with the community in Touch and further test the level of support for proposed interventions. The purpose of the March 2011 event was to acknowledge the work of the <i>Touch Tasking Team</i> , assess progress to date and agree how to monitor and evaluate both the process and outcomes of the multi-component programme in Touch over the final year.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced impact of alcohol-related harm on individuals, families and the community • Greater knowledge of the harmful effects of drinking • Greater adoption of safer drinking patterns and reduced public acceptability of hazardous drinking • Greater perception of safety and security in the home and community
Main connections to other areas of the programme These events were designed to take an overview of the programme in Touch at different stages of the life of the partnership, working with the <i>Touch Tasking Team</i> and the FAPP Steering Group. Substantive findings that emerged from these events are reported elsewhere in this report. This digest focuses on the purposes, processes and participation.

Key findings

Over 20 people attended the initial event from Fife Council, the voluntary sector, the Police, the Scottish Government, the Community Council and the NHS. Six people were local residents. The response was very positive; participants valued the fact that it brought together people from different backgrounds and encouraged an exchange of ideas and information in a participatory way. However, not all services were represented and the number of local people was felt to be low. An immediate outcome was a walkabout of the area involving agencies and local people which took place a week later. The discussion made a significant impact on thinking about the desired outcomes for the FAPP programme in Touch, proposed ideas for interventions and suggested that it would be vital to involve the community in developing the approach adopted in Touch. A further event to promote wider community consultation was scheduled for September.

A total of 35 people attended the September 2009 event and included more local residents. The participants broadly endorsed the views expressed at the previous event, but also raised the issue of fear of intimidation and reprisals for those who report anti-social behaviour and sought measures which would enhance the safety and security of local residents within their homes, through provision of door entry systems. They also wished to know more about the views of young people about specific activities that they would like to see developed in the area.

Around 35 people attended the March 2011 event including 7 local people and some members of the FAPP Steering Group. Around 20 posters charting activities and progress were displayed and most interventions were represented. The event was also used to test and report on a series of 'success factors' against which overall progress could be assessed. These were based on a number of stages or progression towards agreed outcomes for Touch. This was a positive and useful event providing insights into progress (which is reported elsewhere in this report) and agreement around a set of 'success factors' to track the progress and outcomes of the work being undertaken. The event did highlight the limited use of evaluation data on the posters despite agreements that interventions should produce basic self-evaluation data. The event led to subsequent agreement to use the 'success factors' as a way of getting more systematic feedback at *Touch Tasking Team* meetings and from others in the community and a decision to set aside time at meetings to share the emerging 'stories' and discuss the implications for the work of the partnership.

Overview: These events have been a way of attempting to embed various evaluative processes into the design, delivery and evaluation of the Touch programme. The first two made important and challenging contributions to FAPP thinking about the nature of alcohol-related harm, highlighted the importance to the community of their involvement in the programme and of the need to specifically engage with young people. The final event highlighted some of the barriers to engagement in self-evaluation, expressed in both resistance to the idea of reporting on your own progress and absence of outcome-focused data from existing monitoring and evaluation activities. More positively the last event did produce a set of 'prompt cards' that were used from June 2011 onwards to discuss these issues at the *Touch Tasking Team*. *Homestart* have also used these cards to promote discussion with local residents.

14. Feel the Fear (Soulfire)
Pilot area Touch
Date and status Completed June 2010
Description and reach This was an eight week evening course aimed at young women with the goal of building confidence and self-esteem. Eight participants aged between 22-45 years old took part including four who lived in Touch.
Link to FAPP outcomes <ul style="list-style-type: none"> • Greater confidence, self-esteem and assertiveness amongst young women • Better management of stress and emotional triggers by drinkers to address underlying causes of drinking. • Greater dialogue in the community about drinking and health and related harm
Main connections to other areas of the programme A similar workshop was offered at the 2010 Touch Tastic event.
Key findings Seven women responded to a survey at the end of the course. All the participants viewed the impact of the course in a positive way. All talked about having more confidence as a result of the course. All said they would recommend the course to a friend. The women who attended the course said that they do drink alcohol, but did not appear to be frequent drinkers. The course was not designed to address alcohol issues directly; however, the coordinator reported that there tended to be a lot of informal discussion about alcohol amongst the women attending. This included discussion of binge drinking and how other people's drinking was negatively impacting on the quality of life of other residents in the area. This course produced immediate positive personal outcomes for the participants. Fuller details are reported in the FAPP interim report; this concluded that as a small-scale intervention this could be a springboard to engage the participants in wider community-based activities and to use their positive experience to motivate them to continue to be involved in the work of FAPP.

15. Scottish Certificate in Alcohol Awareness (SCAA)									
Pilot area Woodmill High School, Touch									
Date and status Completed June 2010									
Description and reach This is a course designed by the British Institute of Innkeeping (known as BII) ⁵⁴ to educate young people about the social, economic, career and health aspects of alcohol. The course has been taken by most of the S3 year group (14-15 year olds) at Woodmill School which is the main non-denominational High School for Touch.									
Link to FAPP outcomes <ul style="list-style-type: none"> • More parents & children are talking to each other about drinking • Greater dialogue in the community about drinking and health and related harm 									
Main connections to other areas of the programme <i>Clued-Up</i> ran a consultation event with a group of 15 pupils from Woodmill HS in February 2011 and has subsequently established a <i>Touch Action Group</i> ; however it is not known whether these activities include any of those pupils that sat the SCAA. Woodmill High School staff have been trained in the use of the Intuition resource (see Do-Be).									
Key findings 159 pupils sat the end of course exam and all passed. Feedback from the teachers was broadly positive and they had some suggestions to improve the course if it was repeated. They suggest that the course can be linked to the <i>Curriculum for Excellence</i> and that it would also fit well into a flexible curriculum. The FAPP evaluation team designed a small number of additional questions for the post-course evaluation to address their outcomes. ⁵⁵ However, only seven evaluation forms were returned from the school, all by boys. In relation to the exam, four pupils said that it had been easy, two said it was average and one didn't sit the exam.									
<table border="1"> <thead> <tr> <th><i>Has the alcohol awareness course you have just done at school helped you to talk about these issues with your family and friends?</i></th><th>Number</th></tr> </thead> <tbody> <tr> <td>Yes, it has helped me to talk more</td><td>1</td></tr> <tr> <td>No, it has made no difference</td><td>5</td></tr> <tr> <td>Not sure</td><td>1</td></tr> </tbody> </table>		<i>Has the alcohol awareness course you have just done at school helped you to talk about these issues with your family and friends?</i>	Number	Yes, it has helped me to talk more	1	No, it has made no difference	5	Not sure	1
<i>Has the alcohol awareness course you have just done at school helped you to talk about these issues with your family and friends?</i>	Number								
Yes, it has helped me to talk more	1								
No, it has made no difference	5								
Not sure	1								
This data is very limited in what it suggests about the impact of the programme, particularly given the scale of the programme within the school and it is difficult to draw any firm conclusions.									

⁵⁴ The British Institute of Innkeeping (now known as BII) was founded in 1981 with the support of the Brewers' Society, the National Association of Licensed House Managers, the (then) National Union of Licensed Victuallers, the (then) Hotel and Catering Industry Training Board, and the Scottish Licensed Trade Association. It is a private limited company and a registered charity. As the professional body for the Licensed Retail sector it provides qualifications for the sector through its wholly-owned awarding body, BIIAB

⁵⁵ BII had existing arrangements for evaluation of its programmes, including pre and post surveys: however these have not been completed.

16. Specialist detached youth work: <i>Clued-Up</i> South West Fife and CLD
Pilot area Touch
Date and status 2010 Ongoing
Description and reach <p><i>Clued-Up</i> were commissioned by FAPP to develop positive relationships with local young people (under 25 years old) within the Touch community and provide a range of educational inputs on substance use for young people, with a focus on reducing alcohol-related harm in the Touch area. They were involved in both Touch Tastic weeks; offering drug and alcohol workshops in 2010, and a street event in partnership with CLD in 2011. A consultation event with a group of 15 pupils from Woodmill HS was conducted in February 2011. Subsequently, the <i>Touch Action Group</i> was established in partnership with CLD; this is a group of around eight young people known to them through Touch Tastic and Woodmill High School, who wish to develop a skate park for Touch and are also participating in a graffiti project. This work is now led by CLD. In 2011, <i>Clued-Up</i> also supported a health drop-in the Abbeyview/Tryst Centre Hub in partnership with CLD and the NHS, providing information and advice to young people from St Columba's High School and Woodmill High School.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • More parents & children are talking to each other about drinking • Greater dialogue in the community about drinking and health and related harm • Greater participation by young men in other activities that don't involve drinking. • Greater confidence, self-esteem and assertiveness amongst young women.
Main connections to other areas of the programme <p><i>Clued-Up</i> have played an important role in efforts to engage with young people in Touch, particularly making links between the main secondary school and activities within the local community. They have also worked closely with local CLD staff and have played an active role in the Touch Tasking Team. Whilst originally unanticipated, parallel involvement in the <i>MAIT</i> has also led to some local young people receiving ABIs in a community setting.</p>
Key findings <p>Specialist provision of this kind has been an opportunity for consultation with young people, a chance to tailor new provision around their concerns and to build relationships with other professionals working in the area. It represents the beginnings of a dialogue with young people in the community and illustrates the way that building relationships with young people and others working in the area are important first steps in efforts to tackle alcohol-related harm.</p> <p>The consultation with young people in Touch in February 2011 identified that their concerns about poor environmental quality, inadequate lighting and personal safety echoed those of older residents. They were also very positive about older members of the community. The young people were keen to do more in their community and identified a number of community-based activities they would like including a graffiti project and street events: they “...<i>wanted something to be proud of in Touch</i>”. These ideas have been taken forward by <i>Clued-Up</i> in collaboration with Fife Council CLD and after March 2012 (as funding has ended) are led by CLD.</p>

Clued-Up have also worked closely with the Fife Council Youth Strategy Group to address antisocial behaviour at Duloch. The shifting of the *MAIT* from Rosyth to Duloch, Dunfermline (near to Touch) by *Clued-Up* in April, May and October 2011, led to nine pupils from Woodmill HS receiving ABIs on the *MAIT* bus, as well as other pupils from Dunfermline schools. Of the nine, six engaged in follow-up work with *Clued-Up* and all had reduced their alcohol intake at follow up or had followed the harm reduction advice.

This kind of provision is a small-scale intervention and has proceeded relatively slowly in order to build relationships as part of the approach. This provides a better chance that the work started will be sustainable in the longer term, but this is now the responsibility of the mainstream agencies.

17. Community Consultation Events – Touch Tastic
Pilot area Touch
Date and status Touch Tastic, week-long community based activities July 2010 and July 2011, completed.
Description and reach Touch Tastic was a free week-long mixed programme of community based activities including sports, cookery, arts & crafts based workshops, drama, dance, displays by the Fire Service and Police, the use of the <i>Revolution Bus</i> and alcohol awareness workshops. Similar programmes ran in July 2010 and 2011. It involved a wide range of public, private and third sector agencies in delivering these activities. These events were seen as a form of community engagement with the intention of ' <i>bringing the community out from behind closed doors</i> ' and promoting engagement between residents and partner agencies.
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced impact of alcohol-related harm on individuals, families and the community <ul style="list-style-type: none"> ○ Greater knowledge of the harmful effects of drinking ○ Greater adoption of safer drinking patterns and reduced public acceptability of hazardous drinking ○ Greater dialogue in the community about drinking and health and related harm ○ Greater perception of safety and security in the home and community
Main connections to other areas of the programme Touch Tastic events have been an important focus for members of the community and agencies that attend the <i>Touch Tasking Team</i> and there is a strong desire to see them continue after March 2012. Most agencies involved in the programme took part in the events in some way, by publicising it and running activities.
Key findings <p>July 2010 event: Fife Constabulary estimated that around 400 people attended the 2010 event. The participants were mostly women or children (both male and female). Thirteen local people who took part during the week gave feedback on the event. Overall these and other informal responses were broadly positive about the activities and some local residents were interested in being involved further.</p> <p>Feedback from staff or volunteers responsible for activities during the event, suggests that whilst some activities were very well attended this was not consistent. Some activities went very well, in particular the <i>Healthy Eating Workshop</i>, the <i>Revolution Bus</i> and <i>Neighbourhood Watch</i> workshop. Other activities did not go as expected because of poor turnout or a failure to attract the most appropriate people to the activity. Some activities were a success due to the last minute efforts of staff to encourage participation and by their willingness to be flexible in their approach. Comments also suggest that the event was a valuable networking opportunity between agencies and that some gained a greater understanding of FAPP's aims in Touch. An evaluation report to the FAPP Steering Group acknowledged the value of this kind of engagement activity and suggested a number of</p>

lessons in relation to targeting, clarity of purpose in relation to desired outcomes in Touch and sustainability.

July 2011 event: No estimate is available of overall attendance during the July 2011 event. Informal feedback from participants was again largely positive. Seven survey responses were received from staff and volunteers involved in delivering activities. They reported a similar profile of mothers and children attending as in the previous year, again with some activities attracting better attendance than others and some affected by poor weather. One cookery class was threatened with cancellation due to illness of the tutor, but two previous participants volunteered to run the class and managed to plan, shop for and deliver the class at short notice. The event did show that some local residents were willing to take a more active role and wished to be involved in organising similar future events.

Overview: The purpose was expressed by a member of the *Touch Tasking Team* as: “... about getting people out from behind their front doors, getting some community spirit, getting something positive and enjoyable happening in Touch as a whole, as well as getting our whole message over, and opening doors for people to get some support as they needed it. I think all the feedback has been that that side of it all has worked. I don’t think that there have necessarily been referrals to [counselling services], or whatever, because of it.”

These events have been successful in both raising awareness amongst agencies that Touch is a community that needs some support and assistance and generating a positive reception amongst residents: *“the most valuable thing that happened in Touch has been the two years of our fantastic week, because it did get in members of the community who otherwise might not have come into it. So much so that they are actually asking if there will be another one this year.”* The Police suggest this approach has contributed to better community relations and support for their work.

Local people have reported that in general the expense of activities is an issue and that they need to be free.

Both events were successful in engaging with sections of the community, although did not consistently raise the issue of alcohol-related harm in the area or generate tangible or immediate outcomes. One partner involved in delivering activities in 2011 suggests a need for a balance between these different goals: *“I heard various positive comments about the Touch Tastic event, but most people were focussed on this offering provision for young children - no one appeared to make the link between this and alcohol use, and I had concerns that many of the activities weren’t targeted at those who would benefit most from FAPP input.”*

Fife Council Community Education team have been able to use the contacts and experience of *Touch Tastic* and other events to encourage people to get involved in adult learning, some of it based in Touch. These suggest that such engagement can be linked to raising awareness and promoting a dialogue about alcohol-related harm for individuals and the wider community during activities that are not necessarily focused on the issue, but that the impact may not be immediate or readily measurable. The experience of the two events suggests that, whilst positive, there remain challenges in relation to supporting ongoing community engagement and practical involvement, continuing to build trust,

confidence and capacity (amongst both willing individuals and the wider community) and targeting the right people to make the kind of impact around alcohol-related harm sought by FAPP and the Touch Tasking Team.

18. Community based safety and security initiatives (Fife Constabulary, Fife Council and local residents)
Pilot area Touch
Date and status November 2010 on-going
Description and reach <p>A number of related small-scale safety and security initiatives involving local services, particularly housing and the police, and local residents have been part of the work in Touch. These include <i>Neighbourhood Watch</i>, Walkabouts, the implementation of security measures (including CCTV, lighting and secure door entries) and local publicity for the Fife Council <i>Night-time Noise Team</i>. The focus on community safety and security originated from the consultations with local residents in Summer 2009 and developed through a series of local daytime and evening walkabouts involving local people and services.</p> <p><i>Neighbourhood Watch</i> is an established initiative designed to involve local residents in promoting safety and security in their homes and communities, which operates throughout the UK. Fife Constabulary took a decision to reintroduce it to the area and provided support to local residents in the initial stages, with funding secured from the Local Community Safety Fund. Alongside this work, Fife Constabulary and other local partners have also managed other initiatives such as <i>Be Safe Be Secure</i>, which offered advice on community safety issues including home safety and security, bogus callers and personal safety. In addition, there have been routine Police <i>Community Engagement meetings</i>. Although proposed, it is unclear whether any targeted local publicity for the Fife Council Night time Noise Team was ever implemented.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced impact of alcohol-related harm on individuals, families and the community <ul style="list-style-type: none"> • Greater perception of safety and security in the home and community
Main connections to other areas of the programme Together these initiatives have formed an important strand of the work of the <i>Touch Tasking Team</i> which has been directly influenced by local people. The <i>Touch Tastic</i> events have also played a role in encouraging people to be involved in locally based activities. The <i>Touch Tasking Team</i> also initiated a Touch Times Newsletter in 2011 which also aimed to share information and foster a sense of involvement.

Key findings

The planning and implementation of a number of community based safety and security initiatives have helped the *Touch Tasking Team* to be confident that at least some of the plans for Touch reflect the concerns of local people. This approach is an example of a direct response to their concerns and has involved local people in influencing the response.

Attempts to establish a viable *Neighbourhood Watch* scheme have seen joint activities to distribute information on several occasions. Whilst there has been a good response on the door step, it has been difficult to get people involved in the group which subsequently relies on a small number of local people to keep it going; a maximum of seven people at any time have attended *Neighbourhood Watch* meetings. Those closely involved suggest that routine Police *Community Engagement* Meetings address the same issues and that is a reason why people don't wish to attend.

Several walkabouts in Touch since November 2010 have involved different services and local people; one of the professionals involved commented that *"there were maybe 20 or 30 people involved in the first one, including a lot of the community members, which is really, really good. We walked about in the darkness and you could really see what the issues were."* Community members also value these occasions: *"I'm quite interested in going on these walkabouts because I think you learn an awful lot more."*

As a result there are now plans for a programme of improvements throughout the area. These include a CCTV upgrade and re-siting (completed), new and improved street lighting (in progress, 2012-13) and secure door entry systems (planned, subject to funding).

Partners and residents have found this to be a useful approach. Working together with residents in this way is now treated as *'usual business'* and much of this work is expected to be taken forward by the *Touch Tasking Team*:

"We went out together and looked at what was needed. The right people were there with responsibility, access to the funding and a willingness to work together.....We've got better lights, but we've also established a way of doing things – involving local people who know better where to put the lights. Communication is now more natural and a way we do things".

This more informal collaborative approach with residents and local services working together may be more effective than separate meetings of local people to identify concerns in relation to safety and security.

The local consultation event in March 2011 found mixed views about any changes in anti-social behaviour and crime. There has been a drop in recorded crimes in the area (see Chapter 4). Some community members reported that there is less anti-social behaviour and that they value the more regular presence of the Community Wardens and the Police. Others reported that calling Crimestoppers feels *'too risky'*.

The *Touch Tasking Team* discussed the difficulties of measuring and attributing change

to these interventions, some of which have still to be implemented. The Community Council members reported that people were pleased about the CCTV and the lights. Although it had not been identified as a particular source of any difficulties, they also noted that the local pub closed in September 2011. The Police also reported that there has been some displacement of youth disorder to nearby areas (see *MAIT*). More recent interviews have suggested that there are still concerns, particularly about drug use.

19. Rory
Pilot area Touch
Date and status Training and use of Rory resource in Touch Primary School, in Dunfermline, Fife. January 2011 completed.
Description and reach <p>Rory is a storybook to help children understand parental alcohol misuse. This learning resource is designed to help those who work with children to understand the impact that alcohol can have on a child within the family. The resource has been developed primarily for use within primary schools and for alcohol support agencies working in a one to one situation with children identified as living with parents with an alcohol problem.</p> <p>The Rory learning resource pack contains a number of games, activities, a number of versions of the Rory story and guidance notes for teachers. Training to support the use of the resource is delivered by Alcohol Focus Scotland (AFS).⁵⁶</p> <p>There are over 300 children in the school.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • More parents & children are talking to each other about drinking
Main connections to other areas of the programme <p>Whilst there was some communication between the school and the Touch Tasking Team, no formal connections have been established between this intervention and other school or community-based interventions in Touch.</p>
Key findings <p>Training was delivered to 21 participants working in the school in January 2011. The resource was trialled in some classes immediately afterwards.</p> <p>Feedback to AFS on the training course was positive. AFS conducted a follow-up survey in September 2011 but only received one response.</p> <p>Further feedback from the school suggests that the training was seen as informative and was largely well received. There was some disappointment with the resource pack itself. Staff thought that the aim behind the material was a good one and that the story allowed the children to explore the ideas in a safe way. They did not think it was particularly age appropriate for the older age groups and there was a lack of clarity about how to use the resource across the whole school. The school did not have to pay for this resource and have suggested that they would not wish to buy it.</p> <p>In general terms, it is evident that the school recognise the importance of the issue of alcohol-related harm and are aware of some children in the school where this is an issue in their families.</p>

⁵⁶ See <http://www.alcohol-focus-scotland.org.uk/children-young-people>

The experience of the implementation of the Rory training and resource highlights some important broader lessons about engagement between schools, parents and the wider community and other stakeholders on such a sensitive and important issue. They also highlight the need to adopt a clearer outcome focus to training provision, so that it is clearer how a particular programme is intended to be delivered and for what ends in any specific context. In particular:

- It is important to address these issues in schools through a measured response that does not either under or over-play the significance of the issue in the community. It is also important to recognise that alcohol harm is not just affecting one social group and the impact of the recession.
- Usual mechanisms for consultation with parents face the possibility of parental objections to covering this issue. These need to be anticipated and handled sensitively.
- Children experiencing an adverse effect due to alcohol-related harm are likely to benefit from access to additional support through key workers who are not teachers or social workers who can get to know families and address any parenting issues.
- There is a need for a quicker therapeutic response by other agencies such as social work, to provide extra support to children affected by alcohol or domestic abuse.
- There is a need to address the comfort and confidence of staff in raising issues connected to their own social drinking and experiences to enable them to be objective in the classroom.

20.Home Start Dunfermline - Family Support Worker
Pilot area Touch
Date and status Commenced May 2011. The Family Support Worker started work in September 2011. This funded post complements funding for Family support in the wider Dunfermline area provided by the Robertson Trust.
Description and reach Home Start Dunfermline employs a part-time family support worker to provide time-limited (up to 12 weeks) enhanced support to prepare families under stress with at least one child under 5 years old (including young parents - under 25) living in Touch to move on to support by a Home-Start volunteer (the standard Home-Start intervention) and to help them to engage with other services, including interventions outwith Touch. The support is needs-led and one-to-one, with the possibility of developing local peer support groups. Homestart planned to work with 10 families in the first year.
Link to FAPP outcomes⁵⁷ <ul style="list-style-type: none"> • Greater confidence, self-esteem and assertiveness amongst young women • Better management of stress and emotional triggers by drinkers to address underlying causes of drinking. • More parents and children talk to each other about drinking
Main connections to other areas of the programme Home Start staff have been active participants in the <i>Touch Tasking Team</i> and the Family Support worker has attended <i>Alcohol Brief Intervention</i> training.
Key findings <p>Referrals have been sufficient to ensure that Home Start has had viable numbers of families to work with. They are on course to meet the target number. Referrals were made to Home Start through using existing links with Health Visitors, the local Beanstalk Nursery and Social Work.</p> <p>Home Start works with families identified as being in need of general family support. A requirement of FAPP was that families referred should have issues around the misuse of alcohol. This could be the parent, partner, close family member, or being affected by others' drinking in the community. In practice, many families referred did not seem to have any issues around alcohol; there was no presenting evidence of them drinking in problematic ways.</p> <ul style="list-style-type: none"> • Eight families (to date) have had one-to-one support of which seven live in Touch and one nearby; there were 12 children in these families, of which 10 were under five years old. These families are now waiting to progress to volunteer-led support. • Home-Start have also run a five week Play Away session for families with a child under 18 months in Oct-November 2011 in Touch Community Centre. Four

⁵⁷ Further outcomes as agreed with the Robertson Trust related to *Getting it Right for Every Child* (GIRFEC).

families attended.

- Seven families are attending an on-going Drop-In Group held in Touch Community Centre.

Both these approaches received positive feedback from participants. The peer support element seems to have been particularly valued; although they live close to each other and have similar family circumstances, the families attending did not previously know each other. There may be potential to develop this peer support element further.

In terms of links to the wider FAPP programme, there has been a referral made to the *Strengthening Families Project* and Home Start provided information and support for some families to attend the family nights run by Fife Council Community Education. Home Start staff attended both Touch Tastic events, which provided some profile for the project but did not generate any referrals. They have also attended the *Touch Tasking Team* meetings which have been useful to make connections with other services. Otherwise there have been no practical links with other FAPP interventions in Touch.

In relation to desired FAPP outcomes, the readiness of the families who have had one-to-one support to move onto support from a volunteer, suggests progression after 12 weeks of support. Home Start suggest that this is very short time, but do see signs of improvement.

Feedback from one family highlights what they have valued: *"Home-Start has been a great support to me and my family. They have supported me to get furniture for my new house. I was not sure about after school activities in our local area so the Family Support Worker provided a lot of information on services available such as the Parenting Group. They made a made a referral to the nursery for my daughter and gave me information on 'after school' activities for my son. We were also offered support to access these services if we wished. The Family Support Worker used story cards which I thought were good as these allowed us to discuss how alcohol had affected us before".*

The prospective outcome that more parents and children should talk to each other about drinking may be less applicable, given the age of the children. However, Home Start has found that it is possible to raise the issue of alcohol-related harm with parents *once a trusting relationship has been established*. They introduced the issues through the use of the story prompt cards. These had been developed as an evaluation tool for all the work in Touch and allowed families to choose what mattered to them and what they wanted to talk about. This was largely about noise and alcohol-related disturbances and the police response; trends in anti-social behaviour and fear of crime. The cards were a positive way of interacting with families and can highlight how issues surrounding alcohol may be an indication of how family support has become necessary.

More broadly the experience of Home Start in Touch does show that referrals can be generated from within a small geographical area through building on existing relationships with other agencies. Their experience also suggests that treating alcohol-related harm as a potential, background or community issue rather than an explicit or presenting personal or family issue may be the most productive and sensitive way to raise this topic:

"Addressing alcohol is difficult but can be done. We assume that people will be taken aback but they're not. The issue might have been with me."

21. Strengthening Families Project (SFP)
Pilot area Touch
Date and status Planned to start September 2011; programme has not been implemented.
Description and reach <p>The Strengthening Families Programme: For Parents and Young People 10-14 (SFP 10-14) is designed to reduce adolescent substance misuse and other behaviour problems by increasing parenting skills, building life skills in young people and strengthening family bonds. Parents and young people meet in separate groups for the first hour and together as families during the second hour to practice skills, play games, and do family projects. The basic programme is seven weeks, usually held in the evenings.</p> <p>The SFP10-14 is an adaptation of the original Strengthening Families Programme developed at the University of Iowa, USA. The reported effectiveness of the SFP10-14 as a primary prevention programme has led to its uptake in a number of therapeutic settings in the UK. The National Institute for Health and Clinical Excellence (NICE) has also highlighted the potential of the SFP10-14 in their reports on alcohol misuse prevention and cancer prevention.⁵⁸ The programme has been successfully piloted elsewhere in Fife by Fife Council Integrated Community Schools (ICS)</p> <p>The programme involves parents and children/young people aged 10-14. The target number was up to six families from Touch.</p> <p>The programme was planned to be delivered by 3 trained SFP facilitators from ICS (now Family & Community Support Team staff or FACST), and Fife Council Community Learning & Development (CLD). The planned activities involved training for staff, publicity, generation of referrals and assessment, the delivery of the groupwork programme, evaluation and debriefing.</p>
Link to FAPP outcomes <ul style="list-style-type: none"> • More parents & children are talking to each other about drinking • There is better management of stress and emotional triggers by drinkers to address underlying causes of drinking • There is greater dialogue in the community about drinking and health and related harm
Main connections to other areas of the programme The SFP staff have been actively involved in the <i>Touch Tasking Team</i> and received a referral from Homestart.

⁵⁸ For more information see <http://www.mystrongfamily.co.uk/index.html>

Key findings

ICS had previously run this programme with families already known to them. Incorporating this programme into a multi-component programme was in part a chance to test out whether perceived needs in Touch would translate into a viable level of demand for the programme and whether the partnership could be used to generate referrals. Previous experience in Touch (eg. You First) suggested that this would be challenging and that proactive engagement with a wide number of agencies would be needed.

Difficulties in identifying potential families led to the start date being delayed and the groupwork programme has not been delivered.

Information for referrers on SFP and referral forms were circulated to partners in *Touch Tasking Team* and Touch Young Families and Parents Sub Group. The scheme was advertised in the Touch Times Newsletter. In total, 5 families were referred to the project. Four were referred by Woodmill High School and one by Home-Start. Of the referrals generated, some lived outwith the Touch area (mainly in neighbouring Abbeyview) FACST took the view that the SFP would be potentially more viable without a focus on Touch and the FAPP Steering Group supported a proposal to amend the criteria to include members from outwith Touch.

Those families identified by the school declined to participate in the programme when contacted, thus the project was not viable. Feedback from FACST, suggests that all the families identified by partners were suitable for such a programme.

Referral to such programmes can be sensitive if families perceive that they have been identified as a 'problem family' or selected due to concerns about them held by professionals which they may not share. A key lesson is that the role of a Key or Support Worker is crucial to secure engagement.

Other lessons are:

- The course itself does not focus on alcohol, although this can be factor in family life, whilst some families may not drink alcohol. There is a need for clarity about the target population for such programmes.
- Care and sensitivity needs to be exercised in presenting the programme to potential participants in engaging and non-stigmatising ways. The appropriate way in which the programme will be delivered also needs careful consideration in order to maximise opportunities for families to engage.
- It was identified that SFP staff may find it difficult to raise the subject of alcohol and that training in ABIs may assist them.

22. Social Norms
Pilot area Touch
Date and status Stage 1 February to October 2011. Stage 1 report completed October 2011. Stage 2: in progress.
Description and reach This project is piloting a social norms approach to addressing harmful and hazardous alcohol use in a community setting. This approach considers that an individual's behaviour is influenced by their perceptions of how others typically behave; in other words their perception of what is 'normal'. ⁵⁹ Therefore, if people believe that it is normal to drink heavily and that others typically drink to harmful or hazardous levels (whether or not they are aware that their behaviour could be harmful), then they are more likely to drink heavily themselves. Stage 1 of the social norms approach is to carry out a survey to identify the actual norms that are present and the extent to which they conform to healthy behaviours. Stage 2 then uses this information to develop messages to correct misperceptions and bring about positive behaviour change by disseminating a norms message relating to a defined reference group, back to that group. The Stage 1 survey in Touch was conducted by ekosgen. The questionnaires were distributed through intermediaries working in the local area and through a door-to-door survey. A total of 107 questionnaires were completed by Touch residents (exceeding the target of 100). The sample comprised 35 (33%) from the younger age group (16-24 years) and 72 (67%) from the older age group (25-59 years).
Link to FAPP outcomes <ul style="list-style-type: none"> • Reduced impact of alcohol-related harm on individuals, families and the community <ul style="list-style-type: none"> ◦ Greater adoption of safer drinking patterns and reduced public acceptability of hazardous drinking ◦ Greater dialogue in the community about drinking and health and related harm
Main connections to other areas of the programme ekosgen attended the March 2011 consultation event in Touch to identify local people to complete the survey and intermediaries to help distribute it. The <i>Social Norms</i> approach has been discussed at the <i>Touch Tasking Team</i> . Whilst Stage 1 has largely been a standalone intervention, plans for Stage 2 may allow for greater involvement and stronger connections between different elements of the programme.
Key findings The research was interested in the behaviours and perceptions of two particular age groups; 16-24 years and 25-59 years. The survey gathered data on the actual behaviour of the respondents followed by their perceptions of behaviours of those in the younger and older age groups. This format was replicated throughout the survey to explore key themes including, frequency and level of alcohol consumption; where consumption takes place; tolerance and attitudes to alcohol consumption; negative consequences of alcohol consumption; and reasons for heavy alcohol consumption. <ul style="list-style-type: none"> • The survey identified that heavy drinking is not the norm in Touch. It is the norm to drink between three and five drinks approximately once per week. • There is evidence that a significant minority within the community do drink more heavily than the reported norm. In particular binge drinking emerged as an issue,

⁵⁹ <http://www.mostofus.org/about-us/the-montana-model-of-social-norms/>

especially for the younger age group.

- There is evidence of a significant misperception within the population with regard to patterns of normal drinking behaviour. There is a perception among the sample group that others are drinking more frequently and more heavily than reported norms suggest is actually the case. This is true for both the older and younger age groups.
- The study found that residents most commonly drink in their own homes and in the homes of friends and family. This has implications for the volume of alcohol consumption as measures may be bigger than those served as standard in licensed premises.
- Respondents perceive that other people behave in a similar way to them in terms of where they drink. The exception is on-street drinking where respondents perceive that this is significantly more common than is actually the case; very few respondents' report that they drink on the streets.
- The majority of respondents also reported that drinking in public (e.g. on the streets) is an activity that they personally disapprove of.
- Spirits are the most common drink of choice for both age groups. This is followed by wine and lager.
- Having a hangover and feeling drunk are the most commonly reported negative consequences of alcohol consumption. Very few respondents reported other consequences, such as injury, loss of property, fighting or trouble with the police.

Overall, this suggests that Touch residents do not experience negative consequences as a result of alcohol consumption on a regular basis. This is in line with findings that regular, heavy drinking is not the norm in the area. In spite of these findings around personal behaviour and experience, there is a perception that negative consequences are much more common for other people in Touch. Alcohol is perceived to be a problem in Touch by around two-thirds of respondents. Just over half feel the problem is confined to the younger age group.

There are a number of reasons why people may drink heavily on a regular or occasional basis. Among those who indicated that they are (or have at times been heavy drinkers) the main factors included socialising and a lack of other activities. Stress also emerged as a factor in heavy drinking among the older age group. When asked about their perceptions of the behaviour of others, a lack of anything else to do was perceived as the most common reason for heavy drinking. Linked to this, unemployment was also felt to encourage heavy drinking among residents in Touch. Amongst younger adults, heavy drinking is thought to result from a perception that it is a 'fun' pastime, rather than a result of negative life factors such as stress or a feeling of isolation, which were more commonly stated as reasons for drinking heavily among the older age group.

Is a social norms intervention appropriate?: FAPP has adopted the recommendation of the survey report that a social norms intervention is a valid and appropriate approach in Touch. Stage 2 is being taken forward by the *Scotch Whisky Association* and the *Touch Tasking Team*.

A campaign in 2012 will be used to communicate the set of messages that have been developed based on the misperceptions identifies in the social norms study. These are:

- Most people in Touch (63%) only drink alcohol once a week or less.
- Most people in Touch (67%) have no more than 3-5 alcoholic drinks on days that

they do drink.

- 95% of people in Touch who drink alcohol, do so indoors, in bars, at home or at the homes of friends.
- Most young adults in Touch (73%) only drink alcohol once a week or less.
- Most young adults in Touch (58%) have no more than 3-5 alcoholic drinks on days that they drink.
- 93% of young adults in Touch who drink alcohol, do so indoors, in bars, at home or at the homes of friends.
- Most older adults in Touch (58%) only drink alcohol once a week or less.
- Most older adults in Touch (73%) have no more than 3-5 alcoholic drinks on days that they drink.
- 98% of older adults in Touch who drink alcohol do so indoors, in bars, at home or at the homes of friends.

These are being delivered in Touch and their impact evaluated at two stages. ekosgen is undertaking the impact assessment.

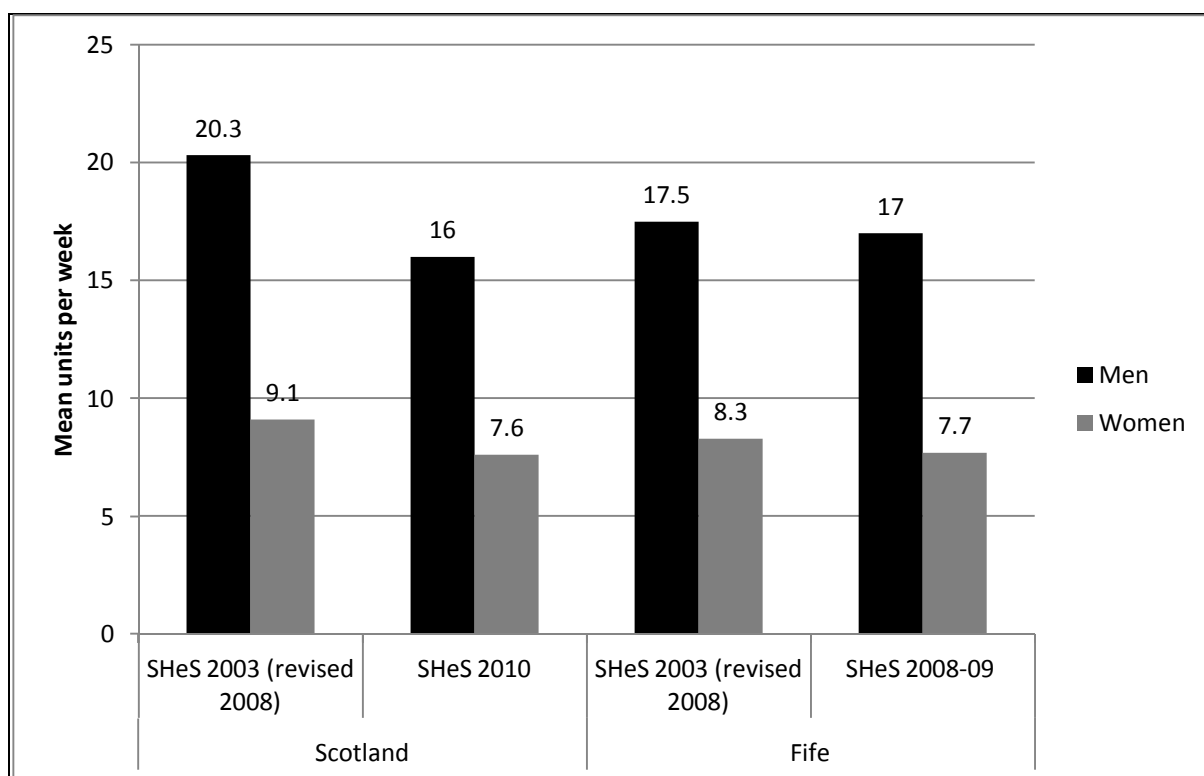
Annex 2: Selected data tables and contextual evidence

Alcohol consumption and patterns of drinking

The volume of alcohol sold per head of the adult population in Scotland is 25% higher than in England and Wales, with two thirds now being purchased off-trade in shops and supermarkets.⁶⁰

Figure A2.1 shows that alcohol consumption has fallen for both men and women in Scotland and Fife, although the change is less pronounced in Fife. Whilst average adult drinking levels in Fife in 2008-09 were within recommended guidelines, 27% of men (29% Scotland) and 19% of women (19% Scotland) were exceeding weekly limits.⁶¹

Figure A2.1: Trends in estimated usual weekly alcohol consumption level, by gender



Source: Scottish Health Survey (SHeS) 2003, revisions Nov 2008; SHeS 2010, SHeS 2008-09 (Fife).

Estimates of alcohol consumption on the heaviest drinking day in the previous week suggest that despite these downward trends in consumption there remain issues related to the pattern of drinking. 'Binge drinking' is defined as more than 8 units for males and 6 units for females in any one day; in Fife 25% of men and 13% of women drank over these limits. This incidence is similar to Scotland-wide figures for men; women are less likely to have exceeded these levels than the national average.

⁶⁰ Quoted in ADP, *Substance Misuse Strategy 2010 – 2013*, November 2010

⁶¹ More than 21 units per week for men and 14 units per week for women. Note that 2010 SHeS data is not available at Fife level.

A FAPP web survey was undertaken in early 2012 through the Fife Council website and Peoples Panel. This survey included a range of questions about alcohol-related harm and anti-social behaviour at the community level and included questions about the respondents' own consumption. This is not a representative sample and no attempt is made to compare the 2010 and 2012 surveys.⁶²

Figure A2.2 shows that 29% of men and 27% of women report that they drink on three or more days a week. Comparison with the *Scottish Health Survey* data (SHeS) for Fife suggest that it may be instructive to explore the gender dimensions of alcohol consumption; for example, women in the survey appear to be less likely to never drink or to be an ex-drinker and may be more likely to be drinking regularly.

The incidence of potentially problematic drinking can be assessed by reference to the 'CAGE' indicators; these are a set of six indicators that highlight problem drinking, including three indicators of physical dependency on alcohol.⁶³ Fife-wide data from the *Scottish Health Survey* 2008-09 show that 17% of men and 9% of women were problem drinkers as they had at least two of these indicators. Figure A2.3 shows that fewer men in the FAPP survey had two or more CAGE indicators than in the Fife-wide SHeS. Amongst women, 7% had two or more indicators, a similar proportion to the Fife-wide SHeS.

Figure A2.2: How often do you drink alcohol?

	2012		SHeS 2008-9 (Fife)	
	Men	Women	Men	Women
Almost every day	8%	7%	12%	6%
5-6 days a week	8%	6%	3%	2%
3-4 days a week	13%	14%	18%	11%
<i>Sub-total: drinks on 3+ days a week</i>	<i>29%</i>	<i>27%</i>	<i>33%</i>	<i>19%</i>
Once or twice a week	31%	33%	35%	28%
Once or twice a month	16%	20%	11%	16%
Once every couple of months	11%	11%	6%	8%
Less than every couple of months	6%	4%	8%	12%
Never drinks or ex-drinker	7%	6%	9%	18%

Source: FAPP survey 2012 and Fife SheS (2008-09)

⁶² A total of 466 valid responses were received in 2012. Details of the sample are included in Annex X. The sample size does not support reporting at the level of the two pilot areas. The sample was biased towards older age groups, although split equally between men and women.

⁶³ CAGE is a set of questions designed to indicate whether a person might have an alcohol problem or be alcohol dependent. Originally based on four items, two or more positive answers suggested dependence. The SHeS 2008 used an extended six item CAGE to also indicate physical dependency. The 2010 FAPP survey used the original four item questions.

Figure A2.3: Incidence of problematic drinking behaviours

	FAPP 2012		SHeS (2008-09) (Fife)	
	M	F	M	F
<i>% of current drinkers saying yes (CAGE indicators)</i>				
Ever thought you should cut down on your drinking	25%	26%	29%	22%
Ever felt annoyed by others criticising your drinking	4%	2%	9%	4%
Ever felt bad or guilty about your drinking*	4%	4%	8%	8%
Ever had a drink first thing in the morning to steady your nerves or to get rid of a hangover?	1%	1%	4%	1%
Found that your hands were shaking in the morning after drinking the previous night	2%	1%	7%	3%
There have been occasions when I felt that I was unable to stop drinking	0%	1%	5%	1%
Sub-totals: % of current drinkers				
2+ problems**	6%	7%	17%	9%
1 problem	22%	20%	22%	20%
0 problems	72%	73%	62%	72%

Source: FAPP survey 2012 and SHeS (2008-09) Fife

* note 2012 wording is *Ever felt ashamed or guilty about your drinking* ** refers to any of the CAGE indicators (not just physical dependency)

Figure A2.4: Incidence of purchasing and supply

Please say whether any of the following have happened to you in the last year in Fife:	All Fife 2012 (N=466)	DWF CHP 2012 (N=162)
<i>Number saying has happened once or more often</i>		
Been asked to buy alcohol from a shop or take-away by young people under 18	15%	19%
Refused to buy alcohol from a shop or take-away when asked by young people under 18	18%	21%
Been refused to be sold alcohol in a shop or by a take-away because I looked under 18	3%	2%
Bought alcohol in a shop or take away for my own children or relatives under 18	4%	4%
Been refused to be sold alcohol in pub or club because I looked under 18	2%	*
Been refused to be sold alcohol in a shop or take-away because it was suspected to be for someone under 18	2%	*
Bought alcohol on behalf of other young people under 18 in a shop or take away	*	0%

Source: FAPP Fife Direct and People's Panel Survey January 2012 *small numbers

Figure A2.5: In general, have these kinds of issues become more or less common in your neighbourhood over the last year?

	Dunfermline & West Fife CHP	Glenrothes & North East Fife CHP	Kirkcaldy & Levenmouth CHP	All Fife Total
Much more common	5%	2%	3%	3%
A little more common	15%	12%	13%	13%
No change	51%	60%	61%	57%
A little less common	12%	9%	8%	10%
A lot less common	7%	6%	8%	7%
Don't know	9%	6%	5%	7%
Something else	1%	5%	2%	3%
Total	100% (n=152)	100% (n=174)	100% (n=99)	100% (n=425)

Source: FAPP Fife Direct and People's Panel Survey January 2012

Hospital admission rates related to alcohol use

Figure 2.2 in the main report provides age and sex standardised hospital admission rates related to alcohol use by selected areas. This is more robust data than was available at the interim report stage. Whilst care must be taken in relation to the interpretation of the data in relation to the Touch pilot area (which is smaller than the area reported below), this does show that in the areas focused on by FAPP, admission rates have been consistently higher than for Fife as a whole.

In relation to Rosyth, a number of health indicators were reported in the interim report. This more recently available and more robust data underscores the importance of alcohol-related health issues in Rosyth as a whole.⁶⁴ Figure 2.2 shows that hospital admission rates have been consistently higher in Rosyth than in the wider Dunfermline and West Fife CHP area and the whole of Fife. Differences across the four Rosyth interzones have become less pronounced over time and all four interzones continue to show higher rates of admission than other areas.

Alcohol Brief Interventions (ABIs)

Delivery of ABIs in clinical settings is governed by the HEAT H4 target. All Health Boards had a target for the number of brief interventions to be carried out between 2008/09 and 2010/11.

The FAPP interim evaluation report showed that in Fife the number of ABIs undertaken in primary care, antenatal and A & E settings declined between 2008-09 and 2009-10.

⁶⁴ Much of the updated data for Touch and Woodmill North datazones continues to report small numbers of cases which cannot be shown to prevent potential disclosure.

Updated and revised figures now suggest the number of ABIs delivered in Fife have increased so that the number delivered in 2010-11 was 53% higher than in 2008-09. Across Scotland, the overall increase has been 191%.⁶⁵ The HEAT H4 target on the number of alcohol brief interventions delivered was met at the Fife and Scotland level. Figures A2.6 and A2.7 illustrate these trends.

Figure A2.6: Number of Alcohol Brief Interventions Delivered in primary care, antenatal and A & E settings NHS Fife and Scotland 2008/09 – 2011/12⁶⁶

	08/09	09/10	10/11	11/12*	Total
NHS Fife	3110	2420	5038	2900	13468
Scotland	28579	53985	174205	44024	300793

Source: ISD Scotland; *to 30 Sep 2011

Figure A2.7: Number of Alcohol Brief Interventions Delivered by Dunfermline GP Practices April 2008-December 2011

	08/09	09/10	10/11	11/12**	Total
Nethertown	107	79	120	31	337
New Park	80	72	61	114	327
Hospital Hill	51	30	67	20	168
Millhill	32	151	96	22	301
Bellyeoman	24	3	0	1	28
Linburn Road	-	15	693	491	1199
Total	294	350	1037	679	2360

Source: NHS Fife; based on claim submission data to 31 December 2011. **to 31 Dec 2011

Trends in Anti-Social Behaviour Offences

Figure 2.3 in the main report shows that crude population rates based on all anti-social behaviour offences for Touch and Woodmill North, Dunfermline, Rosyth, South-West Fife⁶⁷ and all Fife have fallen across all these areas between 2008 and 2011.⁶⁸

Figures A2.8 and A2.9 give the detailed breakdown of these figures for Rosyth and Touch. The most dramatic changes have been in the smallest area of Touch and Woodmill North, where the total number of ASB offences has declined by 75% (from 102 in 2008 to 25 in 2011) compared to 34% in Dunfermline as a whole and 43% in Fife. Detailed figures show that the more numerous ASB offences of vandalism and malicious mischief, breach of the peace and petty assault have all shown notable falls in Touch and Woodmill North particularly since 2009.

⁶⁵ See http://www.alcoholinformation.isdscotland.org/alcohol_misuse/files/abi_2010_11.pdf

⁶⁶ In accordance with the HEAT H4 Alcohol Brief Interventions target
http://www.alcoholinformation.isdscotland.org/alcohol_misuse/files/abi_2009_10.pdf

⁶⁷ This covers the coastal area from Aberdour to Kincardine, Dalgety Bay, Rosyth and the rural area to the west and north-west of Dunfermline.

⁶⁸ These figures are based on calendar year statistics.

Figure A2.8: Rosyth - Trends in Anti-Social Behaviour Offences, 2008 to 2011 by area Numbers, percentage overall change and crude rates per 1000

	2008	2009	2010	2011	Overall % change
Rosyth					
Breach of the peace	166	116	79	97	-42%
Vandalism & malicious mischief	211	262	149	68	-68%
Drinking in public places	22	8	26	22	0%
Urinating/defecating	5	1	3	3	-40%
Wilful fire raising	5	9	16	1	-80%
Petty assault	161	126	105	117	-27%
Total ASB: Rosyth	570	522	378	308	-46%
South West Fife	1564	1330	1122	1025	-34%
Fife	19100	17157	13714	10800	-43%
<i>Crude rates per 1000*</i>					
<i>Rosyth</i>	44.25	40.19	29.16	23.76	
<i>South West Fife</i>	31.56	26.77	22.57	20.62	
<i>Fife</i>	52.78	47.20	37.57	29.59	

Source: Fife Constabulary, Detected and undetected offences. *Crude rates calculated using GROS mid-year population estimates for 2008, 2009 & 2010; 2011 estimates not yet available.

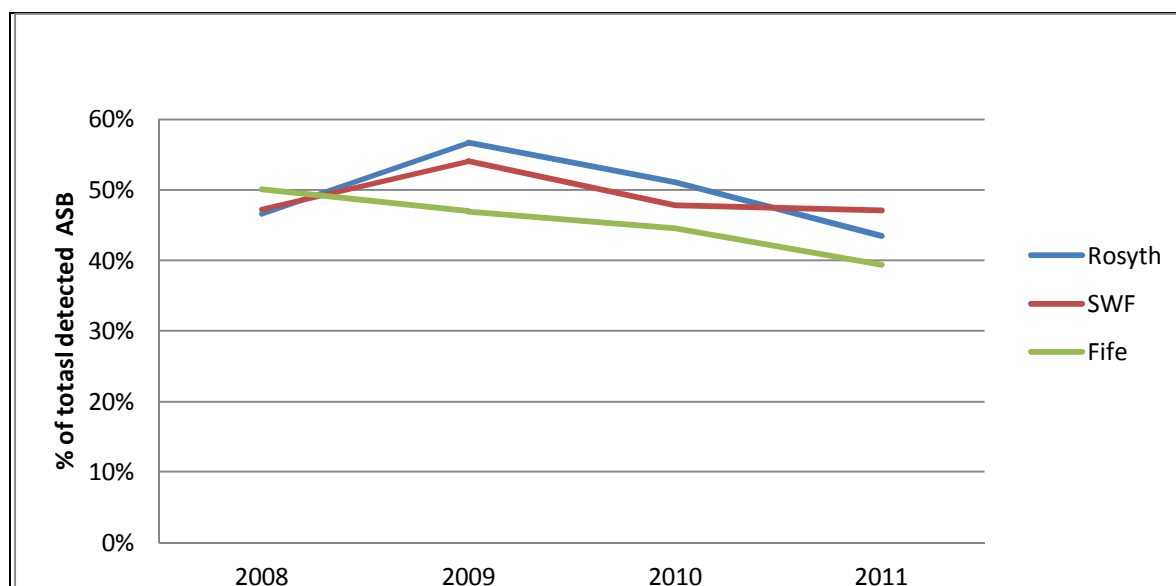
Figure A2.9: Touch - Trends in Anti-Social Behaviour Offences, 2008 to 2011 by area Numbers, percentage overall change and crude rates per 1000

	2008	2009	2010	2011	Overall % change
Touch					
Breach of the peace	29	37	17	10	-66%
Vandalism & malicious mischief	40	28	16	4	-90%
Drinking in public places	4	0	1	1	-75%
Wilful fire raising	2	0	0	0	-100%
Petty assault	27	27	13	10	-63%
Total ASB: Touch	102	92	47	25	-75%
Dunfermline	2419	2136	1888	1607	-34%
Fife	19100	17157	13714	10800	-43%
<i>Crude rates per 1000*</i>					
<i>Touch</i>	79.19	70.34	36.38	19.35	
<i>Dunfermline</i>	47.94	41.83	36.61	31.16	
<i>Fife</i>	52.78	47.20	37.57	29.59	

Source: Fife Constabulary, Detected and undetected offences. *Crude rates calculated using GROS mid-year population estimates for 2008, 2009 & 2010; 2011 estimates not yet available.

The proportion of all (detected) ASB offences committed by those under 21 years old has also declined in all areas. Figure A2.10 shows that in Rosyth in 2009, 57% of such crime was committed by this age group and this had fallen to 44% in 2011, with the equivalent figures for Fife as a whole falling from 47% to 39%.

Figure A2.10: Anti-Social Behaviour Detected Offences by age (under 21 yrs) and area 2008-2011



Source: Fife Constabulary

Drinking behaviours amongst young people

The *Scottish Schools Adolescent Lifestyle and Substance Use Survey* (SALSUS) 2010 shows the prevalence of smoking, drinking and drug use among 13 and 15 year olds attending both state and independent schools in Fife.⁶⁹ It is also possible to discuss trends in drinking behaviours amongst young people through comparisons with the 2006 SALSUS survey.

Figure A2.11: Ever had a proper alcoholic drink?

	Fife					Scotland	
			13 and 15 year olds				
	13 yrs	15 yrs	boys	girls	total	13 yrs	15 yrs
Yes	52%	76%	64%	65%	65%	44%	77%
Base	1108	1090	1105	1088	2198	19371	17936

Figure A2.11 shows that in 2010, the proportion of 15 year olds in Fife who have ever had an alcoholic drink was similar to the national average (76% compared to 77%). However, the proportion of 13 year olds in Fife who have ever had an alcoholic drink was higher than

⁶⁹ SALSUS is a Scotland wide biennial survey of smoking, drinking and drug use among secondary school children which began in 1982. The 2010 and 2006 surveys provide information at both local and national levels. The FAPP interim evaluation report provided fuller information from the 2006 survey. In 2010, 2,198 pupils in 18 schools in Fife took part. The overall response rate in Fife was 79%, compared to 62% nationally.

the national average (52% of 13 year olds in Fife compared with 44% nationally). Across both age groups, 64% of boys and 65% of girls said they had ever had an alcoholic drink: this was a decrease from 74% and 75% respectively since 2006. The 2010 survey shows that compared with 2006;

- There has been a *decrease* in the proportion of 15 year olds who had ever had an alcoholic drink (from 83% in 2006 to 76% in 2010).
- There has also been a marked *decrease* in the proportion of 13 year olds who had ever had an alcoholic drink (from 66% in 2006 to 52% in 2010).

Attitudes to drinking have also shifted. Sixty percent of 13 year olds and 83% of 15 year olds thought it was 'ok' to *'try drinking to see what it's like'*. This is a small decline from 63% amongst the 13 year olds, but a small increase from 79% amongst 15 year olds. Girls remain slightly more likely than boys to say that *'it's OK'*.

SALSUS data also reports that, in the last week, 36% of 15 year olds and 17% of 13 year olds had drunk alcohol. Twenty-eight percent of girls and 26% of boys reported drinking in the last week; an increase from 21% for boys and a slight decline from 30% for girls.

In relation to the availability of alcohol, pupils who had ever had an alcoholic drink were asked where they usually buy it.⁷⁰ Sixty-four percent of 13 year olds and 40% of 15 year olds reported that they *"never buy alcohol"*.⁷¹ Fifty-five percent of boys and 43% of girls say they never buy alcohol.

Compared with 2006, the proportion of 15 year olds reporting that they usually buy alcohol from off-licences has decreased (from 15% in 2006 to 7% in 2010). Girls are more likely to buy from a friend or relative or someone else: 42% of girls had used these means to obtain alcohol in the last 4 weeks. Boys use different strategies and are more likely to rely on buying from shops, an off-licence or a supermarket. As reported in 2006, small and decreasing proportions (of both sexes) buy from pubs, bars, clubs or discos.

Where pupils had had someone else buy alcohol for them, among 13 year olds, the most frequently reported sources were: *"a friend older than me"* (25%), *"my mother, father or carer"* (23%) and *"a stranger"* (17%). Among 15 year olds, the most frequently reported source was *"a friend older than me"* (42%). Girls were more likely than boys to obtain alcohol from a parent or carer (18% compared to 11%).

In relation to their own efforts to buy alcohol, 4% of 13 year olds and 8% of 15 year olds had managed to buy alcohol from a shop, supermarket or off-licence in the 4 weeks prior to the survey. Two percent of 13 year olds and 3% of 15 year olds had tried to buy alcohol from one of these sources but were refused. There has been a *decrease* in the proportion of pupils who had managed to buy alcohol from a shop, supermarket or off-licence in the 4 weeks prior to the survey (from 11% in 2006 to 4% in 2010 among 13 year olds and from 14% in 2006 to 8% in 2010 among 15 year olds).

⁷⁰ Pupils could report more than one source.

⁷¹ These and subsequently reported figures refer to the % of those who had ever had an alcoholic drink, not all pupils.

In relation to the location of drinking, among 13 year olds, the most frequently reported locations were: at their own home (59%); outside (31%); at someone else's home (30%); and at a party with friends (20%). Among 15 year olds, the most frequently reported locations were: at someone else's home (51%); at a party with friends (48%); at their own home (47%); and outside (40%).

The proportion of 15 year olds reporting that they *usually drink outside* has decreased from 54% in 2006 to 40% in 2010. Since 2006, there has been an increase in the proportion of 15 year olds reporting that they usually drink at someone else's home (from 39% in 2006 to 51% in 2010) and at a party with friends (from 35% to 48%). In addition, the proportion of pupils of both ages who report that they *usually drink at their own home* has increased (from 47% to 59% among 13 year olds and from 33% to 47% among 15 year olds). Girls are more likely to report that the drink at someone else's home or at a party than boys.

When asked about family attitudes to drinking, girls are more likely to say that they don't know that they drink (29% compared to 19%) and boys are more likely to say that their families don't mind (52% compared with 33%). The proportion of girls saying that their families don't like it has gone up since 2006 to 24% of girls, but down for boys to 14%.

Personal experience of alcohol-related issues in the community

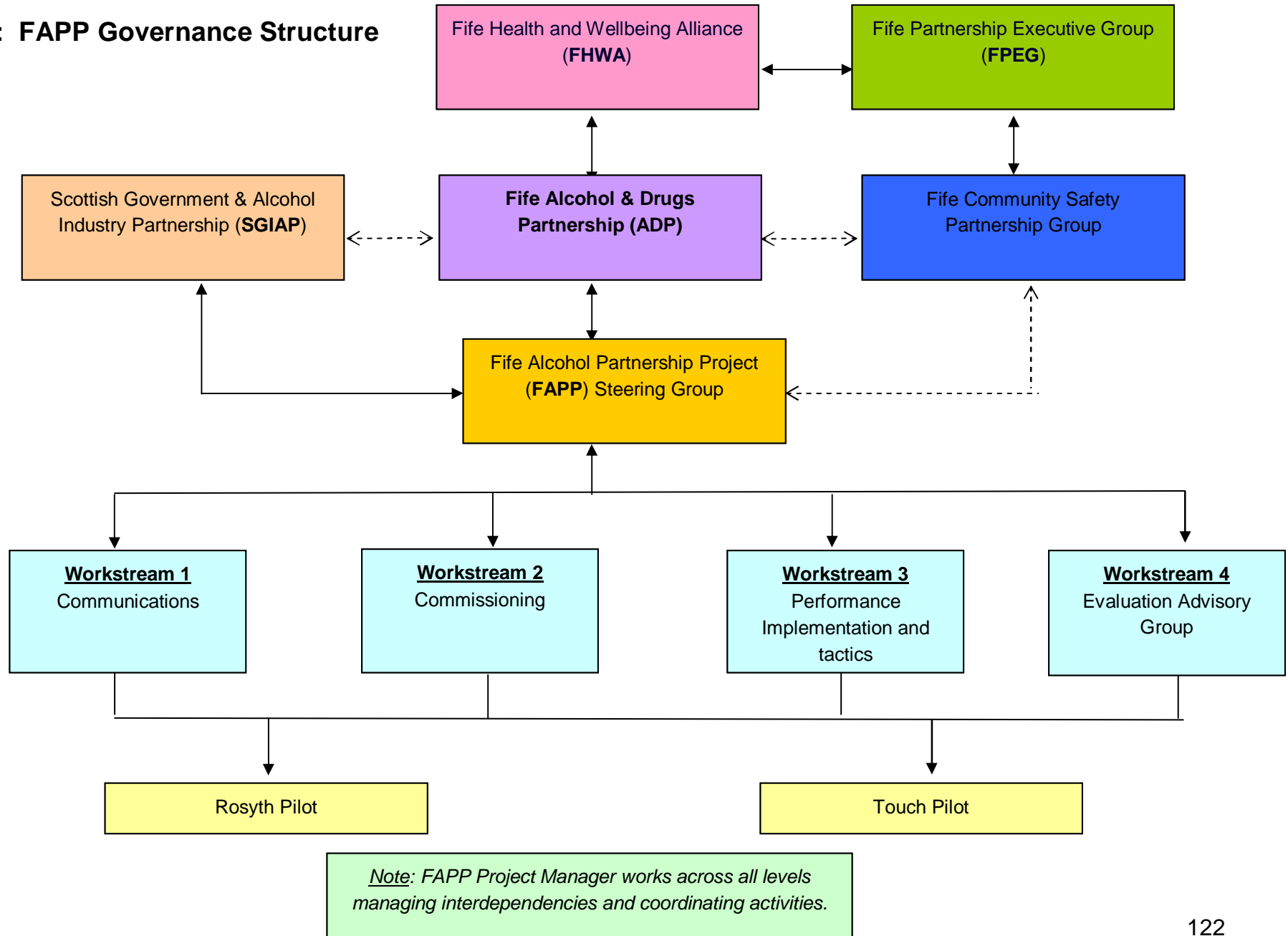
Figure 2.2 in the main report shows reports of personal experience of a range of alcohol-related issues in the community drawn from the 2012 FAPP survey.⁷² Across Fife and in Dunfermline and West Fife CHP area the most common issue is the environmental impact of rubbish or litter lying around from people drinking alcohol outside.⁷³ Rowdy behaviour as a result of drunkenness, noisy neighbours or regular loud parties at night and young people under 18 purchasing alcohol in local shops and take-aways have all been experienced by at least 1 in 5 of the survey respondents and do appear to be slightly more common in Dunfermline and West Fife CHP area than Fife as whole.

In relation to the behaviours associated with the purchase and supply of alcohol within the community, around one in five survey respondents in the Dunfermline and West Fife CHP area have been asked to buy alcohol from a shop or take-away by young people under 18 and a similar proportion have refused to buy alcohol from a shop or take-away when asked by young people under 18. These figures are slightly higher than for Fife as a whole. Respondents from Dunfermline and West Fife CHP area are also slightly more likely than in the other CHP areas to say that these issues have become more common in the last year.

⁷² The 2012 survey achieved a final sample of 466 responses. As a web based survey it is not representative of the population of Fife.

⁷³ The 2012 sample size is too small to report data for Rosyth or Touch.

Annex 3: FAPP Governance Structure



Annex 4: Evaluation key milestones

Evaluation key milestones	Date
Formal meeting of FAPP Steering Group	Early 2008
Submission of Expression of Interest	September 2008
Short listing and submission of Full Tender	March 2009
Appointment of evaluation contractors	April 2009
FAPP formal launch	May 2009
Agreeing Definition of Alcohol-related Harm – Mind mapping exercise with FAPP Steering Group	May 2009
<i>Developing an outcome focused and evidence-informed approach to tackling alcohol-related harm</i> , paper to FAPP SG meeting	June 2009
Focused outcome planning activities for Touch and local consultation event	July 2009
Report on Touch local consultation event to FAPP SG	August 2009
Attendance at first Rosyth CAP meeting	August 2009
CAP meeting to develop SMART Outcomes for Rosyth	September 2009
Paper on draft logic model for Rosyth outcomes to FAPP SG	September 2009
2 nd Touch consultation event and report to FAPP SG	September 2009
On-going input to develop a more outcomes focused approach to the pilot areas.	Sept-Oct 2009
Paper to FAPP SG on proposed programme for Rosyth	October 2009
Production of decision grid to aid prioritisation of interventions	November 2009
Proposal for Review of Partnership processes submitted to FAPP Steering Group	November 2009
Paper to FAPP SG on <i>Touch - Proposed programme</i> for consultation addressing issues of desired outcomes, timeline and evidence use and generation.	December 2009
First meeting of FAPP Evaluation Advisory Group	December 2009
Fife-wide web survey on alcohol-related harm	Jan-Feb 2010
Attendance at RAP/RCAP meetings commenced	February 2010
Agreement on approach to monitoring and self-evaluation of interventions – to be included in Service Level Agreements	March 2010
Findings from the Findings from the FAPP review submitted to FAPP Steering Group and meeting held	March 2010
Evaluation interviews with key stakeholders from Dunfermline Town Centre	April 2010
Final agreement on outcomes for the two pilot areas	May 2010
Interim evaluation commenced	May-June 2010
Facilitated discussion with FAPP SG – working with interim findings	June 2010
FAPP Steering Group decision to seek extension to March 2012	July 2010
Evaluation Advisory Group becomes one of four sub-groups in governance review	July 2010
Interim evaluation reports published	August 2010
Submission of evaluation plan to March 2011	August 2010
1 st Local (evaluation) consultation event (young people) Rosyth	August 2010
Presentation of interim findings to SGAIP	August 2010

Attendance <i>Touch Tasking Team</i> meetings	August 2010 onwards
Scottish Government funding agreed for extension of evaluation to March 2012	November 2010
3 rd Local consultation event Touch	March 2011
2 nd Local consultation event Rosyth	March 2011
“Reflections on designing a multi-component programme” Report to FAPP Steering Group	March 2011
Attendance at <i>Touch Tasking Team</i> and RCAP meetings /use of story prompt process and dedicated evaluation activities	April 2011 – February 2012
2 nd partnership review process with FAPP SG and production of a briefing report to partners	November 2011
Second Fife-wide web survey	Jan-Feb 2012
Final evaluation activities/stakeholder interviews	February-April 2012
Draft final report and report to SGAIP	May 2012
Final report	August 2012