

Fife Alcohol Partnership Project

Moving forward to tackle alcohol related harm in Fife: a summary and call for action

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1. *Introduction and background*

- 1.1 This is a companion report to the FAPP Baseline and Interim Evaluation Report (August, 2010) designed to summarise and disseminate the key goals of the Fife Alcohol Partnership Project (FAPP).
- 1.2 The Fife Alcohol Partnership Project (FAPP) is an initiative which brings 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. FAPP is working in two designated pilot areas of Fife; Rosyth and Touch in Dunfermline.
- 1.3 The original formal membership of the FAPP Steering Group included representatives from the Scottish Government & Alcohol Industry Partnership (SGAIP), Fife Constabulary, Fife Council and Fife Alcohol and Drug Partnership (ADP, formerly DAAT)¹.
- 1.4 The creation of FAPP was expected to allow new things to happen from which the learning could be used in other areas across Scotland, particularly about new approaches to tackling alcohol-related harm at a community level. As a pilot, the FAPP project is intended to deliver benefits to the pilot areas and develop transferable learning of relevance to other areas. The programme was originally due to complete in March 2011. In June 2010, FAPP agreed to recommend extension of the life of the partnership for a further limited period to provide a longer period for the planned outcomes to be realised. Final agreement of the duration of this extension and resource implications have still to be agreed.

2. *The FAPP outcome framework*

- 2.1 The FAPP Outcomes Framework in Figure 2.1 details the intended long-term, intermediate and short-term outcomes of the pilot programme.
 - In Rosyth the long term impact is expected to be a reduction in alcohol related crime and disorder offences by young people under-18 years.

¹ Three representatives attend from the Scottish Government & Alcohol Industry Partnership (SGAIP), including the Scotch Whisky Association and Diageo.

- In Touch, the intended long term change is to reduce the impact of alcohol related harm on individuals, families and the community.

Figure 2.1: FAPP agreed long term, intermediate and short-term outcomes in Rosyth and Touch

	Rosyth	Touch
High-level outcomes	<ul style="list-style-type: none"> • Reduced alcohol related crime & disorder offences by young people under 18 years 	<ul style="list-style-type: none"> • Reduced impact of alcohol related harm on individuals, families and the community
Intermediate outcomes	<ul style="list-style-type: none"> • Reduced consumption of alcohol by young people under 18 years old 	<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 perception of safety and security in the home and community
Short-term outcomes	<ul style="list-style-type: none"> • 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 • 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 behaviors in the community • Visible and quantified improvements in environmental quality 	<ul style="list-style-type: none"> • More parents & 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

2.2 FAPP will use this framework to ensure that future commissioning and project management is outcome-focused. The desired outcomes and selection of pilot areas are based upon a Scoping Report undertaken in 2008 and more recent discussions within the partnership. The development of

this framework has drawn on existing data drawn from secondary sources, on both health and anti-social behaviour aspects of alcohol-related harm, as well as local consultation. The companion interim evaluation report describes the processes through which FAPP has reached this stage and serves as a way to share how the issues are understood more widely with key partners. The full report also provides an interim evaluation of progress to date, background information and fuller baseline and contextual data to assist in the on-going and final evaluation of the FAPP programme.

2.3 Annexes 1 and 2 contain the details of the provisional programmes in Rosyth and Touch.

3. Key messages

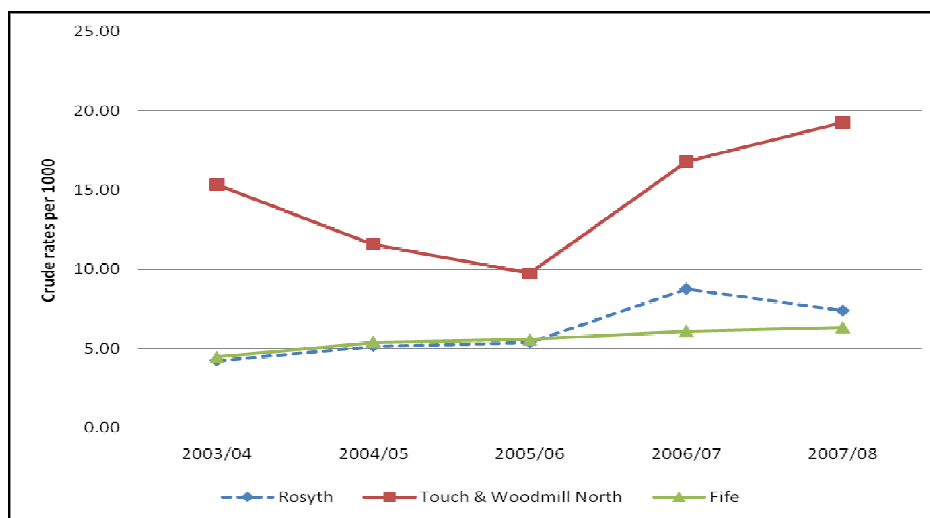
A multi-component programme: a partnership approach

- 3.1 This outcomes framework sits at the heart of the proposed multi-component approach as it is used to design, deliver and evaluate a programme of co-ordinated interventions which together form an integrated programme, where single interventions run in combination with each other and/or sequentially together over time.
- 3.2 The issues in relation to alcohol-related harm are broad and complex. Multi-component approaches seek to modify drinking cultures and effect change or modification in local policies, structures and systems. This includes improving local policies on alcohol, strengthening collaborative networks between professional or stakeholder groups and involving local communities in efforts to achieve change. Whole communities form the target-intervention group rather than individuals within the community.
- 3.3 FAPP proposes to adopt a dual approach which includes both commissioning and funding of appropriate interventions to deliver intended outcomes and seeking to influence other agencies by forging closer relationships with high-level decision-makers in the NHS, Fife Council and the Fife ADP. Engagement with mainstream services is crucial to ensure the delivery of key interventions, maximise alignment between different interventions and enhance the prospects of sustainability after March 2011. The FAPP programme has many links, connections and potential impacts on other agencies' outcomes and on the achievement of the outcomes within the Fife Single Outcome Agreement.
- 3.4 The viability and likelihood of the success of proposed interventions in delivering change will depend on how well-integrated they are in relation to mainstream services; not to duplicate existing services but to complement and enhance their effectiveness. Interventions need to be well-targeted; have a suitable 'reach' in terms of who they work with; benefit a sufficient numbers of participants to be viable and to make an impact; and be able to be linked with other interventions, concurrently, sequentially or thematically.
- 3.5 The delivery of the FAPP programmes in Rosyth and Touch will crucially depend on the mobilisation of a wide range of agencies and individuals. Whilst an extension to the duration of the pilot beyond March 2011 is under consideration, the key to sustainability of this work will depend on the degree to which 'institutionalisation' or mainstreaming can be achieved; in other words, making tackling alcohol-related harm '*everybody's job*'. This ambition goes beyond interventions for which FAPP is able to secure direct funding.

A brief overview of alcohol-related harm in Fife

- 3.6 To establish a baseline, this interim evaluation report draws on a number of sources of evidence to build up a current picture of the alcohol-related issues in Rosyth and Touch. Selective health and anti-social behaviour data is given here². The 2003 Scottish Health Survey³ shows that whilst average adult drinking levels in Fife were within recommended levels, about a third of adult men and over a fifth of adult women in Fife were drinking more than the recommended weekly units. To demonstrate some of the health implications, Figure 3.1 shows trends in general acute in-patient stays with an alcohol-related diagnosis; these have increased across Fife between 2003/04 and 2007/08. Since 2005-06, the rate for Rosyth is higher than that for Fife as a whole and in Touch there is a consistently higher (though more variable) rate than for Fife as a whole⁴.

Figure 3.1: General acute inpatient stays with an alcohol-related diagnosis' 2003/04 to 2007/08



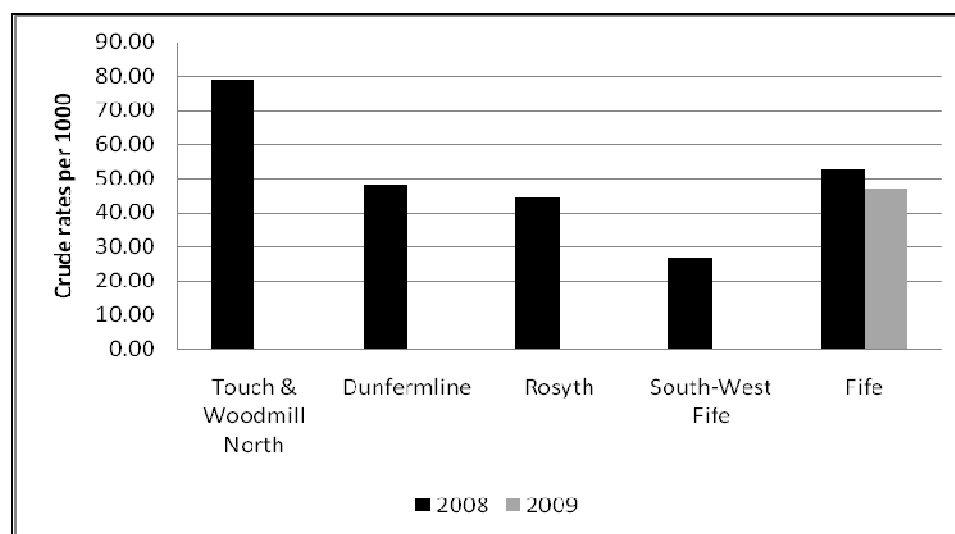
- 3.7 The Scottish Adolescent Lifestyle and Substance Use Survey (SALSUS) shows that in 2006, 66% of 13 year olds and 83% of 15 year olds in Fife reported that they had had an alcoholic drink. In the last week, 33% of 15 year olds and 18% of 13 year olds had drunk alcohol. Between 2002 and 2006, there has been a significant *decrease* in the proportion of 15 year olds who have ever had an alcoholic drink (particularly amongst girls), but no significant change to the proportion of 13 year olds who have. There was also a *decrease* in the proportion of 15 year olds who had had an alcoholic drink in the last week, although no significant change to the proportion of 13 year olds who had. Fifty-one percent of boys and 43% of girls said they never buy alcohol.
- 3.8 Evidence about anti-social behaviour (ASB) offences has been made available to the FAPP. The Police suggest that most anti-social behaviour is alcohol-related. Whilst there are a number of limitations of using crime-based figures, Figure 3.2 shows comparative crude population rates of anti-social behaviour offences, based on all offences. In 2008, rates are higher in the two pilot areas of Touch and Rosyth than the wider areas of which they are each a part; Dunfermline and South-West Fife respectively. However, rates are lower in Rosyth than Fife as a whole.

² For further information, see the FAPP interim evaluation report and the NHS Fife DPH Annual Report 2009 (2010).

³ Corrected in 2008 for underreporting of consumption.

⁴ Confidence intervals suggest that there is no clear evidence of an overall trend in Touch and Woodmill North.

Figure 3.2: Annual anti-social behaviour offences (crude population rates), 2008 by area, 2009 (Fife only)



- 3.9 The public profile of alcohol-related crime and disorder is high across Fife. A recent survey by FAPP showed that the most common issue is the environmental impact of rubbish or litter lying around from people drinking alcohol outside. Rowdy behaviour as a result of drunkenness; young people under 18 purchasing alcohol in local shops and take-aways and adults buying alcohol on their behalf; intimidation or harassment due to drunkenness or due to a desire to obtain alcohol; and vandalism, graffiti or other deliberate damage to cars or other property as a result of drunkenness are all issues across Fife.
- 3.10 Around one in ten women and one in seven men surveyed by FAPP have some form of problematic drinking behaviour. This shows that some of those concerned about the impact of alcohol on communities are also, themselves, exhibiting potentially problematic drinking behaviours.
- 3.11 This highlights the importance of a coherent and integrated or holistic approach; not seeing those with problematic drinking behaviours as a separate group from those with concerns about the impact of alcohol-related harm on their own community. Interventions that acknowledge and work with these two aspects of the issue could potentially be innovative and powerful.

4. *Rosyth*

- 4.1 The FAPP programme in Rosyth is based on a three-pronged approach to reduce consumption of alcohol by young people aged under-18 by tackling availability of alcohol for young people, reducing demand for alcohol by young people and improving broader public perceptions of alcohol-related nuisance in the community.
- 4.2 Rosyth was adopted as a pilot area on the basis of a recommendation from the Scoping Report in 2008 and this has been endorsed by the interim evaluation report. Whilst it is clear that the issues are not confined to Rosyth, all the behaviours associated with under-age purchase or proxy purchase of alcohol appear to be more prevalent in Rosyth than elsewhere in Fife. The FAPP survey found about a quarter of people across Fife have been asked to buy alcohol from a shop or take-away by young people under 18; this figure rises to a third in Rosyth⁵.

⁵ There are 43 responses from Rosyth.

- 4.3 Seven of the 15 datazones in Rosyth have higher hospital admission rates for alcohol-related episodes compared to the population of Scotland. Health data show the importance of alcohol-related health issues in Rosyth. A health agenda and an anti-social behaviour agenda may not be mutually exclusive, if interventions primarily targeting young people also seek to bring in their parents and wider communities.
- 4.4 Recent FAPP survey evidence suggests that there is support for the work of FAPP in Rosyth and also ideas for interventions. Specific comments on what local people would like to see change include a number of different enforcement strategies, but also counselling and family support.

The FAPP Rosyth Programme

- 4.5 The main component of the Rosyth programme is the Community Alcohol Partnership (CAP), now chaired by a Police Officer from Fife Constabulary. The CAP is based on a combined approach to tackling 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 CAP commenced in June 2009 and initially focused on liaison with local traders. A Proxy Purchase Campaign and parallel '*Challenge 25*' campaign commenced in May 2010.
- 4.6 The educational and public perceptions elements of the approach are delivered separately by the Rosyth Alcohol Partnership (RAP). This is a separate group of local stakeholders chaired by the Fife Council Locality Manager which includes the FAPP Project Manager, Fife Council Community Learning and Development (Youth Work) representatives, the Police, the Community Council, local councillors, Public Health and third sector organisations.
- 4.7 At the interim stage, two schools-based programmes, *Do-Be Growing It* at Inverkeithing High School and the *Scottish Certificate in Alcohol Awareness (Bii)* at Dunfermline High School, are underway. *Do-Be* uses interactive workshops, media and technology to increase 2nd year pupils' confidence and self-awareness; about 40 pupils taking part live in the pilot area of Rosyth. The *Scottish Certificate in Alcohol Awareness* programme is working with a small class of Year 3 boys (aged 14-15). Funding has also been agreed for a *Peer Education Project* in Dunfermline High School, to start in the Autumn 2010. This will train and support 5th and 6th year pupils to mentor younger pupils throughout the school in relation to alcohol issues. Other funding proposals are pending.
- 4.8 In relation to community-based programmes in Rosyth, funding has been secured for the extended deployment of detached youth workers, so that they can work to 10pm instead of 9pm on a Friday night. This will continue to March 2011. This is a modest intervention which, if linked well to other interventions, could be important in supporting young people to avoid excessive drinking. Other relevant interventions are the distribution of information to other agencies about existing facilities for young people in Rosyth, engagement with young people by FAPP through use of the Revolution Bus and the training of locally based professionals, including detached youth workers and Police in *Alcohol Brief Interventions (ABIs)* to give them the knowledge, skills and confidence to talk to young people about alcohol use.
- 4.9 FAPP has also secured funding to provide support for young drinker's safety and welfare in Rosyth, based on the *Mobile Alcohol Intervention Team (MAIT)* model, a pilot outreach project engaging with young people found to be drinking in public places. This intervention has just commenced and is managed by Clued-Up, a drug and alcohol awareness service for young people.

- 4.10 One intervention has just been completed: *'The Edge'* a seven-week evening course was aimed at teenage girls with the goal of building confidence and self-esteem. This intervention struggled to attract sufficient numbers of suitable participants. However, there may be potential to use the programme differently to make it more closely targeted for the 'at risk' groups, including the option of linking groups for young people with groups for their parents. Further views from young people about this programme and potential linked interventions are being sought.
- 4.11 Most of the elements of the Rosyth programme are now fairly well established. There are a wide range of agencies involved in the delivery of the Rosyth programme, the success of which relies to a large degree on the ability of the mainstream agencies to work together and work differently. Rosyth has the potential to be an effective evidence-based multi-component programme, with good prospects for sustainability by strengthening collaborative networks between professional or stakeholder groups.
- 4.12 The ambition of the CAP is broad; success will depend on their ability to engage with the wider community, to secure the co-operation of local traders, provide educational and diversionary activities for young people and produce a visible and acknowledged change in the local environment. This cannot be achieved without the buy-in and active engagement of a wider range of stakeholders.
- 4.13 Much of the success of community and school-based interventions, and therefore of the wider CAP, will depend on the extent to which they are able to be linked to each other in a way that can reinforce messages to young people and the wider community. The recent appointment of a local chair for the CAP from Fife Constabulary is a positive development that now brings local knowledge and leverage to the operation.
- 4.14 This interim stage of the programme presents an opportunity to explore the fuller potential of the existing interventions. This might include exploration of the options to link schools-based and community-based interventions; the ability to link interventions for young people and their parents, and crucially, to seek the views of young people about the best way forward.

5. Touch

- 5.1 In Touch, FAPP have chosen to target a reduction in the impact of alcohol-related harm on individuals, families and the community. A three-pronged approach is intended to improve knowledge of the harmful effects of drinking, encourage the greater adoption of safer patterns of drinking and reduced public acceptability of hazardous drinking and greater perception of safety and security in the home and community.
- 5.2 Touch is a small housing estate of approximately 1200 people, located about two miles east of Dunfermline Town Centre. The *Scottish Index of Multiple Deprivation (SIMD)* figures for 2006 show that Touch is within the top 10% most deprived areas in Scotland. Touch was adopted as a pilot area on the basis of a recommendation from the Scoping Report in 2008 which did acknowledge that other areas in Fife were facing very similar issues regarding the misuse of alcohol.
- 5.3 Existing evidence in relation to Touch may be less reliable than for Rosyth, partly due to the very small scale of the area; although data reported in section 3 above shows clear evidence of a consistently higher rate of general acute inpatient stays with an alcohol-related diagnosis in Touch and Woodmill North than for Fife as a whole. In relation to anti-social behaviour, in 2008 crude population rates were considerably higher in Touch and Woodmill North, than the wider Dunfermline and Fife areas. In Touch, anti-social behaviour is a more significant issue amongst 21-29 year olds than elsewhere.

- 5.4 FAPP is in no doubt of the importance of alcohol-related harm in Touch. Qualitative evidence collected as part of the on-going consultation with the local community in Touch shows that there is substantial personal experience across the generations of the effects of alcohol abuse and harm amongst local residents. Their accounts give a real sense of the personal costs and how alcohol abuse impacts on individuals and communities. Local residents see the issues as having both health *and* anti-social behaviour aspects. There is a strong issue that was expressed about the fear of intimidation and reprisals for reporting of anti-social behaviour.
- 5.5 Analysis of health and anti-social behaviour data, together with local opinion suggest that Touch is a suitable pilot area. Consultation has shown that there is a willingness to engage with the FAPP and an appetite for doing something positive about the local issues. FAPP has been referred to by local professionals working in Touch as '*a wake-up call*' and offers the potential to respond to alcohol-related harm in a cross-cutting and multi-agency way.

The FAPP programme in Touch

- 5.6 FAPP has taken a different approach to programme development in Touch by working more closely with community members and local professionals, so as a consequence the Touch programme is much less well-developed than that for Rosyth. In effect the 'scoping' of the programme is an on-going process.
- 5.7 The establishment of a *Touch Tasking Team* is a significant part of the approach in the locality. This is a multi agency group charged with developing a local response to reduce alcohol-related harm and promote responsible drinking. This brings together the relevant professionals including the Locality Manager, Community Police, Fife Council (including representatives from Adult Education, Housing and Youth Work), Community Wardens, the local Minister, Headteacher, Specialist Midwife, Homestart, and Health Visitors. Recent meetings have now also included some active members of the local community.
- 5.8 At the interim stage, two projects have been completed. The *Scottish Certificate in Alcohol Awareness* was completed at Woodmill School in June 2010⁶. The course has been trialled with most of the S3 year group (14-15 year olds) at the school; of 159 pupils that sat the end of course exam, all passed. FAPP wish to see more parents and children talking to each other about drinking in Touch. As a school-based programme, the course does not necessarily engage with parents and given the current state of the rest of the Touch programme, there has been little for this intervention to link to. FAPP is now exploring how best to build on the learning of the young people and bring that into the community in some way.
- 5.9 '*Feel the Fear*' was an eight-week evening course aimed at young women with the goal of building confidence and self-esteem, which has now been completed. This had eight participants, four of whom live in Touch. All talk about having more confidence as a result of the course. Whilst the course was not explicitly designed to address alcohol issues directly, there was a lot of informal discussion about alcohol including binge drinking and how others' drinking was negatively impacting on the quality of life of local residents. This may now be a positive springboard from which 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.
- 5.10 At this stage, the Touch programme is less well-developed and whilst the situation is fluid, little is happening on the ground with limited time remaining. This situation illustrates the balancing act

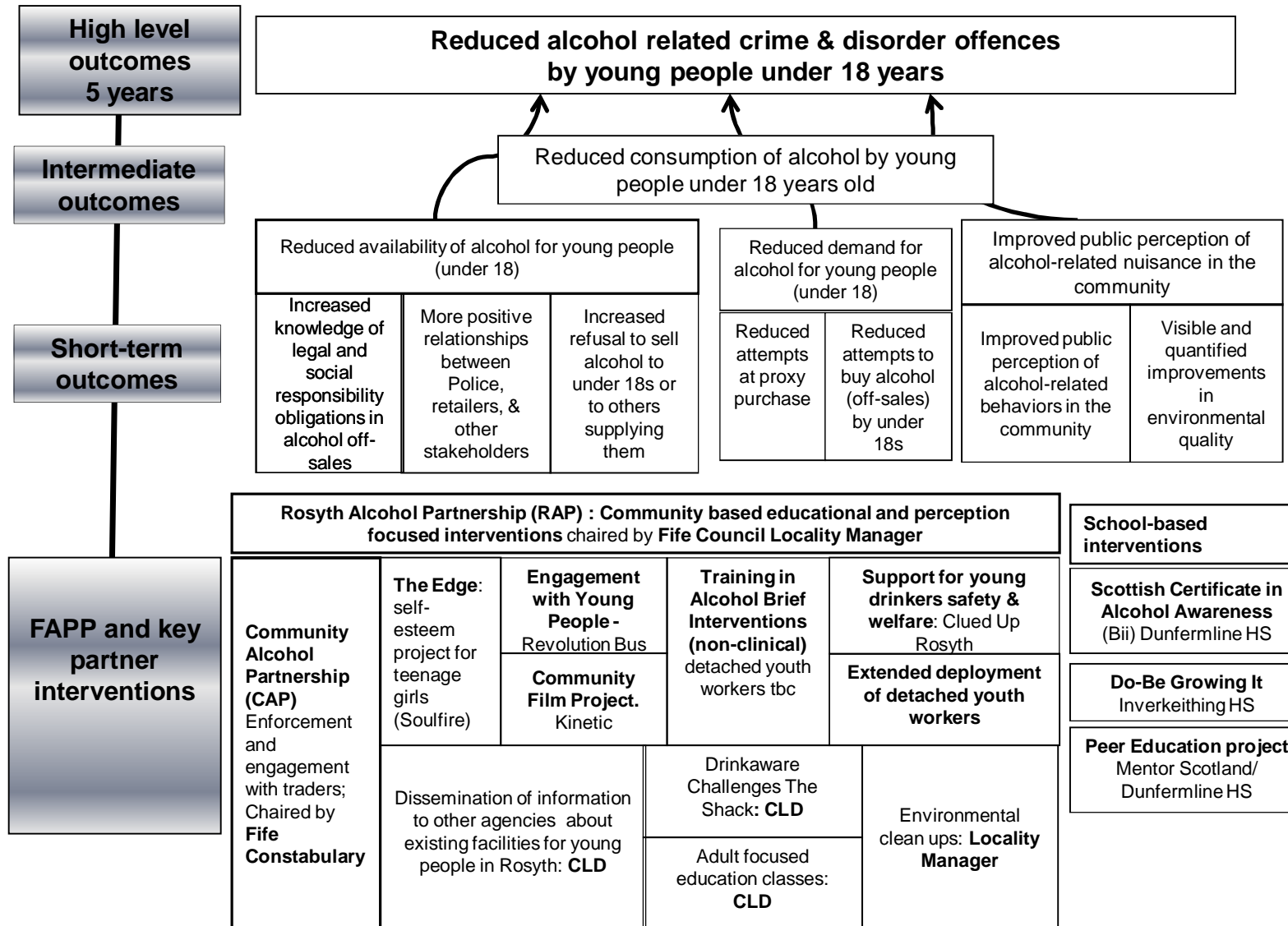
⁶ This is the same course which forms part of the Rosyth programme.

between the slower pace and consultative approach and a more proactive, stronger focus on getting 'up and running' so that the momentum and learning generated so far can be built upon. At a consultation event in Touch in July 2009, it was 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. There is certainly scope for creative ways to connect up children and parents, bring school-based learning into the community and show that FAPP is able to use the ideas from the community to promote greater dialogue in the community around the issue of alcohol misuse, health and related harm.

6. *Moving forward: a call for action*

- 6.1 There is a strong interest across Fife in the FAPP attempts to tackle alcohol-related harm. FAPP has mobilised a number of existing agencies and stakeholders, but acknowledge that the ability to deliver the FAPP programmes will crucially depend on proactive engagement of a wide range of agencies and individuals. There has been limited progress in the establishment of programmes for delivery in the two pilot areas and this inevitably limits what can be achieved by March 2011.
- 6.2 In June 2010, the FAPP Steering Group agreed to consider an extension to the life of the partnership for a further time-limited period to be confirmed by October/November 2010.
- 6.3 To reflect these challenges, the partnership has now agreed a new governance strategy to improve partnership structures and processes. The relationship between FAPP and key partners is central to the sustainability of this work on alcohol-related harm and it is also necessary to confirm and formalise these relationships to secure the FAPP legacy. The achievement of full collaborative advantage will require a great deal of on-going energy, commitment and care, from all parties, including any new partners brought into the process to enable FAPP to meet its ambitions.
- 6.4 An approach to supporting the self-monitoring and evaluation of individual projects has been agreed and work is in progress to ensure that all interventions measure their outcomes and demonstrate how these map to the FAPP outcomes.
- 6.5 It is hoped that this report can convey the nature of the ambition of the FAPP and the challenges of the delivery of the programme. As the multi-component programme begins to be implemented, this is a good time to engage practitioners, multi-agency partners and wider communities more actively in a more systemic and reflective approach to evaluation that supports self and peer review and wider dialogue and sharing of lessons. This will also require a high degree of flexibility and adaptability on the part of FAPP and their partners; as this programme develops, if on-going learning is to be taken on board, individuals and agencies will 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. This is one of the major cultural challenges of the multi-component approach.

Annex 1: Rosyth programme



Annex 2: Touch Programme

