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ABERDEEN CITY COUNCIL

To: Allan McIntosh, Convener; Craig Adams, Derek Murray, Gerard Rattray and George Wyatt (Representatives of Holders of Premises Licences/Personal Licences); Inspector John Soutar, Grampian Police; Sandy Kelman (Alcohol and Drugs Partnership); Sohail Faruqi (Education); Dr. Lesley Wilkie (Health); Mark Donlevy, Ian Donaldson and Bob Westland (Community Safety); Mary Crawford, Ken Eddie, Councillors Martin Greig and John West (Representatives of Residents within the Forum's Area); Conor McKay and Katherine Ross (Youth Representatives) and Diane Sande (Licensing Standards Officer).

Town House,
ABERDEEN 15 April 2010

ABERDEEN LOCAL LICENSING FORUM

The Members of the **ABERDEEN LOCAL LICENSING FORUM** are requested to meet in on **THURSDAY, 22 APRIL 2010 at 5.00 pm.**

JANE G MACEACHRAN
HEAD OF LEGAL AND DEMOCRATIC SERVICES

BUSINESS

- 1 Welcome and Apologies
- 2 Minute of Forum Meeting held on 25 February 2010 (Pages 1 - 8)
- 3 Update on Curfew, Overprovision Assessment and Review of Statement of Licensing Policy
- 4 Statistical Information
- 5 Update from Licensing Standards Officer

- 6 Licensing Board Business Update (Pages 9 - 18)
- 7 Work Plan (Pages 19 - 26)
- 8 Feedback from Licensing Board Conveners' Conference (Pages 27 - 48)
- 9 Consultation on Labelling of Alcoholic Drinks (Pages 49 - 60)
- 10 Information for Noting on (a) Scottish Youth Commission on Alcohol and (b) Health Impact Assessment Workshop (Glasgow) (Pages 61 - 110)
- 11 Invitation to National Licensing Conference - Aviemore 8 and 9 September 2010
- 12 Timetable of Local Licensing Forum Meetings in 2010
- 13 Preparation for meeting with Licensing Board on 23 April 2010
- 14 Any Other Competent Business

Website Address: www.aberdeencity.gov.uk

Should you require any further information about this agenda, please contact Fiona Gardiner, tel. (52)2864 or email fgardiner@aberdeencity.gov.uk

Agenda Item 2

ABERDEEN LOCAL LICENSING FORUM

Thursday, 25 February, 2010

Present: George Wyatt, Vice-Convener; Craig Adam, Mary Crawford, Mark Donlevy, Sohail Faruqi, Councillor Martin Greig, Sandy Kelman (as substitute for Dr. Lesley Wilkie), Raymond Morrison (as substitute for Diane Sande, Licensing Standards Officer), Derek Murray, Gerard Rattray, Katherine Ross, Inspector John Soutar, Sergeant Barry Skinner, Councillor John West and Bob Westland.

Apologies: Allan McIntosh, Connor McKay, David Pattinson, Diane Sande (Raymond Morrison substituting) and Dr. Lesley Wilkie (Sandy Kelman substituting).

In attendance: Neil Carnegie, Community Safety Manager, Aberdeen City Council.

WELCOME

George Wyatt, Vice-Convener welcomed everyone to the meeting.

MINUTES

The Forum had before it the Minutes of the meeting held on 12 November, 2009 and of the Forum Sub-Committee meeting held on 3rd February, 2010.

The Forum resolved:-
to approve the Minutes.

MEETING TIMETABLE

The Forum considered a request from Councillor John West to revise the timetable of Forum meetings to avoid clashes with Council Committees.

The Forum resolved:-
to request the Clerk to revise the timetable in consultation with the members of the Forum providing meetings continue to be held on Thursdays.

OVERPROVISION ASSESSMENT

The Forum considered a letter from the Depute Clerk to the Licensing Board requesting further observations on the draft overprovision assessment considered by the Licensing Board and reminding the Forum of the procedure and Scottish Government guidance on the approach to the assessment of overprovision.

The Forum resolved:-

to reaffirm its support for the proposal put forward by Grampian Police that two localities in the city in and around Belmont Street and Justice Mill Lane should be regarded as overprovided with licensed premises.

LATE OPENING CONDITION (CURFEW) – CONSULTATION

The Forum considered a letter and questionnaire received from the Depute Clerk to the Licensing Board requesting responses to three questions and any additional comments to inform the consideration by the Licensing Board of the impact of the Curfew which has been in place for almost six months. The Forum noted that the curfew is currently attached as a condition to late opening premises' licences and will continue in force until it is removed or amended by the Licensing Board. Therefore there is no automatic revocation of the condition after the six month period.

In addition to any comments individual members of the Forum may wish to submit in response to the consultation, the Forum agreed that a response should be sent by the Clerk on their behalf stating that the curfew has not been helpful in meeting the licensing objectives, that a longer period is not required to establish the impact of the curfew and that it should be revoked. The Forum also agreed to submit constructive suggestions to try to reduce anti social behaviour in the city centre by requesting the Depute Clerk to the Licensing Board to suggest that the Licensing Committee may wish to consider not granting Late Hours Catering Licences beyond 3.00am and he may wish to check whether current legislation would permit the imposition of staggered closing hours on different types of licensed premises. This could be taken forward either as a condition on premises licences or on permissions for Late Hours Extensions. The Forum understands that such a proposal was supported by the licensed trade several years ago and in fact reflects current practices with, for examples restaurants and public houses closing earlier than private members clubs. Licensees of premises which offer entertainment could be incentivised to supply food later in the evenings by including this as one of the criteria for assessing premises as part of the Best Bar None Scheme.

The Forum resolved:-

to request the Clerk to respond to the Depute Clerk to the Licensing Board on behalf of the Forum pointing out that the curfew appears to have had limited impact and that other options could be pursued to reduce the level of anti social behaviour in the city centre at the weekends.

LATE NIGHT BUS SERVICES

The Forum was informed that the Action Plan drawn up following a meeting between bus providers, Grampian Police, the Convener of the Licensing Board and City Council officers was being pursued. Information on demand for late night bus services and best practice in other cities was currently being collated and the participants in the meeting and those invited which included the Convener of the Licensing Forum will receive a copy of the collated information in March 2010. Further views and comments will be invited at that stage. Meantime Council officers continue to consider future options including funding.

The Forum resolved:-

to note that a further update on Late Night Bus Services will be submitted to the next Forum meeting.

PUBLIC SAFETY IN THE CITY CENTRE

Neil Carnegie, Community Safety Manager, Aberdeen City Council, assisted the Forum in considering the Action Plan which is currently being implemented to improve Public Safety in the City Centre. Neil advised that work is being taken forward in a more co-ordinated manner and to that end he will shortly be establishing a Safer Aberdeen Forum and all key stakeholders in the night time economy will be asked to be represented on the Forum. Sandy Kelman advised that a meeting would be arranged shortly between him and Neil to ensure there is no duplication of effort as actions contained in the Aberdeen Alcohol Strategy are taken forward. Mark Donlevy, Unight confirmed that his organisation welcomes the opportunity to participate in the work set out in the Action Plan.

The Forum resolved:-

to thank Neil Carnegie for the update and to note that the Forum has a part to play in delivering the Action Plan.

STATISTICAL INFORMATION

Inspector John Soutar was pleased to report that there had been a recent decrease in serious and violent crime in licensed premises and that together with licensees and door supervisors the police are trying to raise standards. George Wyatt confirmed that staff training has led employees to be more proactive in preventing potential disorder by refusing to serve alcohol where potential customers are already under the influence of alcohol. Inspector Soutar advised that officers entering licensed premises are encouraged to think automatically of specific licensing offences rather than common law offences and this is reflected in the continuing trend of increases in reports of licensing offences. Grampian Police have also developed more robust administrative processes.

Raymond Morrison on behalf of the Licensing Standards Officer advised that there had been a review of noise complaints. Four complaints related to licensed premises in the city two of which are currently subject to ongoing enquiries, one was resolved by agreement on setting noise limits and the other by the provision of advice and assistance.

It was confirmed that confirmation is awaited from the Scottish Government on the statistical information and frequency of reports they will require from the Licensing Board and this is an issue which will be discussed with the Board at the next Joint Meeting with the Forum.

The Forum resolved:-

to note the statistical information.

UPDATE FROM THE LICENSING STANDARDS OFFICER

Raymond Morrison, on behalf of the Licensing Standards Officer, reported that the City Council's establishment for Licensing Standards Officers was 1.5 Full Time Equivalents and that he in fact undertook the LSO training prior to the appointment of Diane Sande. He is able to share the workload on a more regular basis this year than was the case in 2009. Over the last two months there have been regular meetings with Grampian Police to exchange information and undertake inspections. Unfortunately the winter weather prevented a planned programme of visits to licensed premises with Grampian Police at the weekend but the work will be rescheduled. The North Regional Licensing Standards Officers Group held its second meeting in January and this provided a useful mechanism to share best practice and check consistency of approaches across the North East and Highland. A useful meeting also took place with the local Licensed Trade Association. George Wyatt advised that the national and Aberdeen Licensed Trade Associations issue regular guidance to improve the level of knowledge and understanding of the legislation. For example George was aware that the National Association was working closely with the Scottish Government to try to agree on guidance to be issued later this year on irresponsible promotions which is open to wide interpretation and has led to some confusion. Inspector Soutar encouraged licensees to read the relevant part of the Licensing (Scotland) Act 2005 in the first instance although he would not discourage anyone from contacting the police if there is any uncertainty about a specific proposed promotion. He advised the Forum that there were regular phone calls to the police at the weekends from licensees on this issue alone which appears to be a matter of perception whereas in fact the criteria in the Act are quite straightforward.

The Forum considered whether it would be competent in terms of the legislation for the Licensing Board to require submission of an alcohol pricing plan perhaps as part of the Operating Plan from applicants for premises licences. It was considered this would assist transparency.

The Forum resolved:-

to note the update on behalf of the Licensing Standards Officer and to request the Clerk to seek the views of the Depute Clerk to the Licensing Board on the legality and feasibility of requiring applicants for premises licenses to submit an alcohol pricing plan.

WORKPLAN

The Forum noted progress on actions and decisions previously approved by the Forum. In particular the work by Alcohol Focus Scotland in conjunction with the Scottish Qualifications Authority was noted in relation to quality assurance of training courses.

In relation to staffing levels the Forum noted the response and that four additional staff in the service undertaken other licensing duties. The Forum recalled that the original staffing proposal was to have two full time Licensing Standards Officers rather than 1.5 Officers and that other Scottish cities employ more Licensing Standards Officers than is the case in Aberdeen. It was agreed it was appropriate

to write to the Chief Executive requesting her views given that the City Council has identified substance misuse as a corporate priority and in November, 2009 hosted a meeting on alcohol issues in the city centre.

Inspector Soutar suggested that there should be an addition to the Work Plan to devise a rota for members of the Forum to attend Licensing Board meetings and to undertake to report back on their experience to the next available Forum meeting. In addition the Clerk would ensure that the latest Licensing Board minutes are included on the agenda of Forum Meetings and this would provide some useful information ahead of the submission of statistical information by the Board. The Forum would gain valuable information on the work of the Board without exceeding its remit as there would be no intention to make recommendations or offer advice in connection with any particular case.

The Forum resolved:-

to request the Clerk to write to the Chief Executive seeking her views on increasing the establishment of Licensing Standards Officers even on a temporary basis in light of experience of implementation of the Licensing (Scotland) Act 2005. The Clerk will contact members of the Forum to take forward the suggestion regarding a rota of attendance at future Licensing Board meetings and ensure that future agendas include an item on the latest Licensing Board minute.

LINKS WITH OTHER LOCAL LICENSING FORUMS

The Forum considered the minute of the meeting with representatives from the Aberdeenshire Local Licensing Forums and Linda Bowie, Acting National Licensing Development Officer and that the issue of training events being held in the North East was discussed together with the potential to use a DVD for information and training purposes.

The Forum resolved:-

to note the minute of the meeting and that further opportunities to liaise with Aberdeenshire Licensing Forums will be identified.

LOCAL LICENCE CONDITIONS, SUPPLEMENTARY STATEMENT OF LICENSING POLICY AND CITY CENTRE ALCOHOL ISSUES MEETING NOTE

The Forum considered the information it had requested on Local Licence Conditions which should be read in conjunction with the Licensing Board's Statement of Licensing Policy and noted the Supplementary Statement of Licensing Policy in respect of delegation and the minute of the discussion on city centre alcohol issues which took place on 16th November, 2009.

In relation to Local Licence Conditions, it was noted that the Licensing Standards Officer would be raising with the Clerk to the Licensing Board the issue of the qualification required to be held by First Aiders. The Forum discussed the valuable role played by Door Supervisors in working with the Police in preventing crime and disorder, securing public safety and protecting children from harm. Therefore it would be useful to know the assessment criteria applied by the Licensing Board in deciding on the number of Door Supervisors required for each premises and the times within which they should be on duty.

The Forum resolved:-

to include the issue of conditions in respect of provision of Door Supervisors in the discussion at the next joint meeting with the Licensing Board.

ALCOHOL ETC (SCOTLAND) BILL

The Forum received a short briefing note on the main provisions of the Alcohol etc (Scotland) Bill.

The Forum resolved:-

to note the information.

WEEKEND VISIT WITH GRAMPIAN POLICE

A number of members of the Forum have taken up the offer of patrolling with Grampian Police at the weekends in the city centre to gain some first hand experience of the issues dealt with by officers. It was explained that visits were unannounced and members of the Forum were accompanied by plain clothes officers. A large variation in standards of operation of clubs was noted. Inspector John Soutar clarified that the number of police cells available within the city was 31 and not the higher figure stated in the briefing paper.

The Forum resolved:-

to note that the visits were extremely worthwhile and to thank Inspector John Soutar and his colleagues for all their assistance in arranging for the visits to take place.

ANNUAL CONFERENCE OF LICENSING BOARD CONVENERS

The Forum noted the invitation to attend the annual conference of Licensing Board Conveners "Tackling Alcohol Misuse" on 23rd March, 2010.

The Forum resolved:-

to request the Convener of the Forum to attend the conference.

JOINT MEETING WITH THE LICENSING BOARD

The Forum was advised that the Licensing Board had suggested that the next Joint Meeting with the Forum take place on Friday 23rd April, 2010 at 10.00am in the Town House.

The Forum resolved:-

to accept the invitation from the Licensing Board.

CONSULTATION ON LABELLING OF ALCOHOLIC DRINKS

Sandy Kelman advised the Forum that there was an opportunity to put forward observations on how best to improve alcohol unit and health information for consumers on alcohol labels as part of a consultation process launched by the Department of Health, the Scottish Government, the Welsh Assembly Government and the Northern Ireland Department of Health, Social Services and Public Safety.

The Forum resolved:-

to request the Clerk to include an item on the consultation exercise on the agenda for the next Forum meeting on Thursday 22nd April, 2010.

NEXT MEETING

It was confirmed that the next meeting of the Forum would be on Thursday 22nd April, 2010 at 5.00pm in the Town House.

- **ALLAN MCINTOSH, Convener**

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ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

New Grant(s)

Premises	Applicant	Date Received	Decision
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1	COSTCUTTER 823 GREAT NORTHERN ROAD ABERDEEN AB24 2BR	MESSRS M & S BASHEER C/O ANDERSONBAIN & CO SOLICITORS 10 THISTLE STREET ABERDEEN AB10 1XZ	20 November 2009	Granted Local Condition(s).
2	KEY STORE 154 GREAT NORTHERN ROAD ABERDEEN AB24 2BE	VINCELY PAUL ANTHONYMUTHU C/O ABERDEIN CONSIDINE & CO SOLICITORS 8-9 BON-ACCORD CRESCENT ABERDEEN AB11 6DN	18 November 2009	Granted Local Condition(s).

ABERDEEN CITY LICENSING BOARD LICENSING BOARD**MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ****Licensing (Scotland) Act 2005****List of Decisions****Provisional(s)****Premises****Applicant****Date Received****Decision**

3 PIZZA HUT
UNIT FS18, FIRST LEVEL MALL
UNION SQUARE
GUILD STREET
ABERDEEN
AB11 5RG

PIZZA HUT (UK) LIMITED
C/O BRODIES
SOLICITORS
15 ATHOLL CRESCENT
EDINBURGH
EH3 8HA

3 December 2009

Granted

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

Variation (Major)(s)

Premises	Applicant	Date Received	Decision
4 BON ACCORD GOLF CLUB 19 GOLF ROAD ABERDEEN AB24 5QZ	BON ACCORD GOLF CLUB C/O RAEBURN CHRISTIE CLARK & WALLACE SOLICITORS 12-16 ALBYN PLACE ABERDEEN	17 November 2009	Granted
5 DUSK 10 BON-ACCORD SQUARE ABERDEEN AB11 6DJ	AB MIXOLOGY LIMITED C/O LEDINGHAM CHALMERS LLP SOLICITORS JOHNSTONE HOUSE 52-54 ROSE STREET ABERDEEN	10 December 2009	Granted
6 LA STELLA 28 ADELPHI ABERDEEN AB11 5BL	BEETROOT RESTAURANTS LIMITED C/O RAEBURN CHRISTIE CLARK & WALLACE SOLICITORS 12-16 ALBYN PLACE ABERDEEN	24 November 2009	Granted

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

Variation (Major)(s)

Premises	Applicant	Date Received	Decision
7 MORRISONS 215 KING STREET ABERDEEN AB24 5AH	WM MORRISON SUPERMARKETS PLC C/O HILL BROWN SOLICITORS 3 NEWTON PLACE GLASGOW G3 7PU	4 November 2009	Granted
8 MUSA 33 EXCHANGE STREET ABERDEEN AB11 6PH	CULTURAL EXCHANGE (ABERDEEN) LIMITED C/O THE COMMERCIAL LAW PRACTICE SOLICITORS COMMERCIAL HOUSE	4 November 2009	Granted
9 PROHIBITION 31 LANGSTANE PLACE ABERDEEN AB11 6DX	THE EPIC GROUP (SCOTLAND) LTD C/O MACGREGOR THOMSON LIMITED FORSYTH HOUSE LOMOND COURT CASTLE BUSINESS PARK STIRLING	23 October 2009	Withdrawn

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

Variation (Major)(s)

	Premises	Applicant	Date Received	Decision
10	SOMERFIELD SCLATTIE PARK BUCKSBURN ABERDEEN AB21 9QR	SOMERFIELD STORES LIMITED C/O HILL BROWN SOLICITORS 3 NEWTON PLACE GLASGOW G3 7PU	16 November 2009	Granted
11	THE ALBYN 11 ALBYN PLACE ABERDEEN AB10 1YE	VERASE LIMITED C/O PAULL & WILLIAMSONS LLP SOLICITORS UNION PLAZA 1 UNION WYND ABERDEEN	24 November 2009	Granted
12	THE GAS LAMP 44 MARKET STREET ABERDEEN AB11 5PL	GOURMET KITCHENS LIMITED C/O PETERKINS SOLICITORS 100 UNION STREET ABERDEEN AB10 1QR	9 December 2009	Granted

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

Variation (Major) on Transfer(s)

	Premises	Applicant	Date Received	Decision
13	COOPERS BAR 43 JOHN STREET ABERDEEN AB25 1LN	GREENE KING BREWING & RETAILING LIMITED C/O BELHAVEN BREWERY CO LTD STUART WATT COMMERCIAL DIRECTOR SPOTT ROAD	16 November 2009	Granted
14	FOUR MILE INN INVERURIE ROAD BUCKSBURN ABERDEEN AB21 9BA	GREENE KING BREWING & RETAILING LIMITED C/O BELHAVEN BREWERY CO LTD STUART WATT COMMERCIAL DIRECTOR SPOTT ROAD	13 November 2009	Granted
15	NORTHERN BAR 325 GEORGE STREET ABERDEEN AB25 1EE	GREENE KING BREWING & RETAILING LIMITED C/O BELHAVEN PUBS LICENSING TEAM ATRIUM HOUSE 6 BACK WALK	9 December 2009	Granted

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Licensing (Scotland) Act 2005

List of Decisions

Variation (Major) on Transfer(s)

	Premises	Applicant	Date Received	Decision
16	THE ABERCROMBIE 224 UNION STREET ABERDEEN AB10 1TL	GREENE KING BREWING & RETAILING LIMITED C/O BELHAVEN BREWERY CO LTD STUART WATT COMMERCIAL DIRECTOR SPOTT ROAD	2 November 2009	Granted
17	THE GLOBE 13 NORTH SILVER STREET ABERDEEN AB10 1RJ	GREENE KING RETAILING LTD C/O BELHAVEN PUBS LICENSING TEAM ATRIUM HOUSE 6 BACK WALK STIRLING	26 November 2009	Granted

ABERDEEN CITY LICENSING BOARD LICENSING BOARD**MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ****Licensing (Scotland) Act 2005****List of Decisions****Personal Licence(s)****Premises****Applicant****Date Received****Decision**

18

ASIF IQBAL

14 December 2009

Refused due to Police
objection.

PAUL MCBAIN

25 November 2009

Granted on 10/02/2010

ABERDEEN CITY LICENSING BOARD LICENSING BOARD

MEETING, 9 FEBRUARY 2010 at 10:30am in , the Town & County Hall, Town House, Union Street, Aberdeen, AB10 1AQ

Gambling Act 2005

List of Decisions

Adult Gaming Centre - Full Grant(s)

Premises	Applicant	Date Received	Decision
20 AGC1 MECCA BINGO CLUB UNIT 2 CENTRE POINT BERRYDEN ROAD ABERDEEN	RANK LEISURE LIMITED	17 November 2009	Granted
21 AGC2 MECCA BINGO CLUB UNIT 2 CENTRE POINT BERRYDEN ROAD ABERDEEN	RANK LEISURE LIMITED	17 November 2009	Granted

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ABERDEEN LOCAL LICENSING FORUM

WORKPLAN AS AT APRIL, 2010

Licensing Objectives (for reference) –

- (1) Preventing Crime and Disorder,
- (2) Securing Public Safety,
- (3) Preventing Public Nuisance,
- (4) Protecting and Improving Public Health, and
- (5) Protecting Children from Harm.

Remit of Local Licensing Forums as set out in the Licensing (Scotland) Act 2005 – keeping under review the operation of the Act in the Forum's area and in particular the exercise by the Licensing Board of their functions including giving advice and making recommendations to the Board in relation to those matters where the Forum considers it appropriate. The Act does not enable a Forum to review or give advice or make recommendations in relation to the exercise by a Board of their function in relation to a particular case. "Case" is taken to mean an application before a Board and in the interests of natural justice is also taken to mean individual licensed premises. The preferred route for consideration of complaints about the running of licensed premises is to write directly to the Clerk or Depute Clerk to the Licensing Board.

The Licensing (Scotland) Act 2005 requires Licensing Boards in exercising any of their functions to have regard to any advice given or recommendations made to them by a Local Licensing Forum and where the Board decides not to follow the advice or recommendation to give the Forum reasons for that decision, the Board must provide copies of relevant statistical information to the Forum as it may reasonably require for the purposes of its general functions.

Licensing Standards Officers have a general function of providing to interested persons information and guidance concerning the operation of the Act, supervising compliance with the Act and the conditions of their licences by holders of Premises Licences and Occasional Licences and mediate between communities and the trade or between any two parties where there is a need to resolve a local problem and develop a local solution. LSOs do not act as "policemen" with regard to licensing but they will liaise with the police and other relevant officials such as Environmental Health Officers in pursuit of the objectives of the Act.

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
(1)	Find out from communities what are their areas of concern	Issues raised by Community Councils, etc have been considered by the Forum and where appropriate action has been taken to make further enquiries. The Forum will await any further referrals from Community Councils or individuals.		
(2)	Improve intelligence in relation to statutory bodies.	The Forum is gaining experience as it considers topics and input from Forum members who are representatives of relevant agencies. The Forum had been represented at conferences and training events and will continue to do so.		
(3)	Overprovision – Assisting the Licensing Board in adopting a statement as part of Licensing Policy.	The Forum submitted its views to the Clerk to the Licensing Board and a further update will be considered at the Forum meeting on 22/4/10.		
(4)	To receive reports from the Licensing Board containing relevant statistical information.	The Clerk to the Licensing Board will advise the Forum of the frequency and content of statistical reports the Forum		

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
		can anticipate receiving throughout 2010.		
(5)	To request an outline from the Licensing Board on measures it will employ to ensure compliance with the five licensing objectives.	An assurance has been given by the Board at the second joint meeting with the Forum that the current Licensing Policy makes appropriate references to the objectives. The Board has also confirmed that it will continue to monitor statistical trends in relation to crime and if possible health and other indicators in order to evaluate contributions to the achievement of the licensing objectives.		This is an issue appropriate for discussion at the first joint meeting with the Licensing Board in 2010.
(6)	Public Safety in the City Centre	An update report was considered by the Forum at its meeting on 25/2/10.		
(7)	Late Night Bus Services	An Update will be considered by the Forum at its meeting on 22/4/10.		
(8)	Policy Review	The Sub-Committee and the Forum have considered Licensing Policy Statements from other Boards in Scotland. No significant gaps have been identified and the Forum will be		The issue of the variety of level of details in Licensing Board policies and the use of Local Licensing Conditions may be appropriate for

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
		asked to consider responding to the Aberdeen City Alliance giving its findings as the Alliance requested the Forum to consider this matter.		discussion at the next Joint Meeting with the Licensing Board.
(9)	Aberdeen Alcohol Strategy	The Forum or the Sub-Committee would benefit from considering the contributions the Forum can make to the achievement of the Strategy and this may require information on work in progress by other relevant bodies to avoid duplication of effort. For example work being undertaken by the Community Safety Partnership and by the Community Safety Criminal Justice Sub-Group of the Aberdeen Alcohol and Drugs Partnership.		It would perhaps be of assistance to learn from the Licensing Board their approach to ensuring they are contributing to the achievement of the Aberdeen Alcohol Strategy and are monitoring progress.
(10)	Standard of Training - The Forum requested information from the Scottish Government on the quality assurance process in respect of compulsory training to comply with the Licensing (Scotland) Act 2005 in the light of concerns about the quality of some on-line	Alcohol Focus Scotland meets regularly with the Scottish Qualifications Authority to investigate these matters. Alcohol Focus Scotland created a guide for managers on how best to plan their own training sessions for their staff. A copy can be obtained free of charge		

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
	training courses.	from their website. Alcohol Focus in conjunction with an experienced training provider Quality Hospitality International provides an online staff training course which offers more in-depth training and interactive work which would secure a good quality outcome. This would perhaps be more appropriate than an exclusive reliance on trade produced staff workbooks. Their course includes a demonstration facility which is available at www.servewiseonline.co.uk		
(11)	<p>Staffing Levels – the Forum and the Sub-Committee noted that Aberdeen is the only city in Scotland to employ only one Licensing Standards Officer. Although information on staffing levels elsewhere in Scotland may be out-of-date there is no doubt the majority of local authority areas employ more than one Licensing Standards Officer.</p> <p>The Forum at its meeting on 25/2/10 noted the response set</p>	<p>A response to the issues raised was received on behalf of the relevant of Head of Service (Housing and Environment) in the City Council. The views of the Clerk to the Licensing Board were also sought. It was agreed it would be premature to formally request the Forum to write to the Chief Executive of the City Council requesting an increase in the number of Licensing Standards Officers employed by the City Council. The professional</p>		

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
	<p>out in this Plan but agreed to write to the Chief Executive of the City Council now seeking her views on increasing the establishment of Licensing Standard Officers.</p>	<p>opinion is that as the Licensing (Scotland) Act 2005 has only been operational since 1/9/09, it is too soon to accurately access workload. It is anticipated that demand for advice will decline and from experience in dealing with the trade there is evidence of a high level of co-operation and willingness to comply. The officers concerned have given a commitment to review the position to decide whether or not to prepare a business case to support a request for additional staff resources. Meantime the Forum is asked to note that in addition to the Licensing Standards Officer one other officer has been trained in the Licensing Act duties. During 2010 more of his time will be freed up to undertake some of the duties. Other staff have also received elements of LSO training and this should facilitate a more proactive approach in relation to visiting licensed premises. The LSO's Line Manager will continue to monitor her</p>		

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
		workload which is standard Council practice. It is suggested the Forum may wish to review the position at its meeting on 11/11/10 as any approach to the City Council to consider enhancing staff resources could be considered then as part of the 2011/12 Budget process.		
(12)	Conditions in respect of Provision of Door Supervisors			The Forum would like to discuss this issue at the joint meeting with the Licensing Board on 23/4/10.
(13)	Irresponsible Promotions – The Forum agreed to ask the Clerk to the Licensing Board to comment on the legality and feasibility of requiring applicants for premises licenses to submit an alcohol pricing plan.	The Depute Clerk to the Licensing Board has responded. He has pointed out there is nothing in the mandatory licensing conditions regarding this. If it was considered appropriate (which it is not) it would be administratively unsustainable.		
(14)	Terminal Hours – The Forum agreed to ask the Depute Clerk to the Licensing Board whether legislation would permit the imposition of staggered closing	The Depute Clerk to the Licensing Board has responded. He advises that Appendix 4 of the Board's Statement of Licensing Policy		

No	Action/Decision agreed by Forum or Sub-Committee	Update/Outcome/Response	Referral to Licensing Board or Clerk (Yes/No) Reply (Yes/No)	Issue requires discussion at next Joint Meeting with Licensing Board (Yes/No)
	hours on different types of licensed premises.	states the position regarding terminal hours. Core hours are set out in the premises operating plan and not by local conditions.		

ACTIONS FOR LICENSING FORUM IN

ALCOHOL STRATEGY 2009 – 2019 AND IN ALCOHOL RELATED DISORDER IN THE CITY CENTRE ACTION PLAN

- (1) Reducing Consumption – The Licensing Board will consult widely on specific measures to deliver and enhance their policy including receiving advice from the Licensing Forum.
- (2) Prevention (a) – Encouraging developments to increase access to food and non-alcoholic drinks in clubs and the licensed premises at night in liaison with Unight, the Licensing Board and City Centre/Safer Aberdeen Forum.
- (3) Prevention (b) – Review to establish how a more preventative approach to over-consumption of alcohol can be devised in partnership between the Licensing Board and the trade.
- (4) Prevention (c) – Attract different types of premises to offer family orientated entertainment such as late night coffee shops, cafes, etc. in liaison with the Licensing Board, Unight, Safer Aberdeen Forum and Economic Development staff.

ABERDEEN LOCAL LICENSING FORUM

22 April 2010

3rd Annual Licensing Board Conveners' Conference

Ken Eddie attended the 3rd Annual Licensing Board Conveners' Conference on 23rd March 2010 as another commitment prevented Allan McIntosh, Convener, from attending. The Conference was attended by Councillor Muriel Jaffrey, the Convener of the Aberdeen Licensing Board and both Ken and Councillor Jaffrey have reported back that the Conference was worthwhile and provided a useful opportunity to exchange ideas on common issues. The programme included presentations on the Alcohol Etc (Scotland) Bill and on research on minimum pricing/alcohol consumption. Attached to this report are the presentation slides in respect of the Alcohol Etc (Scotland) Bill and the speech given to the Conference by Jackie Baillie MSP. This material provides useful information for reference purposes.

Inspector Gordon Hunter of Lothian and Borders Police gave a presentation on their approach to policing Edinburgh City Centre and he supports a cooling off area to reduce pressure on limited staff resources to avoid having to remove troublemakers immediately to Police Headquarters. Ambulance and paramedical staff also support a cooling off area or use of a bus for triage purposes and administration of first aid to ease the pressure on the ambulance service and on Accident and Emergency departments.

David Hossack of Morton Fraser, Solicitors, gave a presentation on the inflexibility of the licensing regime in relation to changes of ownership in respect of provisional licences and confirmation of licences. He pointed out the costs involved in submission of full sets of drawings to accompany Operating Plans and to the relationship between licensing and planning requirements.

Janet Hood, Head of BII Scotland gave a trade perspective on legislation and as she is resident in Aberdeenshire she may be an interesting speaker at a future Forum meeting if the Forum consider that would be appropriate.

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ALCOHOL etc (SCOTLAND) BILL — What will it mean for regulators and licensees?

Presented by
Audrey Ferrie, Senior Associate and Head of Licensing



ALCOHOL etc (SCOTLAND) BILL



Introduction

- Main proposals
- Likely effect of proposals

ALCOHOL etc (SCOTLAND) BILL



Main Proposals

- Pricing of Alcohol
- Drinks Promotions
- Age Verification Policy
- Modification of Mandatory conditions
- Sale of alcohol to under 21s
- Variation of Licence Conditions
- Social Responsibility Levy

ALCOHOL etc (SCOTLAND) BILL



Pricing of alcohol

- **Amendment to 2005 Act to include new mandatory condition**
- **Alcohol must not be sold below minimum price**
- **Applies even if alcohol sold with other products**
- **Minimum price calculated as follows:**
- **MPU (Minimum price per unit) x S (Strength) x V (volume) x 100**
- **MPU to be fixed by ministers**
- **Condition would apply to premises licences and occasional licences**

ALCOHOL etc (SCOTLAND) BILL



Pricing of alcohol cont....

- Further mandatory condition
- Package containing 2 or more alcoholic products to be sold at a price equal to or more than the total price of each
- Also applies if package contains non-alcoholic product
- Both premises and occasional licences affected
- Effect – designed to restrict price at which alcohol sold and to prevent volume discounts
- Condition means a breach by licence holder is offence (as with any other breach)

ALCOHOL etc (SCOTLAND) BILL



Drinks Promotions

- Amendment to existing mandatory conditions to make it clear “irresponsible promotions” rules apply to off-sales
- Any drinks promotion only to take place in alcohol display area
- Or a room using for wine tastings/whisky tastings
- No drinks promotions in the “vicinity” of the premises
- Effectively a ban on advertising “in store” – “A” boards & other forms of advertising?
- Does it apply to on-sales?

ALCOHOL etc (SCOTLAND) BILL



Age Verification Policy

- Many larger operators have written policy on age verification – Challenge 21 for example
- New condition to be added that there must be age verification policy in all premises
- Applies to premises and occasional licences
- Therefore, charitable organisation applying for occasional licence will need policy

ALCOHOL etc (SCOTLAND) BILL



Modification of Mandatory Conditions

- **Wide ranging power vested in Scottish Ministers to add to list of conditions, change existing conditions**
- **Applies to premises and occasional licences**
- **Amendment to section 27 of 2005 Act**

ALCOHOL etc (SCOTLAND) BILL



Sale of alcohol to under 21s

- **Additional duty on licensing boards**
- **Must include in licensing policy statement a “detrimental impact statement”**
- **Extent to which board considers that off-sales to under 21s in its area or any locality are having a detrimental impact**
- **Requirement to consult the Local Licensing Forum and “such other persons as board considers appropriate”**
- **Board can ask chief constable or council to provide statistics and other information**
- **Chief constable or forum can request a review of the “DIS”**

ALCOHOL etc (SCOTLAND) BILL



Variation of Conditions

- **Very wide power given to boards to vary local conditions attached to premises licence**
- **Can be applied to all premises in area, particular licensed premises, premises within particular parts of area or licensed premises of a particular description**
- **Must give notice to chief constable and all premises licences affected by the variation**
- **No requirement for hearing and no appeal**

ALCOHOL etc (SCOTLAND) BILL



Social Responsibility Levy

- Also known as “polluter pays”
- Power vested in Scottish Ministers to make regulations for imposition on “relevant licence-holders”
- Includes street traders, holders of PELs and late hours catering licences as well as licence-holders under the 2005 Act

ALCOHOL etc (SCOTLAND) BILL



What does all this mean?

- **Additional powers for boards but more work too!**
- **Enforcement issues, e.g., how will the minimum price be monitored?**
- **Will boards need to employ more LSOs?**
- **More red-tape and costs for licence holders**

ALCOHOL etc (SCOTLAND) BILL



When will it happen?

- **Bill working its way through Parliament just now**
- **Some major issues**
- **Is minimum pricing EU compatible? EC Duty Directives and issues regarding free movement of alcohol**
- **Should boards have a right to vary conditions without hearing licence-holders?**
- **Should all licence-holders pay for the sins of a few?**

THANK YOU



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MACKAY HANNAH CONFERENCE – 23 MARCH 2010

TACKLING ALCOHOL MISUSE: THE FUTURE OF LICENSING POLICY IN SCOTLAND

SPEECH BY JACKIE BAILLIE MSP

Thank you for the opportunity to set out Labour's view on the Alcohol (Scotland) Bill currently before the Scottish Parliament.

You would be forgiven for thinking the bill is solely about minimum unit pricing, after all that has been the narrow focus of the debate and the narrow focus of the press coverage. And whilst I will spend some time on minimum unit pricing, I want to roam wider than that and indeed, beyond the boundaries of the bill.

Legislative opportunities to tackle the over consumption of alcohol do not come along every day and we should seize the chance this presents to enhance the range of measures proposed by the Government.

Let me start where there is substantive agreement. There is no doubt about the scale of the problem we face.

Scotland has a higher level of alcohol consumption than the rest of the UK and a significant number of us exceed alcohol guidelines each week – that's 20% of women and 30% of men. There are an estimated 1 million hazardous drinkers and 230,000 harmful drinkers and 1,500 deaths a year that are related to alcohol. What staggered me was that this figure had more than doubled in the last 15 years. And Scots are the 8th highest consumers of alcohol in the world. So there is a cost to excessive drinking – a clear cost to the individual as the statistics demonstrate, but there is also a cost to the NHS, to our justice system, and to society more generally. We accept that radical measures are required to tackle Scotland's problem with alcohol, but it is incumbent on us to come up with measures that will be effective in creating that step change that we all want to see.

We also accept that there is a link between price and consumption, and between over consumption and harm. A 2009 study for the European Commission noted that the affordability of alcohol had increased across the majority of EU member states and so had consumption. Indeed, in Finland, when taxation of alcohol was reduced, consumption went up.

But price should not be our exclusive focus. It will take a variety of measures taken in concert that will begin to make a difference. Drinking to excess is a complex problem and requires complex and inter-linking solutions.

That said I acknowledge that the World Health Organisation matrix demonstrates that price and availability have the most impact in reducing consumption.

The building block for much of the Alcohol Bill is the Licensing Scotland Act of 2005 which only fully came into force in September 2009. I think it is widely accepted that we are not yet able to measure its impact but a number of commentators

have said that more effective enforcement of this and the '76 Act is essential. Let me give you an example; how many licensees have been prosecuted for serving drink to someone who is clearly intoxicated? I don't think you even get into double digits.

Let us remind ourselves of the objectives of the 2005 Act:

- preventing crime and disorder
- securing public safety
- preventing public nuisance
- protecting and improving public health
- and protecting children from harm,

These remain worthy objectives today and it is right that the Alcohol Bill should move these objectives forward.

Of course the 2005 Act dealt principally with the on-trade and many people will make the point that the problem rests with the off-trade. And there is no doubt that the off-trade is growing, which is not altogether surprising when you consider the price of a unit of alcohol in the off trade is 43p compared to £1.31 in the on-trade. What we witness as a consequence, is the phenomenon of pre-loading where people get drunk before they even set foot outside their front door.

I am persuaded of the on-trades call for a level playing field, but I don't agree with them on minimum pricing.

But more of that later. First let me be controversial and tell you the things I broadly agree with in the Alcohol Bill, and there is much that we can and have already welcomed.

Section 2 of the bill deals with the unit pricing, in other words where say 1 can of beer costs £1, 4 cans will cost £4 – so no price reductions for buying in quantity. We support that.

We also support extending the ban on discount drinks promotions to off-trade premises – no more BOGOF promotions or 3 bottles for £10.

I think that the mandatory age verification scheme is the right move but I want to hear the arguments about why the age should be 21 when the bulk of the industry is already at 25.

And I also want to hear the arguments about the restriction of the off-sales provision to those under 21. We opposed this when it was originally mooted as a blanket provision – it is just ever so slightly bizarre that you can get married, fight for your country and vote when you are 18 but you are not allowed to get a drink. However the proposal in its current guise is more proportionate and it may be that some Licensing Boards consider it useful measure to have. It remains the case that in some areas like Armadale where such a restriction has been used, there have been significant additional inputs from police and youth workers and it has been difficult to tell whether it's been the additional resource or the age restriction that has had the most impact. I would of course observe that given that such an approach has already been used to do we really need primary legislation to give it effect.

And finally we support the principle of a social responsibility levy but there is little detail on the face of the bill and we need to know and we need to know more before we come to a settled view.

So much we can agree on...and then there is minimum pricing.

I very much regret that virtually the entirety of the debate has become polarised on the issue of minimum unit pricing. You know there is no single measure that is a 'silver bullet' in the fight against alcohol abuse.

And what I have found interesting, in what has sometimes been a heated debate, is that when you actually spend time examining the detail of the proposal you discover that minimum pricing has been conflated with pricing more generally. So whether it was the Director of Public Health that I spent hours with, the alcohol addiction worker, or the consultants who deal daily with the effects of cirrhosis of the liver, all of them wanted action on pricing. It really ultimately didn't matter to them what the pricing mechanism was, just that the cost increased.

And each of them did not believe that supermarkets and other retailers should benefit financially. The Sheffield study estimated that £90m a year would end up in the pockets of retailers – and that's at a unit price of 40p. That's £90m not spent on alcohol treatment, education or enforcement. And when you consider that £40m a year is spent on alcohol intervention by the NHS you start to appreciate the scale of the missed opportunity.

Some will say that minimum pricing is a progressive measure. That's a complete myth. It is difficult to imagine a more regressive policy as it delivers vast extra sums into the pockets of retailers at the expense of those on the lowest incomes.

Public health experts have made clear that setting the minimum price at 40p will not have sufficient impact. The majority of them favour 60p and others 80p but we are still waiting for the Scottish Government to set the price. All their modelling is based on 40p. If we are honest then at 40p this is likely to have no impact on those who already pay more than £4 for a bottle of wine.

Let me scotch another myth. Not all people who drink to excess are poor. The Scottish Government's own figures demonstrate that excessive drinking is greater in higher income groups than lower income groups, and it is also highest in the 18-24 year old age group. And these are precisely the groups which the Sheffield study predicts that minimum pricing would have least effect on. Equally, many health professionals will acknowledge that those with severe alcohol dependency are least likely to be price sensitive.

So, in other words, the people with the worst alcohol problem – that's the high earners, the 18-24 year olds and the most dependent, will be affected *least* by minimum pricing.

You may also be presented with graphs that show higher levels of alcohol related death amongst poorer people. Scratch below the surface and you will see a significant

number are poor *because* of their alcohol abuse – they have held senior, high powered jobs, owned property, had savings in the bank – but such is the destructive power of excess alcohol that all that wealth and comfort has gone to be replaced by chaotic lives with people living at the margins.

Minimum pricing also has no effect on caffeinated alcohol – drinks like Buckfast – which are considered to fuel anti-social behaviour amongst young people, but more about that later.

The Sheffield study is interesting; it is a modelling exercise that makes certain assumptions about how minimum pricing would work. It actually models the effect of minimum pricing at 40p *combined* with the ending of discounting. It is worth noting that the ending of discounting has the same if not a greater effect on reducing consumption as minimum pricing does.

And whilst the modelling is helpful, the researches themselves say that the evidence is of poor quality. Indeed the only actual evidence of the impact of minimum unit pricing was in a small Aboriginal community on Cook Island. They have since abandoned the idea.

Even if you consider Social Reference pricing – a near cousin of minimum unit pricing, adopted by the Canadians some time ago – there is little evidence of impact. What academics have found is that whilst it created a level playing field, it actually guaranteed more profits to retailers. In some provinces, drinking had actually gone up, indeed in Canada as a whole drinking rose by 9.7% but in Scotland over a similar period consumption has fallen by 9%.

The Scottish Parliament has prided itself on evidence based policy making. The evidence to support pricing is strong but the evidence to support minimum unit pricing is weak and we are not even clear if it is competent under the terms of European law.

I won't bore you with the details, suffice to say that there are 2 tests to be satisfied – the first is whether it is considered to be an anti-competitive measure and interferes with business. Frankly I don't think this is the problem when you set this against the public health benefit. The judgement will be whether setting a minimum price on public health grounds is proportionate. The EU may take the view that taxation presents a better alternative or that the Licensing Act – implemented so recently – has yet to bed down.

I leave all of that to lawyers but I am not alone in voicing concerns. We have asked the Scottish Government to share the substance of their legal advice but they have refused to do so.

I simply observe that a recent European Court judgement on tobacco ruled that minimum pricing on cigarettes is illegal. Now I don't know about you but I had always understood that there was nothing good about tobacco, but alcohol in moderation can be beneficial. If they can't get the measure through for tobacco what chance is there for alcohol.

So for all of those reasons we are opposed to minimum unit pricing but we are in favour and recognise the need for pricing to play a part in tackling the over consumption of alcohol.

That's why we set up the Alcohol Commission, chaired by Professor Sally Brown and with individuals with expertise in health, licensing, policing and the industry.

Their remit is to consider and report on a range of measures that will help tackle the over consumption of alcohol, including examining the application and enforcement of existing legislation; new approaches to tackling alcohol abuse and associated anti-social behaviour, and advising on alternative pricing mechanisms.

They are on a tight timetable with an interim report due in April and a final report during the summer. In fact they are meeting today.

They are able to look at anything and everything, and we have already submitted almost 50 suggestions for them to consider. Here is just a flavour of that discussion.

On pricing, I believe we should end the differential duty on cider, put in place when there was a crisis in the apple industry, now long forgotten. And let's face it, some ciders don't even have a passing acquaintance with an apple.

Or what about a local sales tax, collected and retained by local government based on a national rate and hypothecated to treatment, education and enforcement.

Or as we consider what is likely to be in the budget tomorrow, how about an across the board increase in duty?

But let's not fall into the trap of looking exclusively at pricing. Brief interventions that target harmful drinkers are up to 6 times more likely to reduce the level of consumption than a 25% increase in taxation would deliver. This is also the territory we need to be in.

What alcohol education programmes are delivered in schools? My understanding is that it's less than before and its patchy across Scotland.

What about reducing the drink driving limit, which seems to have cross party and cross border support?

What about introducing Alcohol Treatment and Testing Orders?

And what about introducing a legal limit on caffeinated alcohol? Believe me there is more than just Buckfast that fall into this category – Red Square Reloaded and WKD Blue to name just two others. The police tell us that 5973 crimes were committed in Strathclyde over a 3 year period which featured Buckfast. That's 3 crimes a day. The Scottish Prison Service tell us that 40% of the young offenders in Polmont reported that they had consumed Buckfast before committing their crime.

Other countries have introduced limits, the US is considering a total ban – it is right that we should look at it too.

And what about the approach adopted by the French – zero tolerance of over consumption of alcohol. A licensee is prosecuted if they sell to someone already intoxicated; you go to jail if you drink and drive; tough measures that have reversed the trend. Consumption has fallen.

I also want today to hear about what you believe works, are there areas where we could improve to make life easier for you. There is considerable experience and expertise in this room.

Wherever you stand on the Alcohol Bill, whether you support some, all or none of it – the debate has raised awareness. That's a good thing as it's got us talking about the scale of the challenge we face.

Hopefully with your input we can move forward and change Scotland's problem with alcohol.

Ends

Purpose of this consultation

While the results of independent monitoring based on samples taken at April 2009 are disappointing, the UK Government acknowledges the real efforts by some parts of the alcohol industry to implement the voluntary agreement. The disappointing results overall mean that there may rightly be some scepticism on how far any agreement could enable the majority of off-trade consumers consistently to see the unit and health information they need. We are nevertheless open to further discussions on how partnership with industry could deliver this information.

Should the Government find that it is not possible to enter a credible, voluntary agreement on alcohol labelling with the alcohol industry, we would consider a mandatory requirement through notifying draft regulations to the EU. It is a particular concern that a future EU requirement for calorie labelling on alcohol labels, which the UK Government supports, should be complemented by alcohol unit and health information being also widely available on labels.

The progress to date suggests there are four key issues any option would need to address:

1. How to ensure those companies who are currently not participating do so
2. How to improve awareness of the UK CMOs' drinking guidelines with consumers, with improved uptake of this on labels playing an important part
3. How to ensure the majority (at least 50%) of the market is covered in the near term (2012) and that this progress is continued to cover the vast majority (at least 75%) by 2014
4. How to ensure consistency and clarity in labelling to provide useful information to consumers

The Government now needs to come to a conclusion on which of the options presented will be the most targeted and proportionate way of delivering the Government's objective of ensuring that unit and health information is carried on a majority (at least 50%) of labels in the UK in the short term, and a vast majority (at least 75%) of labels in the medium term.

- Whether we should allow the current voluntary agreement to continue (**Option 1**). As already noted, information on amended labels 'in the pipeline' suggests that 19% may be acceptable during 2010. Diageo has recently announced that it intends to support the 2007 voluntary agreement. This may take labels deemed acceptable up to about 28%. Further roll-out of labels by larger producers and the large supermarkets (for their 'own label' brands) already supporting the agreement could take off-trade market coverage towards 35%-40% by the end of 2011 or early 2012. This takes no account of the need to improve clarity and legibility for some labels. Prospects for further improvement would be unclear, given that two of the biggest producers on the UK market have refused to implement the agreement.
- Whether there is any real prospect for a targeted and *strengthened* self-regulatory agreement with the alcohol industry to improve the coverage and consistency of unit and health information on labels. Whilst this would be less burdensome on industry (particularly smaller companies) this would need to include specific commitments by individual major producers and retailers with specific agreed timescales. It is unclear yet whether such an option (**Option 2**) has support from enough major players in the industry, including all members of the Portman Group. Option 2 is therefore framed as an invitation and a challenge to the industry to make clear whether such an option is realistically available and whether the Government's minimum requirements for market coverage can be met.

- Whether a mandatory requirement (**Option 3**) with its associated costs, including those for small producers, is required to deliver the wide and consistent coverage needed for labelling information to play its necessary part in informing the public. Government is clear that the limited and variable market coverage achieved to date, three years after a voluntary agreement was agreed, is not adequate. An outline of content for possible regulations is set out and comments are sought on this. Should the Government choose Option 3, it would not need to consult again before taking the next steps towards making regulations.

This consultation includes the above three possible options, on which comments are now sought. If the Government does conclude that legislation is the best option, taking account of responses to this consultation, it would expect to notify draft regulations to the EU Commission in Summer 2010.

Scottish Government views:

In *Changing Scotland's relationship with Alcohol: A Framework for Action*, the Scottish Government stated that "we continue to believe that alcohol labelling could be significantly improved and that it would be desirable to introduce mandatory product labelling in line with the voluntary agreement on labelling currently operating across the UK".

Findings from the monitoring of the voluntary agreement show that industry has not been able to deliver with only 10% of labels fully complying with all five elements of the agreement. Even if a wider interpretation of the criteria is used i.e. labels that are 'acceptable' or within the "spirit" of the 2007 MoU, this only brings compliance up to 15%.

In light of the low level of compliance with the voluntary agreement, Scottish Government would need to be persuaded of the willingness and ability of the industry to deliver an acceptable level of compliance to a reasonable timescale in order for options 1 and 2, outlined below, to be considered.

We see clear advantages for both consumers and the industry from a UK-wide approach to labelling of alcohol products, hence our participation in this joint consultation. However, any decision as regards labelling in Scotland ultimately rests with the Scottish Ministers and the Scottish Parliament.

Views of the Welsh Assembly Government

As noted above, improving information to consumers about unit content and sensible drinking levels is consistent with the second key action area in the Welsh Assembly Government's substance misuse strategy, '*Working Together to Reduce Harm*', which is to prevent harm by providing information about the harms associated with drug and alcohol misuse.

The Welsh Assembly Government's view is that voluntary, industry led initiatives are not an alternative to firm Government action in tackling alcohol related harms. Further, we have noted the very disappointing levels of compliance with the voluntary agreement. On that basis, the Welsh Assembly Government has very significant doubts about the credibility and viability of pursuing a renewed voluntary agreement. Like the Scottish Government, we would need to be persuaded of the willingness and ability of the industry to deliver a very significantly improved level of compliance within a reasonable timescale in order for options 1 and 2, outlined below, to be considered.

The Welsh Assembly Government does recognise the advantages of a consistent approach to alcohol labelling across the UK, and for this reason has agreed to participate in this single, UK-wide consultation. Subject to the outcome of this consultation, our preference is for a co-ordinated UK approach towards legislating for health and unit information on alcohol labels.

However, the relevant powers to introduce legislation are devolved to Welsh Ministers insofar as they are applicable in Wales, and the Welsh Assembly Government reserves the right to consider legislation for Wales, even if this is not the outcome in other parts of the UK, following consultation.

Department of Health, Social Services, and Public Safety Northern Ireland (DHSSPS) views:

In *Addressing Young People's Drinking in Northern Ireland*, DHSSPS commits to working with the other UK jurisdictions and key stakeholders to consider how the current agreement on labelling can be strengthened.

We too see clear advantages for both consumers and the industry from a UK-wide approach to labelling of alcohol products, hence our participation in this joint consultation. However, any decision as regards labelling in Northern Ireland rest with the Northern Ireland Assembly.

The Options

Option 1 (“Do Nothing”)

This would continue the voluntary agreement as set out in the 2007 MoU. Content of the MoU is set out at Annex A.

Given the progress so far of industry in complying with the voluntary labelling agreement and the opposition of some major producers, there is no clear, early prospect that the majority (at least 50%) of products on the market will carry all five elements and it seems unlikely that compliance would progress much beyond 35%-40% coverage in the short to medium term. Unless there is a credible expression of determination by all alcohol producers and ‘own label’ retailers to implement a renewed voluntary agreement, there must be doubt on how far Option 1 would contribute to the Government’s policy of informing and supporting people to make healthier and more responsible choices in the near future.

As described in the findings of the second stage monitoring, information on labels ‘in the pipeline’ suggests that 19% will be ‘acceptable’ by mid-2010. Diageo’s decision to support the voluntary agreement would raise this by about 9%. Other producers and supermarkets currently partly compliant may become fully compliant by the end of 2010 or later, which should raise the ‘acceptable’ level towards 35%-40% by the end of 2011 or early 2012. However, without some further commitment, government has no assurance that adequate standards of clarity and legibility will be delivered – this has been a problem for a substantial minority of labels.

The 2007 MoU was a compromise in respect of advice on alcohol and pregnancy. Some producers did not support this part of the Government’s requirement. The MoU included encouragement to include this element for those producers willing to do so. The Department made clear in the MoU that it would not treat labels without advice on alcohol and pregnancy as acceptable.

It could be possible to give further guidance on clarity, legibility and format to improve consistency. This is an issue of concern with some of the alternative logos for advice on alcohol and pregnancy and more broadly. The evidence is that information on labels can only be effective if consumers stand a chance of seeing it.

Independent monitoring of compliance would continue.

Questions relating to Option 1.

Q1: Do you support a continuation of the current voluntary agreement with the alcohol industry? Please give reasons for your answer. You will need to also consider the questions relating to the other options, the Impact Assessment and the background information.

Option 2 (“Self-regulation”)

This would be a renewed and strengthened self-regulatory agreement with the alcohol industry, to improve both coverage and consistency of the expected unit and health information on labels. It would include specific commitments by individual major producers and retailers with specific agreed timescales.

The UK Government has undertaken an assessment of the potential for market coverage if around 40 major companies complied attached at Annex B. It is estimated that nearly 60% off-trade market coverage could be achieved if the five major beer producers, seven major spirits producers, five major wine producers, and three cider and perry producers not implementing the 2007 agreement in full at April 2009, when samples were taken for monitoring by Campden BRI, would be willing to change their stance. The UK Government believes this is a realistic assessment of potential delivery in the near term (taken to be 2012).

Of the companies who were not fully compliant, at February 2010, one beer producer, three spirits producers, one wine producer, and one cider producer, all of whom are in the top ten producers by market share for their sector, have indicated their intention to support the 2007 agreement. Producers already partially complying would need to comply fully. We have also assumed that major UK supermarket ‘own label’ alcohol would comply fully by the end of 2010. The British Retail Consortium commitment to the European Alcohol and Health Forum was for 50% compliance at the end of 2008 and 100% at the end of 2009. Campden BRI findings for April 2009 were below the commitment for end of 2008, but at February 2010, the BRC states that it believes compliance is over 90%.

At least a 50% level of overall delivery is around the minimum Government could accept in the near term, as the minimum market coverage that would allow the majority of consumers to have a chance to see unit and health information on labels regularly. Delivery to this level within a reasonable timescale, such as the end of 2012 at the latest, depends on the willingness of major producers to make a commitment to this. There is reason for some scepticism inasmuch as some major producers in particular did not in practice support the 2007 voluntary agreement and some still oppose this. Nevertheless, the Government would welcome discussions with alcohol producers and retailers on the potential for any renewed and strengthened agreement of this nature. In the medium term (2014) Government would expect to see the vast majority (at least 75%) compliant.

Some industry comments on the Department’s July 2008 consultation ‘*Safe.Sensible.Social – Consultation on further action*’, suggested that consideration should be given to ‘innovative, co-regulatory options’ including in the area of information on labels. The main potential vehicle for such options would be the Portman Group of alcohol producers and its code of practice. Government believes it could help to give confidence that future producer commitments on labelling would be delivered, if the Portman Group code supported this. Guidance associated with the code has supported the inclusion of unit content on labels of alcohol bottles and containers since an agreement with the Department of Health in 1998.

Government would propose to focus any strengthened agreement on its core requirements:

- Unit content for the bottle or container – this may be supplemented by unit content of a specified glass for wine and spirits
- UK Chief Medical Officers' guidelines on daily limits for lower risk regular consumption
- UK Chief Medical Officers' advice on alcohol and pregnancy; an alternative logo is acceptable

A responsibility message, with acceptable variants, and a website address for the Drinkaware Trust would be optional elements; both might be grouped with the core information.

The reasons for focussing more clearly on the Government's core requirements are:

- Priority and clarity – advice to consumers on unit content and guidelines for regular daily consumption, along with a warning on alcohol and pregnancy are seen by Government as the priority needs for information to consumers. While responsibility messages and the Drinkaware address are helpful, Government would not see a need to be prescriptive on whether and how those are shown. Consumer research during the consultation will test what consumers see as their priority.
- Most forms of current responsibility messages and the Drinkaware weblink were already in use before the 2007 agreement and were included in the agreement at industry's request.
- Reducing burden on industry – the tighter core requirements also help to ensure that any strengthened voluntary agreement, or legislation (Option 3), minimises the numbers of labels that may need to be changed.

Any strengthened agreement, to be viable, would need to continue to be United Kingdom wide. Devolved Administrations for Scotland, Wales, and Northern Ireland have their own legislative powers on food and drinks labelling. They will each take account of the responses to this consultation, both from across the UK and particularly from within their respective countries, before deciding their support for this option.

Guidance on clarity, legibility and format, to improve consistency, should be part of any new agreement.

Government would also welcome any specific additional commitments to the above that could further enhance consumer awareness of these core requirements, especially the CMO guidelines on regular daily consumption, through, for example point-of-sale displays, in-store magazine communications or other means such as "bottle collars".

Independent monitoring of compliance would continue.

Questions relating to Option 2.

- Q1:** Do you support a strengthened self-regulatory agreement with the alcohol industry (Option 2)? Please explain (a) how this could improve coverage to inform consumers and (b) how the consistency and accuracy of unit and health information on labels could be improved for consumers, as compared with the findings on the current voluntary agreement. If you are an industry body, please provide evidence for any strengthened industry body commitment to a renewed agreement. You will need also to consider the questions below, the Impact Assessment and the background information.
- Q2:** Are there any changes to the current option content that will improve understanding of this information.
- Q3:** Do you think that there should be criteria set to improve the visibility of the proposed information and ensure that it is readable? If so, what should this be?
- Q4:** Would there be any one-off costs for your business or those that you represent as a result of Option 2? If so, how much? Will these be costs from changing labelling or new labels and if so, could you please quantify them? Please state whether you are a micro, small, medium or large business.
- Q5:** Would the proposed content of the Government's requirement for the labelling of alcoholic drinks under Options 2 result in ongoing costs or benefits to your business or the businesses you represent? If so, could you please quantify them?
- Q6:** Would there be any other effects of the proposed requirements under Options 2 on the labelling of alcoholic drinks for your business or those that you represent? If so, could you please quantify them?
- Q7:** Are you content with the period proposed for the introduction of Option 2 (end 2012)? If not, please explain what difficulties may arise from this length of time for implementation.
- Q8:** Are any exemptions or modifications needed for labels on particular classes of alcohol product or for particular alcohol businesses such as small producers? If so, please explain how these should operate.
- Q9:** Are any sanctions you anticipate could apply to individual companies or brands which do not abide by the self-regulatory agreement?
- Q10:** Given the apparent difficulty for some businesses in using the CMO guidelines in their current format on labels, do you have alternative suggestions on how those companies could best communicate the guidelines to consumers?
- Q11:** If you are a consumer or a group representing the interests of public health or consumers, would there be any benefits or disadvantages to you or the people you represent as a result of the proposed requirements under Option 2 on the labelling of alcoholic drinks? Please provide details.

Option 3 ("Mandatory")

This would be a mandatory requirement through regulations made under the Food Safety Act 1990.

Respondents to the UK Government's 2008 consultation were strongly in favour of the introduction of legislation making unit and health information mandatory, if there continues to be slow progress in implementing the voluntary labelling scheme. Several industry bodies stated that most of their members already provide unit information. Others suggested unit information was already currently available through a company website.

Government is clear that the limited and variable market coverage achieved at April 2009, three years after a voluntary agreement was concluded, is not adequate to meet the needs of consumers for unit and health information on alcohol.

Government would propose to focus any regulations on three core requirements:

- Unit content for the bottle or container – this may be supplemented by unit content of a specified glass for wine and spirits
- UK Chief Medical Officers' guidelines on daily limits for lower risk regular consumption
- UK Chief Medical Officers' advice on alcohol and pregnancy; an alternative logo is acceptable

A responsibility message, with acceptable variants, and a website address for the Drinkaware Trust would be accepted as optional elements; and both may be grouped with the core information.

The reasons for focussing more clearly on the Government's core requirements are:

- Priority and clarity – advice to consumers on unit content and guidelines for regular daily consumption, along with a warning on alcohol and pregnancy are seen by Government as the priority needs for information to consumers. While responsibility messages and the Drinkaware address are helpful, Government would not see a need to be prescriptive on whether and how those are shown. Consumer research during the consultation will test what consumers see as their priority.
- Most forms of current responsibility messages and the Drinkaware weblink were already in use before the 2007 agreement and were included in the agreement at industry's request.
- Reducing burden on industry – the tighter core requirements also help to ensure that any strengthened voluntary agreement, or legislation (Option 3), minimises the numbers of labels that may need to be changed.

An outline of content for possible regulations is set out at **Annex C** and comments are sought on this. We are inviting views as to whether the proposed content seems reasonable and proportionate and whether there are any issues that have not been addressed. A more detailed list of questions can be found below. This is not a proposal for detailed regulation text but is intended to give an outline of the possible substantive content of a regulation. Respondents should not try to draft their own regulations but we would welcome comments regarding the content.

Should Government choose Option 3, it would not need to consult again before taking the next steps towards making regulations and we would, therefore, encourage all stakeholders to consider and comment on these proposed regulations, even if they do not agree with them in principle.

Any regulations would need to be notified to the EU under Directive 2000/13 on Food Labelling. Before coming into force, the regulations would need to be approved by the European Commission, after taking account of comments from Member States and others.

Subject to this consultation, it would be possible for the UK Government to notify draft regulations for England to the EU in the Summer of 2010, with a 3-month notification period ending in Autumn 2010. Regulations could be brought into force subsequently.

Domestic provisions for labelling alcohol are devolved under the Scotland Act, the Government of Wales Act 2006 and the National Assembly of Wales (Transfer of Functions) Order 1999/672 and the Northern Ireland Act 1998 . The Devolved Administrations will each take account of the responses to this consultation, particularly those from within their respective countries, before deciding on their support for this option.

The UK administrations would need to demonstrate to the EU why a new barrier to trade would be justified on public health grounds, as required by Article 30 of the Treaty of Rome. We are confident of being able to show such a justification. This has been accepted for other notifications on alcohol labelling, such as French legislation in 2006 for a warning on alcohol and pregnancy.

Mutual recognition is the principle in EU law under which Member States must allow goods legally sold in another Member State to be sold in their own territory. This principle applies to non-harmonised goods, i.e. those not already covered by EU-wide legislation setting common requirements that all products of a particular type placed on the EU market must meet. Directive 2000/13 on Food Labelling provides for a framework of harmonised requirements, but with very limited requirements for labelling of alcohol. The Directive allows Member States to impose specific requirements of their own, if justified on public health grounds and subject to EU approval.

If such a requirement were agreed for a UK notification of regulations on unit and health information, the principle of mutual recognition is likely to mean that the UK must accept equivalent information on labels originating from other Member States. In the case of French legislation already mentioned, the EU decided that other Member States' products must comply by including an equivalent pregnancy warning in order to trade within France.

There are also precedents for UK legislation on food labelling, which do not apply to other EU Member States' products. In general, these lack the strong public health grounds which would justify a UK requirement for unit and health information applied to all labels of alcohol products marketed in the UK off-licensed trade. The draft Impact Assessment assumes that all other EU Member States alcohol products would be required to comply.

A mandatory requirement could have drawbacks in a number of areas. These could include:

- A reduction of consumer choice, through smaller companies in particular deciding not to supply particular products to the UK market; for some producers which currently supply common labels to a number of EU countries, there could be continuing costs in setting up labelling lines for the UK only. For others, the costs would be 'one-off' in creating a new label design.
- the creation of a disproportionate burden on smaller businesses, including those outside the UK
- decreased flexibility to evolve labels on products through a requirement to notify the EU each time and
- the imposition of monitoring and enforcement costs on the public purse.

Questions relating to Option 3.

- Q1:** Do you support legislating for a mandatory requirement on labelling (Option 3)?
- Q2:** Are there any changes to the proposed option content that improve understanding of this information?
- Q3:** Do you think that there should be criteria set to ensure the visibility of the proposed information and ensure that it is readable? If so, what should this be?
- Q4:** Whether or not you support a mandatory requirement, are you content that the content of possible regulations on the labelling of alcoholic drinks outlined below is both reasonable and proportionate? If not, what amendments would you like to see made and why?
- Q5:** Are there any other additions, amendments or deletions you would like to see made to the proposed content? If so, what changes would you like to be made and why?
- Q6:** Will there be any one-off costs for your business or those that you represent as a result of the outlined content for possible regulations on the labelling of alcoholic drinks under Option 3? If so, how much? Will these be costs from changing labelling or new labels and if so, could you please quantify them?
- Q7:** Will the proposed content of the regulations under Option 3 result in ongoing costs or benefits to your business or the businesses you represent? If so, could you please quantify them?
- Q8:** Will there be any other effects of the proposed requirements under Option 3 on the labelling of alcoholic drinks for your business or those that you represent? If so, could you please quantify them?
- Q9:** Are you content with the suggested implementation period for Option 3 (two years from making regulations)? If not, please explain what difficulties may arise from this length of transitional period.
- Q10:** Are any exemptions or modifications needed for labels on particular classes of alcohol product or for particular alcohol businesses such as small producers (e.g. for small packages or specific products)? If so, please explain how these should operate.
- Q11:** For enforcement agencies, what costs or benefits would you incur as a result of the proposed content of the regulations for Option 3 on the labelling of alcoholic drinks? Please quantify these costs or benefits if you can.
- Q12:** If you are a consumer or a group representing the interests of public health or consumers, would there be any benefits or disadvantages to you or the people you represent as a result of the proposed requirements under Option 3 on the labelling of alcoholic drinks? Please provide details.
- Q13:** If you are a small business or their representative organisation, to what extent would you or the businesses you represent be particularly affected by the regulations on the labelling of alcoholic drinks? Please provide details of benefits and costs if you can.
- Q14:** If you are a business particularly serving minority ethnic communities, or their representative organisation, to what extent would you/the businesses you represent be affected by the proposed content of the regulations on the labelling of alcoholic drinks?

Please provide details of benefits and costs if you can.

Q15: For all businesses, would the proposed content of the possible regulation of labelling alcoholic drinks have any effect, whether beneficial or detrimental, on competition between you and other businesses? If so, please specify.

Q16: For all businesses, would the proposed content of the regulations on the labelling of alcoholic drinks have any effect on your trade across the EU or/and beyond? If so, please specify and/or suggest any modifications.

General Questions

Q1: Considering all options presented, which do you believe would be the most proportionate way of the Government achieving its objective of ensuring that a majority (at least 50%) of labels carry unit and health information in the near term (2012) and a vast majority (at least 75%) in the medium term (2014)?

Q2; Are there any further costs and benefits to identify for any of the options?

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REPORT OF RECOMMENDATIONS SCOTTISH YOUTH COMMISSION ON ALCOHOL





Scottish Youth Commission on Alcohol Recommendations



Foreword



Scotland's relationship with alcohol needs to be fixed. The World Health Organisation reports that worldwide alcohol contributes to approximately 3% of deaths, yet in Scotland this figure is 5%. While estimates vary, the Chief Medical Officer reported to Youth Commissioners that alcohol costs the Scottish economy £2.48 to £4.64 billion per year.

Scottish Ministers asked Young Scot to deliver a Youth Commission on Alcohol, one of the actions identified in *Changing Scotland's Relationship with Alcohol: A Framework for Action* published by the Scottish Government in March 2009. The brief was to support young people to make suggestions for policy and action to change Scotland's culture in relation to alcohol.

Sixteen young people aged 14-22 have been supported to complete a year-long investigation. They have drawn on evidence and expertise from across a huge range of perspectives.

"Real culture change comes from people themselves. It is 'bottom up', changing attitudes and activities, based on individuals and then individuals acting collectively. The focus is on the impact which peers, individual role models and peer leaders and family have on behaviour. We believe that it is this approach that makes the difference."

Scotland's Learning Partnership submission to Youth Commission on Alcohol

"We need interventions which will work in a variety of ways to help people understand and confront the fact that we have a problem with alcohol. Importantly people should know and understand the health effects of alcohol, particularly the damage that is caused by prolonged excessive consumption."

Harry Burns, Chief Medical Officer in an interview with Youth Commissioners

"I think we need to challenge each other about how exciting drink really is. Real adventure is taking your life into your own hands and shaping it and making it go somewhere, and that is not done in one moment. So I guess all the things that stretch the mind, physical activities, learning to talk to one another well are the most important things. We're not managing to get that sense of excitement across to young people and that's a real failure."

Lesley Riddoch, journalist, in a recorded submission to the Youth Commission on Alcohol

"There's a sense amongst young people that, actually, you can change society. You've been handed a society that has a damaging attitude to alcohol. But you are the agents of change. You can change that by harnessing new communication methods and getting the message out that it can be different."

Dr. Rachel O'Connell, Vice President of AOL, Chief Security Officer, Bebo.com, in a focus group discussion with Youth Commissioners

"Alcohol abuse is bad for business."

Mark Baird, Head of Corporate Social Responsibility, DIAGEO UK in a meeting with Youth Commissioners

Ideas and debates have been stimulated by a wide range of stakeholders, and our views have been challenged throughout the process.

We, the Youth Commissioners, feel sure that implementing the recommendations included here will help the Scottish Government achieve its strategic objectives to make Scotland wealthier and fairer, healthier, smarter, safer and stronger, and greener.

We hope they are used to contribute to making a serious difference to Scotland's culture and its relationship with alcohol.

We would like to thank the Scottish Government, Young Scot and all of the stakeholders for giving us this unique opportunity.

Scottish Youth Commission on Alcohol

Executive Summary

In April 2009, Youth Commissioners were recruited following an extensive press campaign and a dedicated exercise to reach seldom heard young people through Young Scot's networks. Youth Commissioners come from Caithness to Dumfries, are aged 14-22 and come from a very wide cross section of social backgrounds.¹

The Youth Commission on Alcohol is a key action in delivering the outcomes for Young Scot: Active.² The team of Youth Commissioners has been supported by Young Scot staff and a dedicated Advisory Group to undertake a very extensive investigation programme. They have participated in national and international conferences, hosted specifically designed stakeholder events and have completed a huge number of visits to experts, projects and key agencies to build a significant body of evidence.³ Two study visits ensured an additional international perspective has been considered. Over three thousand young people were consulted by the Youth Commission in two national surveys and young people focus groups.

Youth Commissioners' conversation and reflection has been sustained through five residential events over the year; through a dedicated social networking tool; and through mentoring relationships with members of the Advisory Group.

1. A full description of the Youth Commission process is provided in a separate report.
2. www.youngscot.net
3. The evidence considered by the Youth Commission is described in a separate report.

The Recommendations

The recommendations contained in this report have been defined and agreed by the Youth Commissioners and are informed by the investigation they have completed.

Having considered a very wide range of evidence, the Youth Commissioners identified eight specific areas they wanted to focus the final stages of their investigation on. The recommendations which follow address the themes that the Youth Commissioners identified.

Changing Culture through Leisure and Lifestyle Choices

- 8 Involve young people in designing leisure and lifestyle choices.
- 9 Create sustainable local strategies for diversionary activities.
- 10 Research the leisure time needs of different age groups.
- 11 Action to encourage alcohol-free leisure and lifestyle choices for adults.
- 12 Invest in rewards and incentive programmes.
- 13 Promote safer Stag and Hen parties.

Education

- 14 Recognise "Health and Wellbeing" as a subject in its own right.
- 15 Embed alcohol education and "Health and Wellbeing" basics into pre-service and continuous professional development of all learning professionals.
- 16 Encourage and promote the sharing of best practice.
- 17 Promote and evaluate peer education approaches.
- 18 Young people should be co-designers of alcohol education and lifestyle education packages.
- 19 Better support for use of community resources in alcohol education.

18+ Accessibility and Availability

- 1 Young people should influence licensing decisions.
- 2 Existing laws should be more strictly enforced.
- 3 Test purchasing should be used more and should be more effective.
- 4 Emergency services should be more consistent in their regulation of young people's access to alcohol.
- 5 Promote UK PASS and the Young Scot NEC PASS as the universally recognised proof of age card.
- 6 Review current model of age identification.
 - a. Investigate roll out of Challenge 25 scheme.
 - b. Investigate possible proof of age use by everyone purchasing alcohol.
 - c. Investigate proof of age authorisation at point of sale.
- 7 Research is needed to understand pre-loading culture.

Emotional Support for young people

- 20 Research the impact of passive drinking on adults and young people.
- 21 Raise awareness amongst young people about passive drinking and the support services available to them.
- 22 Improve support for the whole family when an individual completes a brief intervention or accesses treatment.
- 23 The Scottish Government should set up a youth-led investigation into how young people's resilience and self-esteem is developed.

Personal Safety

- 24 Improve and extend education and awareness raising about personal safety.
- 25 Develop consistent responses and messages from key players.
- 26 Encourage young people to see security staff as helpful.
- 27 Promote and distribute Spikey tops.

Regulating alcohol industry marketing and promotion

- 28 Reduce the amount of advertising young people in Scotland are exposed to.
- 29 Ensure that the public sector clearly leads regulation of alcohol promotion in Scotland.
- 30 Devise stricter regulation of digital promotion and advertising.

Social marketing

- 31 Restrict alcohol industry involvement in the design of social marketing campaigns.
- 32 Include young people as co-producers and key partners in social marketing campaign development.
- 33 Maximise the potential of innovative approaches to Social Marketing.
- 34 Involve social networking sites as key partners in the development of future social marketing campaigns.
- 35 Commission a feasibility study into the development of some 'big ideas' which could promote more national conversation on Scotland's relationship with alcohol.

Young people influencing treatment services

- 36 Generate effective intelligence about the needs of young people with alcohol problems.
- 37 Ensure that the needs of young people become central in the agendas of Alcohol and Drug Partnerships (ADPs).
- 38 Establish a 'Youth Champion' scheme as a permanent voice for young people in alcohol related policies.

Scotland's relationship with alcohol and the extent of problems arising from harmful alcohol use are well-researched and documented. Until action is taken to address the issues, the same damaging statistics will keep resurfacing. For example, these from *Untold Damage*⁴, a collaborative research study undertaken by Scottish Health Action on Alcohol Problems and the NSPCC's Childline in Scotland.

- Alcohol consumption has doubled in the last 50 years, rising from 5.7 litres of pure alcohol per person in 1960 to 11.53 litres in 2007.
- Recent survey data estimates that 44% of men and 36% of women in Scotland exceed the recommended daily drinking limits on their heaviest drinking day of the week.
- It is estimated that each problematic user of alcohol will, on average, negatively affect the lives of two other close family members.
- Around 30% of children under 16 in the UK live with at least one binge-drinking parent.

In the recent *Policy Memorandum on the Alcohol etc. (Scotland) Bill*, it says the aim is to "reduce alcohol consumption in Scotland and reduce the impact that alcohol misuse and overconsumption has on public health":

- It is now estimated that alcohol is a contributory factor in 1 in 20 deaths in Scotland.
- One in three divorces cites excessive drinking by a partner as a contributory cause.
- A quarter of 15 year olds who have drunk alcohol report getting into trouble with the police.

Global action is already underway to address the damage being done by harmful drinking. The World Health Organisation (WHO), the European Parliament and the Scottish Government have all identified alcohol-related harm as a public health priority. As it says in *Untold Damage*, "a global strategy to reduce the harmful use of alcohol is underway with a special emphasis on an integrated approach to protect at-risk populations, young people and those affected by the harmful drinking of others."

During the period of the Youth Commission investigation throughout 2009, policy developments in Scotland included the following:

- Scottish Ministers held an alcohol summit in June for stakeholders, partners & practitioners across all sectors to debate issues on alcohol policy
- Full implementation of Licensing (Scotland) Act 2005 from September 2009
- The Scottish Government's *Alcohol Framework* was published followed by the introduction of the *Alcohol etc (Scotland) Bill* to the Scottish Parliament in November 2009.

The Youth Commission's recommendations which follow are designed to complement the Scottish Government's actions to date and to suggest future action for changing Scotland's relationship to alcohol.

4. Dr E.Gillan and A.Wales, "Untold damage: children's accounts of living with harmful parental drinking", Produced by ChildLine in Scotland and SHAAP, p.9

The Recommendations: Accessibility and Availability

Drinking alcohol, for the majority of people in Scotland, is so central to our culture that it is hard to imagine many social occasions where alcohol does not play a major part. For many, who consume alcohol responsibly, this is undoubtedly an enjoyable experience. Stakeholders told the Youth Commissioners that alcohol is more readily available and accessible to people than ever before, resulting in higher rates of consumption and ill effects for both individuals and society.

For this reason, a significant proportion of the Youth Commissioners' investigation focused on the supply chain of alcohol products, with particular consideration given to illegal sales of alcohol to underage young people and those who buy alcohol for people under the legal age to purchase (proxy purchase).

A lot of discussion relating to young people's accessibility to alcohol has focused on the need to improve practice for some smaller convenience stores. Meanwhile supermarkets always seem to have several promotions on alcohol products, where prices can get as low as £1.20 for a two-litre bottle of cider. These and other factors have been highlighted to Youth Commissioners as some of the drivers for increased personal consumption. It also means there is more alcohol in households, increasing the accessibility of alcohol to children and young people.

Youth Commissioners wanted to understand –

- Why do people want to drink so much?
- Why is alcohol so easy to get hold of?
- Why is it so cheap (particularly in off-sales)?
- What is the impact of more availability on our consumption patterns?
- What impact does excessive consumption have on our society?
- What, if any, controls which could be considered which would tighten the availability of alcohol (particularly to those under 18 years of age)?

Recommendations

1 Young people should influence licensing decisions.

Decisions relating to access and availability of alcohol are clearly relevant and important to the health and wellbeing of young people, yet their voices are apparently seldom heard regarding local and national implementation of policy.

Licensing Boards are a key mechanism for regulating changes that could have an impact on changing Scotland's relationship with alcohol. Licensing Board Forums are intended to enable local communities to have a voice and a degree of influence on licensing decisions in their area. National guidelines suggest that there should be at least two young people on each local forum. In practice, this youth representation is patchy across the country. Youth Commissioners recommend that the National Licensing Officer undertake an audit of young peoples' inclusion in Licensing Board Forums and the extent to which young people feel involved in decision-making.

Bodies such as Licensing Board Forums, Licensing Boards and Alcohol and Drug Partnerships should better engage with the community, including young people. Rather than expecting young people to fit in with their (often bureaucratic) structures these bodies should seek out the views of young people in their own environments. This should include reaching out to the most disengaged young people in our society, who are often those most affected by the consequences of alcohol misuse.

2 Existing laws should be more strictly enforced.

Changing accessibility and availability of alcohol also means changing the way existing laws are enforced. Existing laws relating to proxy purchase for underage sales or unscrupulous shopkeepers who sell to those underage should be more rigorously enforced.

3 Test purchasing should be used more and should be more effective.

The supply of alcohol to young people is a difficult area to police. Successful prosecution of someone charged with proxy purchase, for example, relies on the person being caught in the act of exchanging alcohol. Meanwhile some shopkeepers still sell directly to those under 18, as there is a relatively low chance of being caught.

High profile test purchasing campaigns, where young people under the legal age are authorised to attempt to buy alcohol from a shop, can be an effective tool to reduce under age sales: shopkeepers will think harder about the risks of selling alcohol to children. Evidence given to the Youth Commission by police they consulted, highlighted that they do not have the financial resources to undertake test purchasing on a significant scale and as a result only use the method on an intelligence-led basis, meaning the risks (real and perceived) remain low for shopkeepers.

Resources should be made available to police forces to undertake large scale, high profile test purchasing operations.

4 Emergency services should be more consistent in their regulation of young people's access to alcohol.

Emergency services need to be consistent in relation to regulating young people's access to alcohol. There should be an agreed, shared strategy amongst key agencies, such as the emergency services, which dictates how individual workers deal with young people. Evidence relayed to Youth Commissioners by young people and by police suggested that responses ranged from confiscating and disposing of alcohol to 'turning a blind eye'. Young people should not be treated differently from officer to officer, from agency to agency or by geographical area to avoid confusing messages being received.

18+

5 Promote UK PASS and Young Scot NEC PASS as the universally recognised proof of age card.

One of the measures to control sales is to request identification proving that young people are legally able to purchase alcohol products. There are only a few universally accepted forms of proof of age (passport and driving licence) and neither of them are free, meaning a significant proportion of the population do not have access to what is considered to be acceptable proof of age by many retailers and licensed premises. UK PASS Board reported to Youth Commissioners that approximately 30% of 18-21 year-olds in Scotland do not have a passport and approximately 30% do not have a driving licence.

To avoid discrimination, there is a need for a universally accepted free form of proof of age. The UK PASS is a standard established by the British Retail Consortium to provide a proof of age tool to young people. UK PASS, and the Young Scot NEC PASS in particular (which is free), should be more robustly promoted and supported so that it becomes universally accepted as a form of proof of age for the purposes of purchasing alcohol.

6 Review current model of age identification.

The Youth Commission notes that the Alcohol Bill introduced at the end of 2009 includes an 'age verification policy'. If that is pursued the Youth Commission would like to see a review of current procedures relating to age identification which could cover the following.

a. Investigate roll out of Challenge 25 scheme.

The Challenge 25 scheme (where purchasers of alcohol are asked for proof of age if they look under 25) was reported as a successful example of how proof of age can be used to reduce the risks to a retailer of selling to under-agers.

There should be a feasibility study into rolling out the 'Challenge 25' scheme with special

consideration given to the security and safety of sales staff. This could become a high profile scheme and it could help reduce the number of direct and proxy sales of alcohol to young people as more shopkeepers are made aware of the penalties for selling to those underage.

b. Investigate possible proof of age use by everyone purchasing alcohol.

Consideration should be given to adopting the U.S. protocol of asking everyone for identification regardless of age. This would remove the perceived embarrassment/inequality of only asking young people for proof of age. Alcohol, used irresponsibly, is a dangerous substance and therefore asking everyone for proof of age may reinforce this key message.

c. Investigate proof of age authorisation at point of sale.

In other countries the production of proof of age can be tied in with stricter controls on the sale of alcohol. For example, in Sweden you can only buy alcohol by having your national identity card swiped by a card reader at the point of purchase.

Consideration should be given to a feasibility study into the Swedish model of controlling alcohol purchases. This process, however, is dependent on everyone having a universally accepted form of free proof of age.

7 Research is needed to understand pre-loading culture.

Many people in Scotland (not just young people) have altered their alcohol consumption pattern in recent years. The differential in price between on-sales (pubs, bars and clubs) and off-sales (off licenses, supermarkets and convenience stores) of alcohol means that people consume alcohol at home prior to going out to where drink is much more expensive and served in a 'controlled' environment. People tend to consume more and the possible effects of heavy drinking (violence, accidents etc) become apparent later in the evening.

Changing Scotland's current and future alcohol-related culture will mean changing behaviour associated with pre-loading. Research is needed to understand more about how pre-loading culture operates, and how it could be changed.

How has the Youth Commission investigated this?

Evidence sources:

- o A visit to an ASDA supermarket to meet their Scottish Affairs Manager and some of their customers to gather views on the pre-loading phenomenon (where people drink more in the house before going out) and the availability of cheap supermarket alcohol.
- o The National Licensing Conference where Youth Commissioners gained a firm understanding of the reach (and limitations) of the new Licensing Act (2005).
- o Representatives from the National Enforcement Group on the issue of enforcing existing laws relating to under-age sales and proxy purchasing of alcohol products.
- o Lothian and Borders Police Think Tank on young people and alcohol.
- o An active Sheriff described in an interview his perceptions of the impact of availability of alcohol on anti-social behaviour.

Key documents:

- o *Changing Scotland's relationship with Alcohol: A Framework for Action*, the Scottish Government 2009.
- o *Minimum Pricing- What you need to know- BMA Scotland*, SHAAP and Alcohol Focus Scotland.
- o *The price is right: protecting communities through action on alcohol sales*, Alcohol Concern, 2009.
- o *Cheap at Twice the price: Young People, Purchasing Power and Alcohol*, Alcohol Concern, 2007.
- o *Alcohol Misuse: Tackling the UK epidemic*, British Medical Association, February 2008.

The Recommendations: Changing Culture through Leisure and Lifestyle Choices

A change in Scotland's culture in relation to alcohol can be supported through more access to good quality diversionary activities: young people need something to do. In addition to this, Youth Commissioners think that more attention needs to be given to alternative activities for *adults* which have less emphasis on consuming alcohol. This could make a significant contribution to changing Scotland's culture.

Youth Commissioners wanted to understand –

- What diversionary activities are available to young people and to adults?
- Who makes decisions about diversionary activities?
- How can Scotland create a leisure and lifestyle culture with less emphasis on alcohol?

Recommendations

8 Involve young people in designing leisure and lifestyle choices.

Young people want to contribute their ideas and ambitions to designing the leisure and lifestyle choices that are available to them **and** to adults. The role that young people will have in contributing to the design and implementation of the Commonwealth Games Legacy is a good example of this.

The Commonwealth Games Legacy has the potential to have an impact by providing positive diversionary activities for both adults and young people. The Legacy is in the early stages of planning and work is being done around involving young people in creating and running community sports "hubs", as well as involving Youth Legacy Ambassadors. The Youth Commission supports the recognition of young people as co-designers of such initiatives.

Youth Legacy Ambassadors will be recruited to raise the profile of all of the Games Legacy themes and positively engage young people and adults throughout their communities; increase their involvement in sporting or physical, environmental and inter-cultural activities; as well as promoting the image of a 'flourishing' Scotland. As part of their roles, the Youth Legacy Ambassadors could help to promote safe drinking habits amongst their peers and, through promotion of the Young Scot NEC card, encourage them to access diversionary activities. In terms of implementing a successful and sustainable Commonwealth Games Legacy it will be vital to engage young people with their community, for example, recruiting (young) volunteers to run activities at proposed community sports "hubs", which again could help to reduce alcohol-related harm and improve health outcomes.

Changing Scotland's relationship with alcohol should become an explicit part of the strategy on Commonwealth Games Legacy.

9 Create sustainable local strategies for diversionary activities.

Youth Commissioners have gained a better understanding of the sheer range of diversionary activity provision for young people through meeting and working with representatives from the following agencies:

- Partnership Drug Initiative which promotes voluntary sector work with vulnerable children and young people affected by substance misuse. It has been running since 2000, and is funded by Lloyds TSB Foundation and the Scottish Government.
- YouthLink Scotland explained CashBack for Communities which puts back into the communities money seized through organised crime. Local authorities decide how money is allocated. Funding has been given to community based sports, youth centres, arts and music activities. YouthLink Scotland also explained YouthBank which involves a panel of young

people in each local authority who receive applications for grants from youth groups.

- Young Scot WOW provides a database of youth opportunities for young people to be involved in across Scotland. Young people can use WOW as a search engine and to upload activities themselves.

Lots of work and funding is already put into alternative activities for young people and the Youth Commission recommendations aim to complement and add value to what is already being done.

Young people's involvement in understanding the impact of the initiatives outlined above and in designing better solutions for the future should be supported.

Local rather than blanket national solutions need to be devised. Finding ways to fund diversionary activities over sustainable periods is crucial to making them effective. Diversionary activities are often delivered as a result of short bursts of funding and are often not set up long enough to actually have long term impact.

Local decisions about sustainable provision of activities for young people need to be driven by Community Planning Partnerships and need to be informed by the needs and aspirations of young people. The Youth Commission recommends that creating local sustainable strategies for diversionary activities becomes a priority for Community Planning Partnerships.⁵

10 Research the leisure time needs of different age groups.

There is currently too much emphasis on creating diversionary activities for "young people" when the difference between a 13 and 18 year old is vast. More research into different needs for different age groups is needed and there is a particular need to understand more about activities that appeal to older age groups. Research on diversionary activities should include a clear emphasis on understanding the opening times needed for activities for different ages.

11 Action to encourage alcohol-free leisure and lifestyle choices for adults.

Youth Commissioners have highlighted the need to look at diversionary activities for adults. Children and young people learn about alcohol at home.

Their attitudes to alcohol are formed early and are generally a reflection of what they see every day. If regular alcohol consumption is normal within a family household, this is likely to affect an individual's personal attitude and decision-making in relation to alcohol.

Scotland should encourage a leisure time culture which has less emphasis on alcohol consumption.

This could include encouraging more consumption of soft drinks in licensed premises and using licensed premises for a wider range of activities.

12 Invest in rewards and incentive programmes.

Mainstream leisure activities are too expensive for many young people. There is a need for affordable choices and raising awareness of what is already available to young people.

Rewards and incentives programmes could support Scotland to create a culture where non-alcohol focused activities are more accessible and attractive.

- Invest in schemes such as those being developed by Glasgow Young Scot - a system whereby Young Scot cardholders gain points for being involved in leisure activities and making healthy lifestyle choices. Points are converted into rewards (iTunes vouchers, money off next purchase etc). Schemes like these can be used to encourage the involvement of young people **and** adults in diversionary activities and in turn make them more affordable.
- Commission work to identify how we can combine the benefits and add value to existing family rewards/incentive schemes like NECTAR, Orange Volunteering schemes, Tesco rewards,

Orange Wednesdays etc. These are built around the idea of having a loyalty towards a service and gaining rewards in the process. Both the points and rewards can be built around making healthy lifestyle choices and putting something back into the community.

- Encourage companies with Corporate Social Responsibility policies to invest in schemes like Time Bank. Time Bank is a national charity that encourages a new generation of people to get involved in volunteering. They also support charitable organisations and businesses to develop innovative volunteer recruitment programmes.

13 Promote Safer Stag and Hen parties.

Edinburgh is known as the stag and hen capital of Europe. Police highlighted this and the policing difficulties it creates to Youth Commissioners. Many people come to Edinburgh specifically to spend all their time in pubs and clubs. Discussion at Lothian and Borders Police Think Tank on Alcohol and Young People suggested that drink tourism has a strong impact upon Scotland's culture and on its international reputation.

Scotland should be promoted as a destination for safer Stag and Hens in Scotland by encouraging a range of activities and promoting less emphasis on alcohol.

How has the Youth Commission investigated this?

Evidence sources:

- o *East Ayrshire Children and Young Persons Forum*: Youth Commissioners took part in focus groups with both adults and young people about drug and alcohol misuse and how this can be tackled at local levels.

- o *Partnership Drug Initiative*: Youth Commissioners facilitated a focus group with project leaders on the impact of their work on Scotland's relationship with alcohol. The following organisations took part:
 - Fast Forward, who promote health and wellbeing through education by, with and for young people.
 - Ruchill Youth Project (Glasgow), who aim to meet social, educational and recreational needs of children, young people, parents and families in Ruchill and the neighbouring area of Possilpark.
 - Health Spot, a health service for young people aged 12-25 years in the South East of Glasgow.
- o *YouthLink Scotland*: explained CashBack for Communities and YouthBank Scotland initiatives to Youth Commissioners.
- o *Fuse Youth Café*: A Glasgow youth café funded by the Partnership Drug Initiative and initially set up by young people. Youth Commissioners spoke to workers and young people.
- o *Mentor Foundation*: operates internationally to implement prevention initiatives. Youth Commissioners met with project leaders and members of alcohol-related Peer Education groups.
- o *Prestwick Academy*: South Ayrshire Dialogue Youth have worked alongside Prestwick Academy to set up an alcohol peer education group. Youth Commissioners met with the group and viewed an awareness-raising DVD they had produced.

- o *The Scottish Government*: Youth Commissioners interviewed an official with responsibility for coordinating the Commonwealth Games Legacy.
- o Youth Commissioners asked for contributions from key agencies to discuss the importance of alcohol-free leisure and lifestyle choices for all ages in Scotland. The following organisations provided written submissions on how to change Scotland's culture:
 - Visit Scotland
 - Sportscotland
 - Scottish Association of Local Sports Councils
 - Scotland's Learning Partnership
 - International Futures Forum
 - Lesley Riddoch – independent journalist

All of these articles are included in the Youth Commission on Alcohol: Evidence report.

Key Documents:

- o *What is the Partnership Drugs Initiative?* Lloyds TSB Foundation for Scotland.
- o *Report for in-depth analysis of outcomes for projects offering diversionary approaches for young people* by Lloyds TSB Foundation for Scotland.
- o *West Lothian Council Strategy for Tackling Underage drinking, 2008.*
- o *A Games Legacy for Scotland*, the Scottish Government 2010.

5. A number of public sector organisations are statutory partners in Community Planning. These include the local authority, health board, fire, police, enterprise agency and transport partnership. In addition to the statutory partners, Community Planning Partnerships (CPPs) typically involve other public, voluntary, community and private sector partners. See www.improvementservice.org.uk

The Recommendations: Education

Many people who gave evidence to Youth Commissioners agree that what young people learn about alcohol, and how they learn it, has the potential to make a difference to Scotland's future relationship with alcohol. What and how we learn about alcohol is determined by a whole range of factors; family, peers, partners, community resources, media, health professionals etc.

The Youth Commission highlighted education as an important area for investigation and considered making changes to how education is designed and delivered to support wider cultural change. Education is a vast area to explore and Youth Commissioners chose to focus their investigation on two specific areas.

Curriculum For Excellence

Making a difference to alcohol education within schools in Scotland will mean understanding more about how it fits within Curriculum for Excellence. Curriculum for Excellence aims to transform education in Scotland by providing a coherent, more flexible and enriched curriculum from three to eighteen, based on the 'totality of experiences' which are planned for children and young people through their education, wherever they are being educated. It should cover:

- The ethos and life of the school.
- Curriculum areas and subjects.
- Interdisciplinary learning.
- Opportunities for personal achievement.

In doing so, CfE aspires for every young person to be successful learners, confident individuals, responsible citizens and effective contributors.

Peer Education

Alcohol education within the wider community is delivered through a diverse range of agencies. Peer education is used both in and out of schools and recognises the value of having young people take ownership of what and how they learn.

Youth Commissioners wanted to understand –

- How is alcohol education delivered in schools?
- How can this be made more effective?
- How effective is peer education to help young people learn about alcohol?
- Should peer education be used more?

Recommendations

14 Recognise “Health and Wellbeing” as a subject in its own right.

Schools have a role to play in helping young people learn about alcohol, its impact on their health, on their family and community, and on Scotland's society as a whole. Curriculum for Excellence acknowledges this within the “Health and Wellbeing” outcomes under the Substance Misuse section – identified as the responsibility of all teachers. The views reported to Youth Commissioners suggest that delivering these outcomes often relies on the specialist knowledge of individual teachers and on them taking a proactive approach.

Investigations into the impact of passive drinking highlighted the need for alcohol education to emphasise building resilience. Half of 17-25 year-olds responding to the *Being Young In Scotland* 2009 survey said education had either completely or partly made them consider not drinking alcohol. These findings also suggest that alcohol education needs to emphasise life skills required to ensure that behaviour reflects these considerations. Alcohol education needs to be embedded within existing strategies for education about broader health and well-being/PSE issues.

Education about alcohol should be designed and delivered as part of strategies for learning about health and well-being. “Health and Wellbeing” is important enough to be delivered as a subject within PSE (Personal and Social Education) in

schools. Being more specific about where it lies could add value to the quality of its delivery. There should be more emphasis and recognition given to the core skills gained through PSE. There is scope to award and value individuals for their knowledge, understanding and involvement in wider lifestyle education.

15 Embed alcohol education and “Health and Wellbeing” basics into pre-service and continuous professional development of all learning professionals.

Youth Commissioners' discussions with teachers suggested that many of them and their colleagues feel unconfident about delivering effective alcohol education or find it difficult to find time for it within hard-pressed timetables. Young people Youth Commissioners consulted in focus groups, struggled to recall the alcohol education they had received at school or were extremely vague about what they had been taught. This compares with over two-thirds of those responding to the *Being Young In Scotland* 2009 survey who reported that alcohol education at school informed them about facts such as the age at which they can legally buy alcohol.

“Health and Wellbeing” (including alcohol education) should be embedded into pre-service, in-service and continuous professional development for all learning practitioners working with 3– 18 year olds.

Staff training should emphasise the impact of passive drinking on young people and should learn from examples of what works. Youth Commissioners examined an interesting three-year pilot in Edinburgh to develop an integrated programme of sexual health and substance misuse education for young people and all staff working with young people. This was based on the principles of SHARE (Sexual Health and Relationships Education) and on Curriculum for Excellence.

16 Encourage and promote the sharing of best practice.

It was suggested that training and support for teachers (even PSE teachers) provides little specific information/support/resources to support the delivery of alcohol education. Good practice is not shared enough and effective resources are not always circulated.

There is a need for better access to quality resources and information to support alcohol education. Glow (the Scottish schools intranet) has been widely identified as a key resource to support teachers to access ideas and materials. This should be open to all practitioners who can offer expertise in helping achieving "Health and Wellbeing" Curriculum for Excellence outcomes.

Regional working groups for teachers should be supported to encourage sharing ideas, tools and resources to deliver alcohol education to help achieve "Health and Wellbeing" outcomes.

17 Promote and evaluate peer education approaches

Young people in Scotland should be able to take responsibility for educating and informing each other about alcohol through more support for peer education approaches.

Many people the Youth Commission consulted thought peer education an extremely valuable tool for alcohol education. Peer education programmes and projects appear to be happening in many places and tools and delivery techniques are extremely diverse. It is difficult to evaluate the impact of peer education approaches. It is essential that better evaluation is developed to understand more about impact and value to help attract more sustainable funding for peer education.

There is a need to collate real systematic evidence of the impact of peer education on young people's attitudes and behaviours related to alcohol (on both the peer educators and those being educated). Evidence needs to demonstrate long term effects

rather than the just immediate impacts. There needs to be an understanding of how, where and with whom to implement peer education most effectively. Consideration should be given to rolling out peer education on a larger, more comprehensive scale which is sustainable.

Peer education could be closely linked to youth information points in schools to ensure that young people have access to information and learning opportunities about alcohol in ways that are relevant to them. Young people should have a role in developing the information that is available to them.

18 Young people should be co-designers of alcohol education and lifestyle education packages.

Evidence from projects presented at the WASTED conference⁶ indicated that preventative projects with heavy community involvement and, in particular, young people's involvement, are more successful in raising awareness and changing behaviours and attitudes. Likewise, the success of the Think B4U Drink game is largely due to young people being co-designers. According to the evaluation report "the situations and scenarios in Think B4U Drink closely reflect young people's environments and experiences, allowing them to test their own and their peers decisions and behaviour."⁷

Scotland needs to be educated about how students can have a positive impact upon the delivery of their own education related to alcohol. Youth Commissioners recommend more is done on this by having Learning and Teaching Scotland (LTS) work and consult more with young people. For the same reason the Youth Commission recommends a stronger voice for school councils generally, and to influence the design and delivery of alcohol education in particular.

19 Better support for community resources for alcohol education.

Knowing where to find resources and specialist education agencies which could support the delivery of alcohol education was highlighted as a major challenge. Teachers who engaged with the Youth Commissioners also suggested that lack of funding for utilising such resources was a barrier to delivering effective alcohol education.

Resources from all relevant public agencies should be used to drive up the quality of alcohol education in schools. Identifying and building partnerships with community-based expertise should become a central part of alcohol education strategies. As well as providing a more rounded approach to alcohol education in schools, external inputs will also help signpost young people to useful information and support services in their community.

How has the Youth Commission investigated this?

Evidence sources:

- o East Ayrshire Children and Young Persons Forum.
- o Partnership Drug Initiative.
- o Mentor Foundation.
- o Prestwick Academy.
- o Learning and Teaching Scotland (LTS): LTS Area Advisor discussed Curriculum for Excellence its impact on alcohol education with Youth Commissioners.

- o *Bridging the Gap, Roadshow event*: this event aimed to improve outcomes for Scotland's young people through school and youth work partnerships. Youth Commissioners ran a workshop to engage with teachers and HMIE inspectors.
- o *Fast Forward*: a national voluntary organisation which promotes health and wellbeing through education by, with and for young people helped Youth Commissioners understand Peer Education in Scotland.
- o *Teachers Focus Group*: with a PSE teachers working group to discuss substance misuse section of Curriculum for Excellence.

Key documents:

- o *Influences on how children and young people learn about and behave towards alcohol* Joseph Rowntree Foundation.
- o *Curriculum for Excellence: Health and Wellbeing Experiences and Outcomes* Learning and Teaching Scotland.
- o *Learning about Learning- 12 ideas from the Harris student commission* by South London Schools Harris Federation and NESTA (National Endowment for Science, Technology and the Arts).
- o *The Rory Story*, Alcohol Focus Scotland.
- o *Boozebusters Evaluation Report*.
- o *Enhancing Sexual Wellbeing In Scotland: A Sexual Health Relationship Strategy* produced by the Scottish Government.

6. *Wasted: An International Conference on Alcohol and Young People* took place in Kent in November 2009 and provided examples of interventions trialed in a range of settings in the UK, Europe and North America, which had shown promising results in reducing alcohol consumption amongst children and young people.

7. See <http://www.informaworld.com/smp/content-content=a748908680&db=all>

The Recommendations: Emotional Support for Young People

Alcohol consumption is commonly seen as an individual lifestyle choice. Yet many young people are being negatively affected not by their own drinking choices, but by those of others. *Untold Damages*, a recently published report from ChildLine and Scottish Health Action on Alcohol Problems, found that “children generally understand their parents’ drinking and the resulting diminished parenting capacity as contributing to their own problems and unhappiness.”⁸

These impacts can range from emotional distress to physical abuse and from fear of separation to isolation. Early on, the Youth Commissioners agreed that fewer young people in Scotland should have to suffer from ‘passive drinking’, and that a culture of considerate drinking needs to emerge.

Youth Commissioners participating in the study visit to Brussels were invited (but unable to attend) a European seminar to examine the impact of passive drinking on young people.

Youth Commissioners wanted to understand –

- What is the impact of adults’ alcohol misuse on young people?
- What type of support do young people need to address these issues?
- Who can play a role in designing and delivering that support?
- What role can young people play in improving the support available to young people?

Recommendations

20 Research the impact of passive drinking on adults and young people.

The effects of passive drinking include low self-confidence, isolation, poor social skills, lack of care, caring responsibilities, and poverty. Young people impacted by passive drinking described the value of

the support provided by specialist staff through one-to-one sessions, family counselling, befriending and social activities. Through these activities, the young people were helped to work through their experiences and feelings, to build coping mechanisms and to develop positive ways of relating.

Public awareness about the impact of passive drinking on young people is on the rise, but the Youth Commissioners found that much more needs to be done. It also became apparent that passive drinking affects adults as well as young people. Having interviewed adults affected by their partners’ drinking, the Youth Commission sees support for these parents and carers as key to supporting young people as well.

Agencies who provide support to young people reported that provision of support for those affected by passive drinking varies greatly across Scotland. Lack of funding for services and for training for teachers and youth workers in how to intervene and support young victims of passive drinking was highlighted as a major issue. Even when training is available, teachers and youth workers are often limited by time restrictions. More effective research to map local service provision would enable Alcohol and Drug Partnerships (ADPs)⁹ to identify ways in which local services could work together to support these vulnerable young people.

The Youth Commission also recommends that ADPs investigate how successful peer support is at providing emotional support to young people affected by passive drinking. Peer support schemes set up and supported by ChildLine have proved successful. However more research is needed into its success before investing in peer support networks. Young people interviewed by the Youth Commission were split over whether they would prefer to receive support from their peers or from professionals.

Further research into passive drinking could provide a basis for the development of policies and investment in services to support victims of passive

drinking as well as contributing to raising public awareness and preventing further passive drinking-related damage.

21 Raise awareness amongst young people about passive drinking and the support services available to them.

One impact of passive drinking is stigma and isolation in school. According to the young people interviewed, this comes from a lack of awareness amongst their peers about the impact of parental/carer alcohol misuse. Focus groups consulted by the Youth Commission believed that alcohol education shouldn’t just include the facts, but should cover issues related to living with harmful drinking and confidence-building, resilience and self-esteem.

Alcohol Focus Scotland is the only Scottish Charity dedicated to raising awareness and reducing the health and social harm of alcohol. Set up by Alcohol Focus Scotland, SNAPY is a network for professionals working with young people to share skills, resources and best practice around alcohol issues. Youth Commissioners met with SNAPY’s Project Officer and Training Officer to consider the role of SNAPY, Alcohol Focus Scotland’s education programme for primary and secondary school pupils, and the perceived lack of time allotted to teacher training on alcohol.

39% of respondents to the *Being Young in Scotland 2009* survey said they were likely to seek support online. Participants in one of the Youth Commission focus groups with young people said they would consider using a social network with the following characteristics: easy access e.g. linked to Bebo or Facebook, confidential, simple and easy to use, local (so that they could be directed to local services), advice should be immediate and any forums should be moderated, it must be a professional giving the advice rather than a young person, and it should also be well publicised and promoted.

Youth Commissioners recommend the following measures to raise awareness of the impact of passive drinking:

a. Local authorities should make the problem of parental/carer alcohol misuse a key part of alcohol education, with a particular emphasis on building young people's resilience.

Local authorities should encourage schools to make use of the Scottish Network of Alcohol Practitioners for Young People (SNAPY) to get support, information and share best practice.

b. Young Scot should raise awareness by setting up information points in all schools and include information on parental/carer alcohol misuse and where to go to find help on these.

c. ADPs should raise the profile of social networking sites as providers of emotional support in their locality.

22 Improve support for the whole family when an individual completes a brief intervention or accesses treatment

Youth Commissioners met with the Scottish Government Alcohol officials to examine NHS Scotland HEAT Target for Brief Interventions. Agreed by the Scottish Government Health Department and each NHS Board, HEAT targets set out core objectives and measures for Health Improvement, Efficiency, Access and Treatment.¹⁰ A brief intervention is typically a short motivational interview by health professionals in which the costs and benefits of drinking are discussed, along with information about health risks. The NHS has a target of carrying out 149, 449 brief interventions for adults aged 16 years and above by March 2011. Alcohol Brief Interventions are not directed to under 16s as part of the HEAT target. Some local pilots are currently being developed to look at different models to see if they are effective on under 16s.

The Youth Commission support the core components of the *Getting It Right For Every Child (GIRFEC)*

approach. This approach requires all services for children and young people to adapt their systems and practices to improve how they work together to support children and young people and to encourage early intervention.¹¹ The Youth Commission identified the improved information sharing as particularly important and recommends that information about parents accessing treatment services should be shared so that families affected by passive drinking can be offered support.

23 Set up a youth-led investigation into how young people's resilience and self-esteem is developed.

According to the Barnardos Hopscotch Services interviewed by the Youth Commission, lack of self-esteem and confidence is one of the impacts of passive drinking on young people. ChildLine identify a number of factors that contribute to this including isolation outside the home, negative experiences at home and lack of parental care.¹² A Scottish youth-led investigation should be established to examine how to build resilience and confidence in young people.

How has the Youth Commission investigated this?

Evidence sources:

- o *Barnardos Hopscotch Projects in Perth and Arbroath, Alcohol Support Ltd in Aberdeen:* Youth Commissioners interviewed young people, parents and staff at three projects to explore emotional effects of parental/carer alcohol misuse, physical effects such as having care responsibilities, and the support received through Barnardos and Alcohol Support Ltd.
- o *ChildLine, Glasgow:* Youth Commissioners met with staff from Policy and Information, counselling and the schools worker to explore common themes in calls relating to alcohol

misuse, such as guilt and fear and the support ChildLine can offer with their new online service.

- o *Scottish Network of Alcohol Practitioners for Young People (SNAPY) and Alcohol Focus Scotland, Glasgow.*
- o *The Scottish Government Alcohol Officials:* to explore HEAT targets for Brief Interventions.

Key Documents

- Dr E.Gillan and A.Wales, *Untold Damages: Children's accounts of living with harmful parental drinking*, SHAAP and ChildLine in Scotland.
- NICE guidance: *Alcohol-use disorders: preventing the development of hazardous and harmful drinking* (Draft).
- SIGN 74 Guidelines: *The management of harmful drinking and alcohol dependence in primary care. A national clinical guideline.*
- Centre for Confidence and well being- *Positive Psychology Resources: Resilience.*
- "A Guide To Getting It Right For Every Child", The Scottish Government, 2008.
- The Scottish Government, *ECare programme, ECare Framework.*

8. Dr E.Gillan and A.Wales, "Untold damage: children's accounts of living with harmful parental drinking", Produced by ChildLine in Scotland and SHAAP, p.9

9. Alcohol and Drugs Partnerships have been set up in all Scottish local authorities to develop and implement a local alcohol and drugs strategy to reduce the numbers of people with substance misuse problems. The strategies will ensure all relevant partners play their part, better identify local needs and ensure investment is focused on achieving agreed outcomes.

10. The Scottish Government, 2010. (Scotland Performs: NHS Scotland, H4: alcohol brief interventions) [Online] Available at: <http://www.scotland.gov.uk/About/scotPerforms/partnerstories/NHSScotlandperformance/alcoholbriefinterventions> [Accessed 20th January 2010]

11. "A Guide to getting it right for every child", The Scottish Government, 2008

12. "Untold Damage", pp. 43-44

The Recommendations: Personal Safety

Links between alcohol misuse and personal safety issues are all too readily publicised and understood. Youth Commissioners felt strongly about making recommendations to minimise harm related to all individuals, and to young people in particular, which they hope will contribute to changing Scotland's culture which is often too accepting of young people being in unsafe situations through alcohol use. The specific focus for Youth Commissioners' interest was on increasing personal safety in situations where young people drink.

Youth Commissioners wanted to understand –

- What are the alcohol-related personal safety issues for young people?
- Who can respond to these issues?
- What measures would improve safety for young people?

Recommendations

24 Improve and extend education and awareness raising about personal safety.

All those who gave evidence on personal safety issues report that personal safety needs to be more embedded within education and social marketing campaigns about alcohol which are recommended elsewhere in this document.

It is essential that young people become co-producers of these messages. Young people will produce more credible messages about how young people put themselves in risky situations and will identify more meaningful ideas and strategies for avoiding these situations.

25 Develop consistent responses and messages from key players.

Changing Scotland's alcohol culture means changing public expectations of how people behave whilst

inside, and when they come out of, bars and clubs. Responses to 'drunken behaviour' from a wide range of key agencies such as police and other emergency services, but also other key players such as taxi drivers, bar staff and bouncers, can help define and change the expectations we all have of people's behaviour. For example, if people are too drunk to be in the pub, they should be too drunk to stay on the street. Youth Commissioners spent a Friday night on the streets of Glasgow with Strathclyde Police. They witnessed police challenging security staff for refusing entry to a drunk and incapable young woman who needed to locate her friends to get home safely.

When young people are in potentially dangerous alcohol-related situations, responses from Police, Ambulance Services, A&E etc often varies enormously, a fact reflected in recent research published by the Scottish Government about A&E.¹³ Key services should be giving young people and parents/carers a consistent message. Police representatives reported to Youth Commissioners that, in their view, ensuring their approach becomes consistent with ambulance crews, A&E and others would be relatively easy to implement.

Training for key safety agencies on how to respond to young people in alcohol-related, risky situations should be reviewed. Simple, consistent key messages and guidelines on how to respond effectively to young people should be devised and could be connected to opportunities for brief interventions. Involving young people as co-producers will help maximise the credibility of messages and interventions.

26 Encourage young people to see security staff as helpful.

Door stewards/security staff can play a significant role in ensuring better personal safety for young people. Alongside encouraging young people to see security staff as helpful, there is a need to review how door stewards/security staff are trained in order to ensure consistent quality standards across all of

Scotland's communities. Scotland should be learning from international best practice in this area. Successful community action projects which engaged members of the hospitality industry in reducing violent crimes in licensed premises were described to Youth Commissioners in Sweden.¹⁴

Influencing how bar staff and door stewards/security staff respond to young people means influencing what Licensing Boards do. Youth Commissioners are interested in more examination of how Licensing Boards work and how they listen to the voices of young people to influence decisions (discussed more fully in the Accessibility and Availability section).

27 Promote and distribute Spikey tops.

Alcohol consumption can make people vulnerable to a range of harm, including sexually related harm. Discussion about alcohol and sex extended to considering the role of drug facilitated sexual assault. Within these discussions it was even suggested to youth commissioners that the most significant rape 'drug' is alcohol.

"Spikey" tops, a Safeflo device which fits onto the top of a bottle and is virtually impossible to remove, could help prevent drinks being spiked. They were used in a pilot by Strathclyde Police in 2006. Youth Commissioners recommend that they are more widely promoted and distributed in venues which attract younger people.

How has the Youth Commission investigated this?

Evidence Sources

- *Head of Strathclyde Police Violence Reduction Unit.*
- *Alcohol Support Ltd in Aberdeen:* reported that they regularly have staff at A&E on Friday night to respond to people presenting there where alcohol is part of the issue.
- *Strathclyde Police:* Four Youth Commissioners spent a Friday night on patrol in Glasgow to witness alcohol-related disturbance and the police response.
- *Lothian and Borders Police:* Youth Commissioners participated in a Think Tank on young people and alcohol.
- *Central Scotland Police:* showed Youth Commissioners a video compilation of CCTV footage from Falkirk and Stirling at weekend evenings.
- *Rape Crisis:* Youth Commissioners interviewed a manager in Stirling to understand more about sexual risks, particularly for young women.
- *National Licensing Forum:* Youth Commissioners participated in and presented at this conference.
- An article written by a student journalist who is also a young bar worker was commissioned by the Youth Commission and published in 'the Herald'. This article examined personal safety issues from a bar worker's perspective. The full article is included in the Youth Commission on Alcohol: Evidence report.

Key Documents:

- o *Passive Drinking: The Collateral Damage from Alcohol Annual report for 2008* from the Chief Medical Officer.
- o *Untold Damages: Children's accounts of living with harmful parental drinking* by ChildLine and SHAAP.
- o *Setting up a peer support scheme- Ideas for teachers and other professionals setting up and supporting a peer support scheme* by ChildLine.
- o *SIGN 74 Guidelines: The management of harmful drinking and alcohol dependence in primary care.* Scottish Intercollegiate Guidelines Network.
- o *Positive Psychology Resources, Resilience, Overview Centre for Confidence and Well being website.*
- o *eCare Programme-* the Scottish Government.
- o *Closing the gaps: A whole family approach to young people and substance misuse,* by Young Addaction, March 2009.

13. Griesbach et al, "Managing the Needs of Drunk and Incapable People in Scotland: A Literature Review and Needs Assessment" the Scottish Government, 2009

14. Alcohol Prevention targeting Licensed Premises: A Study of Effects on Violence by Wallin, Norstrom and Adreasson, Department of Public Health, Karolinska Institutet, Stockholm



The Recommendations: Regulating alcohol industry marketing and promotion

In the early stages of the Youth Commission process, Youth Commissioners had the opportunity to engage directly with representatives from Scotland's alcohol industry at the Holyrood Debate on Alcohol (a major conference in June 2009 which brought together a wide range of experts and evidence-givers to improve understanding of the implications of the Scottish Government's Framework for Action).

The significance of the alcohol industry and their contribution to national debate soon became apparent to all Youth Commissioners. A round table discussion at the Youth Commission's second residential event highlighted a range of perspectives on the role played by the alcohol industry:

- public health perspectives on how the industry's promotion and advertising impacts on consumption patterns and, in turn, on Scotland's health;
- economic significance to Scotland of producing and selling alcohol;
- marketing strategies and the lessons for social marketing;
- the contribution of the industry itself to shaping Scotland's image and culture.

How alcohol is promoted generally, and to young people in particular, became a specific area of interest to the Youth Commission. The potential for conflict of interest between trying to sell as much product as possible and trying to promote a more sensible alcohol-related culture was one of the initial key questions that Youth Commissioners wanted to explore.

Youth Commissioners considered the whole range of marketing activity including advertising, merchandise production, and the sponsoring of sporting and culture events.

Youth Commissioners recognise advertising and media is largely a reserved power for the UK Government and seek support to ensure that the recommendations in this section are communicated to UK Government.

Youth Commissioners wanted to understand –

- Does alcohol promotion and advertising make a difference to young people?
- How can changes to the design and implementation of alcohol promotion and advertising improve young people's relationship to alcohol?
- Whose responsibility is it to change advertising and promotion?
- What might promotions and advertising look like in the future and how can that be influenced to improve Scotland's relationship with alcohol?

The legislation around alcohol advertising is complex and much of the responsibility for this is reserved to the UK Government. Youth Commissioners recommend that Scotland lobbies the UK Government to aspire towards a complete ban on all marketing of alcohol in widely used media and public areas, particularly those media and public areas which are likely to be attractive to young people.

The Youth Commission acknowledges that this is likely to be controversial. Even if agreed that this is desirable, the legislation and policy work required to implement this is hugely ambitious. That is why this is recommended as a long-term aspiration for Scotland and the UK.

The following intermediary steps are suggested to help work towards a complete ban:

In the short-term:

Ensure that an independent body with reduced alcohol industry influence is able to regulate alcohol promotion across the UK. A specific dimension of this body's remit should be to address the amount of alcohol advertising and young people's exposure to it; and to carefully regulate the context within which it appears.

In the medium term (three-five years):

Scotland should lobby UK Government to ensure much stricter regulation of alcohol promotion at events/venues which attract younger adults such as cinemas; under-18 events in clubs; and at other events which attract young people.

Recommendations

28 Reduce the amount of advertising young people in Scotland are exposed to.

Discussion about advertising of alcohol has enjoyed a high public profile during the life of the Youth Commission on Alcohol. Key research published recently by the British Medical Association (*Under the influence - the damaging effect of alcohol marketing on young people*) led to subsequent calls in the British Medical Journal to ban alcohol advertising.

Many stakeholders have told Youth Commissioners of the need to broaden the debate from considering how to regulate only the content of advertising to being able to better regulate the quantity of promotion that young people are exposed to. Youth Commissioners have considered what could be done to better regulate the quantity of alcohol promotion and young people's exposure to it.

Youth Commissioners have considered the Portman Group Code of Practice on naming, packaging and promotion of alcoholic products, promoted as an example of good practice by the alcohol industry. They also became aware of the CAP (Committee of Advertising Practice) and BCAP (Broadcast Committee of Advertising Practice) standards codes.

29 Regulation of alcohol promotion in Scotland should be independent of the alcohol industry.

Youth Commissioners appreciate the history of shared responsibility between Government and the alcohol industry. In recognition of a shared aim to promote responsible drinking, retailing, advertising and promotion and to reduce alcohol related harm in Scotland, the Scottish Government and the alcohol drinks industry formally came together in February 2007 as the Scottish Executive & Alcohol Industry Partnership (now the Scottish Government and Alcohol Industry Partnership).

The House of Commons Health Committee published Volume One of its *Alcohol: First Report of Session 2009-10* in December 2009 which stated that “the current system of controls on alcohol advertising and promotion is failing the young people it is intended to protect”. It goes on to say that “the regulation of alcohol should be completely independent of the alcohol and advertising industries”. Furthermore it adds that “young people should be formally involved in the process of regulation”.

Youth Commissioners fully support that regulation of alcohol should be completely independent of the alcohol and advertising industries.

There should be extensive exploration of how more formal involvement of young people can be used to influence decision-making relating to regulation of alcohol promotion in meaningful ways.

30 Devise stricter regulation of digital promotion and advertising.

Digital promotion and advertising of alcohol has been explored in some depth. Youth Commissioners have considered The Portman Group guidelines for regulating the promotion of alcohol using digital media, published very recently. They have also heard from marketing professionals and considered recent research about the growing importance of digital marketing of alcohol. Digital promotion and advertising generally is an area being examined increasingly by business and by academic research.

There is a need for stricter regulation of digital promotion and advertising of alcohol. Work should be done to explore the feasibility of extending advertising guidelines to portrayals of alcohol within music videos which often appear online and other digital material that targets young people audiences.

As a key communication tool for young people, social networking sites are increasingly a key influence on Scotland’s culture – particularly for young people. One particular area of interest for Youth Commissioners was the extent of alcohol related promotion on social networking sites - much of it generated by users. Alcohol marketing and promotion is appearing more and more on social

networking sites, reflecting shifts in trends in advertising more generally. The Youth Commissioners became particularly interested in examining how social networking sites are being regulated. The House of Commons Health Committee report considers “the particular regulatory challenges” presented by new media and states that “expert guidance should be sought on how to improve the protection offered to young people in this area.”

Youth Commissioners contributed to a particular research study being conducted by the Institute for Social Marketing at University of Stirling. Five Youth Commissioners spent time looking at the key social networking sites most commonly used by young people in Scotland (Bebo and Facebook) with the specific purpose of identifying user generated material related to specific alcoholic products. User groups and user generated material exists related to many particular alcoholic products (including Smirnoff Vodka, WKD etc). The overall finding was the surprising amount of material found. One evening of looking revealed over 600 dedicated user groups for one particular product (WKD), one with over 70,000 members. Whilst no in-depth analysis of the age profile of these groups was made at this stage there is no reason to presume that this would not reflect Bebo’s overall user profile which includes many aged under 18.

Stricter regulation of digital promotion and advertising of alcohol should include a specific focus on the role played by social networking sites. Youth Commissioners have also highlighted the potential for social networking sites to be partners in social marketing campaigns and in helping young people identify sources of emotional support (described in the Social Marketing and Emotional Support sections).

How has the Youth Commission investigated this?

Evidence sources:

- **DIAGEO** : Head of Corporate Social Responsibility was interviewed by Youth

Commissioners to examine the promotion and advertising of DIAGEO products and the UK alcohol industry in general.

- **Scottish Health Action on Alcohol Problems**: Project Director discussed public health issues and alcohol trends and engaged Youth Commissioners in a brief investigation exercise to contribute to research on digital marketing of alcohol being managed with Institute for Social Marketing at University of Stirling.
- **Marketing Society for Scotland**: organised a seminar dedicated solely to informing the work of the Youth Commission.
- **The Scottish Government/Alcohol Industry Partnership**: Youth Commissioners attended a meeting of this group.
- **Scottish Ministerial Advisory Committee on Alcohol Problems**: Youth Commissioners presented their work to this group.
- **Queen Margaret University Alcohol Research and Evidence Group**: co-hosted a seminar dedicated to the work of the Youth Commission on Alcohol.
- **Bebo.com** (one of the most popular social networking sites for young people): Youth Commissioners visited their headquarters in London to participate in a group discussion with the Chief Security Officer.
- **Facebook**: Head of Marketing was interviewed by a Youth Commissioner.
- A group discussion with Head of Marketing at the Portman Group (established in 1989 by leading UK drinks producers to encourage and champion the alcohol industry’s commitment to social responsibility) headquarters in London.
- **Scotch Whisky Association**: Youth Commission met with Chief Executive and Alcohol Policy Manager for to discuss draft recommendations.
- **European Forum for Responsible Drinking and the CEPS (European Spirits Organisation)**: met with Youth Commissioners in Brussels.

- Commissioners visited key agencies in Sweden and Estonia such as STAN (Stockholm Prevents Alcohol and Drug Problems) and CAN (Swedish Council for Information on Alcohol and Other Drugs).

Key documents:

- o *Under the Influence-The damaging effect of alcohol advertising on young people*, British Medical Association, September 2009.
- o *Alcohol portrayal on television affects actual drinking behaviour*. Alcohol and Alcoholism, p.1-6. Dutch study into how watching alcohol use on television can affect your drinking behaviour. Addiction, 104, pp.1157-1165 Engels, R et al (2009).
- o *Alcohol, young people and the media: a study of radio output in six radio stations in England*. Journal of Public Health Vol. 31, No. 1, pp. 105–112 N. Daykin, R. Irwin, R. Kimberlee, J. Orme, M. Plant, L. McCarron, M. Rahbari (2009).
- o *Exposure of children and adolescents to alcohol advertising on Australian metropolitan free-to-air television* L Fielder, R J. Donovan, R. Ouschan.
- o *Impact of Alcohol Advertising and Media Exposure on Adolescent Alcohol Use: A Systematic Review of Longitudinal Studies*. Alcohol and Alcoholism, Vol. 44, No.3, pp. 299-243, 2009. P. Anderson et al.
- o *Youth exposure to alcohol use and brand appearances in popular contemporary movies*, Addiction, 103, pp. 1925-1932. S Dal Cin et al.
- o *Responsible Marketing of Alcoholic Drinks in Digital Media (Guidelines)*- Portman Group.
- o *Boozy Britain* - Clare Gerada - UK alcohol policy.
- o *Alcohol: First Report of Session 2009-10*, Volume 1 House of Commons Health Committee, December 2009.
- o *Marketing to Kids Where They Live*, Rachael King, Business Week, CEO Guide to Technology, September 2006.

The Recommendations: Social Marketing

Social Marketing involves the application of marketing techniques to a perceived social problem, with the key objective of achieving positive behavioural change. The Youth Commissioners were interested in the power of Social Marketing to encourage the people of Scotland to develop a healthier relationship with alcohol.

To this end, they explored the design and impact of recent alcohol related social marketing initiatives on the health of the Scottish public.

Youth Commissioners wanted to understand –

- How is social marketing designed and implemented?
- What works in social marketing?
- Who designs social marketing campaigns and how can young people influence it?
- How can social marketing make a difference to Scotland's alcohol-related culture in future?

Recommendations

31 Restrict alcohol industry involvement in the design of social marketing campaigns.

The alcohol industry currently plays a significant role in promoting public health messages which aim to tackle alcohol misuse and, in particular, over-consumption. Many companies have Corporate Social Responsibility strategies (and departments) which utilise social marketing techniques and invest in alcohol education. However, the industry has been accused of having a conflict of interest as it also spends a lot of money on promoting the sales of alcohol. Youth Commissioners heard arguments from many in the 'health lobby' to suggest that the industry should have no involvement in social marketing activity.

Youth Commissioners recommend that the social marketing role of the alcohol industry is more strictly defined and limited. Social marketing strategies should be led by public sector bodies.

Youth Commissioners recommend that the alcohol industry should, however be called to on to provide resources for social marketing strategies. Formal mechanisms should be explored for helping to ensure this.

32 Include young people as co-producers and key partners in social marketing campaign development.

Government and other agencies responsible for social marketing campaigns already engage with young people and are informed by their views, often through consultation.

The Youth Commission believe that future social marketing campaigns should involve young people in more concrete 'co-designer' roles and find ways to demonstrate young people as key partners in campaign development.

33 Maximise the potential of innovative approaches to Social Marketing.

The Youth Commission also believe there is potential to adopt and subvert some of the marketing industry's own techniques in support of public health message:

- Brand Ambassadors are used by alcohol companies to present a contemporary and appealing brand image to consumers in pub and club environments. They could be deployed to promote positive messages about changing Scotland's relationship to alcohol.
- Apps (an abbreviation of the word applications – commonly used for software or programmes designed to run on mobile phones) could be deployed to transmit promotional messages

about safer drinking to mobiles and other wireless devices on entering particular venues.

Consideration should be given to evaluating and assessing the value of using these techniques as part of social marketing campaigns.

34 Involve social networking sites as key partners in the development of future social marketing campaigns.

Social networking sites are potentially key mediums for communicating and distributing social marketing messages. Companies behind social networking sites should be encouraged to become key partners in the development of future social marketing campaigns.

Search engine optimisation and other technological tools should be applied to minimise young people's exposure to promotion of alcohol products and divert them instead to more positive messages.

Youth Commissioners came to the view that such campaigns could go some way to countering the prevalence of user-generated alcohol-related content in spaces used by young people for social communication. Changing culture can be influenced by the kinds of messages which appear frequently to young people.

35 Commission a feasibility study into the development of some 'big ideas' which could promote more national conversation on Scotland's relationship with alcohol.

Effective marketing has the power to provoke people and get them talking about interesting issues. The Youth Commissioners want people in Scotland to think and talk about our relationship with alcohol. Testing the feasibility of some big and bold ideas could help identify some great ideas for changing Scotland's culture. Engaging people in the process of testing the feasibility promotes more national conversation in itself.

The Youth Commission recommends that the feasibility of bringing to life one or more of the ideas below (or indeed other 'big' ideas) is put to the test:

- Promote an alcohol-free day at T in the Park.
- Promote a dry month (January) where alternative activities (sports and leisure) are free or nearly free for the whole of Scotland, for young and old.
- A 'Dream Hack' - an idea already tried by the Swedish Youth Temperance Movement. It is described as the world's largest LAN party and computer festival which, last winter, attracted over 12,000 young people who congregated in an aircraft hangar to play computer games in an alcohol free environment. This was described to Youth Commissioners as a high-profile demonstration of large numbers of young people coming together for a fun activity with no alcohol. See www.dreamhack.se

How has the Youth Commission investigated this?

Evidence sources:

- **DIAGEO:** Head of Corporate Social Responsibility was interviewed by Youth Commissioners to examine the promotion and advertising of DIAGEO products and the UK alcohol industry in general.
- **Scottish Health Action on Alcohol Problems:** Project Director discussed public health issues and alcohol trends and engaged Youth Commissioners in a brief investigation exercise to contribute to research on digital marketing of alcohol being managed with Institute for Social Marketing at University of Stirling.
- **Marketing Society for Scotland:** organised a seminar dedicated solely to informing the work of the Youth Commission.

- **The Scottish Government/Alcohol Industry Partnership:** Youth Commissioners attended a meeting of this group.
- **Scottish Ministerial Advisory Committee on Alcohol Problems:** Youth Commissioners presented their work to this group.
- **Queen Margaret University Alcohol Research and Evidence Group:** co-hosted a seminar dedicated to the work of the Youth Commission on Alcohol.
- **Bebo.com** (one of the most popular social networking sites for young people): Youth Commissioners visited their headquarters in London to participate in a group discussion with the Head of Safety.
- **Facebook:** Head of Marketing was interviewed by a Youth Commissioner.
- A group discussion with Head of Marketing at the Portman Group (established in 1989 by leading UK drinks producers to encourage and champion the alcohol industry's commitment to social responsibility) headquarters in London.
- **Scotch Whisky Association:** Youth Commission met with Chief Executive and Alcohol Policy Manager for to discuss draft recommendations.
- **European Forum for Responsible Drinking and the CEPS (European Spirits Organisation):** met with Youth Commissioners in Brussels.
- Commissioners visited key agencies in Sweden and Estonia such as STAN (Stockholm Prevents Alcohol and Drug Problems) and CAN (Swedish Council for Information on Alcohol and Other Drugs).

Key documents:

- o *Under the Influence-The damaging effect of alcohol advertising on young people*, British Medical Association, September 2009.
- o *Alcohol portrayal on television affects actual drinking behaviour*. Alcohol and Alcoholism, p.1-6. Dutch study into how watching alcohol use on television can affect your drinking behaviour. Addiction, 104, pp.1157-1165 Engels, R et al (2009).

- o *Alcohol, young people and the media: a study of radio output in six radio stations in England*. Journal of Public Health Vol. 31, No. 1, pp. 105-112 N. Daykin, R. Irwin, R. Kimberlee, J. Orme, M. Plant, L. McCarron, M. Rahbari (2009).
- o *Exposure of children and adolescents to alcohol advertising on Australian metropolitan free-to-air television* L Fielder, R J. Donovan, R. Ouschan.
- o *Impact of Alcohol Advertising and Media Exposure on Adolescent Alcohol Use: A Systematic Review of Longitudinal Studies*. Alcohol and Alcoholism, Vol. 44, No.3, pp. 299-243, 2009. P. Anderson et al.
- o *Youth exposure to alcohol use and brand appearances in popular contemporary movies*, Addiction, 103, pp. 1925-1932. S Dal Cin et al.
- o *Responsible Marketing of Alcoholic Drinks in Digital Media* (Guidelines)- Portman Group.
- o *Boozy Britain* - Clare Gerada - UK alcohol policy.
- o *Alcohol: First Report of Session 2009-10*, Volume 1 House of Commons Health Committee, December 2009.
- o *Marketing to Kids Where They Live*, Rachael King, Business Week, CEO Guide to Technology, September 2006.

The Recommendations: Young people accessing and influencing treatment services

At an early stage, the Youth Commissioners agreed that an investigation into changing Scotland's relationship to alcohol must not only focus on issues of prevention but also on treatment. It was recognised that if people are to change their attitude to and use of alcohol, seeking help for alcohol misuse problems must become more culturally acceptable.

If seeking help is to be more acceptable, then there must be relevant treatment services that are easily accessible and readily available. Youth Commissioners were interested in the nature, quality and availability of treatment services for young people with alcohol problems.

The key issue which emerged from this exploration was a more specific focus on young people being able to influence decisions about treatment services, decisions usually made by local Alcohol and Drug Partnerships.

Youth Commissioners wanted to understand –

- What is the availability of treatment services for young people who need them?
- How effective are these services?
- What role can young people influence the type of services available?

Recommendations

36 Generate effective intelligence about the needs of young people with alcohol problems

According to the *Scottish Alcohol Needs Assessment* published in August 2009, there is a lack of evidence around the needs of young people for alcohol treatment services and their provision.

Research and needs assessment work is required to understand the nature and scale of young people's treatment and support needs related to alcohol misuse.

37 Ensure that the needs of young people become central in the agendas of Alcohol and Drug Partnerships (ADPs).

On the basis of better intelligence, the treatment and support needs of young people need to become a bigger priority for ADPs.

Local Alcohol and Drug Partnerships (ADPs) are responsible for delivering services that meet local needs. The Youth Commission considers it essential that young people have a voice on ADPs. Two key questions were central to this part of the Youth Commission investigation

- How are young people currently involved in influencing the decisions about the availability of treatment for young people affected by their own and others' alcohol misuse?
- Where are there examples of best practice for treatment for young people affected by their own and others' alcohol misuse, and how is information about those services disseminated to young people?

The Youth Commission recommends that the Scottish Government require ADPs to involve young people as co-producers of alcohol policy and strategy.

38 Establish a 'Youth Champion' scheme as a permanent voice for young people in alcohol related policies

Understanding and addressing the needs of young people affected by alcohol misuse needs to become a more central priority for ADPs. The Youth Commission recommends a Youth Champion scheme to help ensure that young people's treatment needs are addressed.

Youth Champions should be appointed, who have a professional role in working with young people and who can champion the needs of young people in alcohol treatment services. The Youth Champion role will:

- Support ADPs and licensing boards to engage young people in ADP decisions about services

and opportunities which impact on young people

- Support young people to participate in ADPs and licensing board events.
- Help make ADP documents and materials available and accessible to young people
- Network with other Youth Champions and alcohol professionals to share and develop good practice on engaging young people to influence alcohol-related decisions at local and national levels.

How has the Youth Commission investigated this?

Evidence sources

- o *Scottish Alcohol Needs Assessment Conference*: Youth Commissioners interviewed Dr Peter Rice (Tayside NHS and Board member for SHAAP) and Colin Drummond (professor of Addiction Psychiatry).
- o *Scottish Association of Drug and Alcohol Action Teams (SADAAT)*: Youth Commissioners interviewed Theresa Martinus, National Substance Use Liaison Officer (Alcohol).
- o *Aberdeen Joint Alcohol and Drug Action Team (JADAT)*: presented to Youth Commissioners included: Alcohol-it's your choice, a film and fact pack developed by 16 to 24 year olds, JADAT, and NHS Grampian; Think B4U Drink, an educational game developed with young people to help them think about the consequences of their drinking behaviour.
- o *WASTED: An International Conference on Alcohol and Young People*.

Key Documents

- Drummond, C., Deluca, P., Oyefeso, A., Rome, A., Scrafton, S., Rice, p. (2009) *Scottish Alcohol Needs Assessment*. Institute of Psychiatry, King's College London: London).

Next Steps

In addition to this report of the Youth Commission on Alcohol Recommendations, two further reports will be produced:

- i. Youth Commission on Alcohol: the Evidence: which will describe the evidence considered by Youth Commissioners and present new evidence generated by key stakeholders. This report will also present findings from the Young Scot Says Who? national consultation with over 1200 young people.
- ii. Youth Commission on Alcohol: the Process: which will describe the process undertaken in this ground-breaking initiative. This report will also include a reflection of the impact of the process on the Youth Commissioners and an analysis of the support and resources which made it possible.

Young Scot will ensure that the delivery of Young Scot: Active is informed by a careful examination of the Youth Commission on Alcohol recommendations presented here. It is hoped that many others will consider the Youth Commissioners' recommendations and use them to influence their work programmes and to create new opportunities.



Acknowledgements

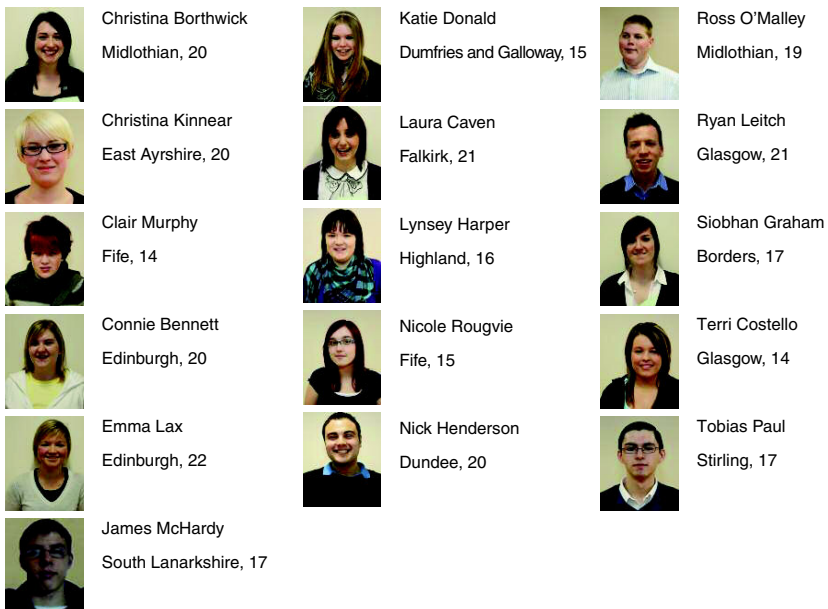
Youth Commissioners want to thank a great many individuals and organisations who contributed evidence, ideas and time to support their work. The following list identifies some of the key sources of evidence:

- Aberdeen Joint Alcohol and Drug Action Team (JADAT)
- Alcohol Focus Scotland
- Alcohol Support Ltd, Aberdeen:

 - ASDA
 - Barnardos Hopscotch Projects in Perth and Arbroath
 - Bebo.com
 - CAN (Swedish Council for Information on Alcohol and Other Drugs).
 - CEPS (European Spirits Organisation)
 - Central Scotland Police
 - ChildLine Scotland
 - David Martin MEP
 - DIAGEO
 - Professor Colin Drummond
 - East Ayrshire Children and Young Person's Forum
 - European Forum for Responsible Drinking
 - European Youth Forum
 - Facebook.com
 - Fast Forward
 - Fuse Youth Café
 - Health Spot
 - Institute for Social Marketing, University of Stirling
 - International Futures Forum
 - Learning and Teaching Scotland
 - Lesley Riddoch
 - Lothian and Borders Police

- Marketing Society for Scotland
- Mentor Foundation
- National Enforcement Group
- Partnership Drug Initiative
- Portman Group
- Prestwick Academy
- Queen Margaret University Alcohol Research and Evidence Group
- Rape Crisis, Stirling
- Dr Peter Rice, Tayside NHS and Board member for SHAAP
- Ruchill Youth Project
- STAN (Stockholm Prevents Alcohol and Drug Problems)
- Scotch Whisky Association
- Scotland's Learning Partnership
- Scottish Association of Drug and Alcohol Action Teams (SADAAT)
- Scottish Association of Local Sports Councils
- The Scottish Government
- The Scottish Government/Alcohol Industry Partnership
- Scottish Health Action on Alcohol Problems
- Scottish Ministerial Advisory Committee on Alcohol Problems
- Scottish Network of Alcohol Practitioners for Young People (SNAPY)
- Sheriff Brian Donald
- South Ayrshire Dialogue Youth
- sportscotland
- Strathclyde Police Violence Reduction Unit
- Visit Scotland
- YouthLink Scotland

The Youth Commissioners



Young Scot staff have supported the Youth Commissioners throughout the work programme. Additional support has been provided to the work programme by members of the Advisory Group. In addition, members of the Advisory group provided individual mentoring to some of the Youth Commissioners. Members of the Advisory Group are listed below:

- Izzy Bensaad, Volunteer, Scottish Peer Education Network
- Maureen Fraser, Parliamentary Advisor, Barnardos Scotland
- Gillian Govan, Head of Marketing, The Scottish Government
- Nuala Healy, Young People's Programme Manager, NHS Health Scotland
- Dharmendra Kanani, Chief Executive, Big Lottery in Scotland
- Gillian Lithgow, Practice Development Manager, YouthLink Scotland
- Siobhan Mackay, Alcohol Policy Division, The Scottish Government
- Assistant Chief Constable John Mauger, Central Scotland Police and ACPOS Youth Strategy Lead
- Ted Milburn, Young Scot Board, Emeritus Professor, Strathclyde University, President, YMCA Scotland
- Stephen Naysmith, Society Editor, Herald
- Martin Raymond, Director, Cloudline PR
- Ian Shearer, Interim Director, Scottish Retail Consortium

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City of Glasgow Licensing Board Policy Statement Health Impact Assessment (HIA)

Report of the Screening and Scoping Workshop held at the Mitchell Library on Monday 25th January 2010

1. Introductory Presentations

Programme attached as appendix 1 of this report

Dr Linda de Caestecker, Joint Director of Public Health for Glasgow City Council and NHS Greater Glasgow and Clyde welcomed everyone to the event and reminded everyone of the important role that licensing plays in tackling alcohol related harm in the city.

Cllr George Redmond, Executive Member for Health and Wellbeing for Glasgow City Council, gave an introductory speech outlining the levels of alcohol related harm experienced in Glasgow and the concerns expressed by Glasgow's people through the Ripple Effect research, Culture and Sport Glasgow's survey with young people and the findings and recommendations of the Health Commission. Councillor Redmond outlined the Council's commitments to tackling alcohol related harm and highlighted the potential for the HIA to support licensing policy in protecting and improving public health.

Pat Docherty from Glasgow City Council Legal Services provided an overview of the City of Glasgow Licensing Board Policy Statement and the licensing objective "protecting and improving public health". There were questions for Pat Docherty as follows:

Q - Is it possible to state a number above which there is deemed to be overprovision?

A – The Licensing Board must operate within the law. It might be open to appeal if it was seen to be restricting trade without having paid attention to the methods by which overprovision can be assessed. The overprovision assessment will only have the potential to restrict the number of new licenses and cannot be used to take away existing licenses. The Licensing Board will be developing its overprovision policy this year for inclusion in the new Licensing Board Policy Statement. It was only possible to begin this work after the transitional period as it is now possible to look at numbers of premises. It is worth noting that there is no regular review period for licenses granted under the 2005 Act.

Q – How quickly can a 2 week closure be put into effect? How subjective is the decision to initiate this? How significant an issue needs to be uncovered for this to take effect?

A – The review process can be initiated by the Police and is no longer as time consuming as it was with the 1976 Act. The recent closure order was a result of a police request for review and was put into effect almost immediately. It is possible that decisions by other Boards might be different. Glasgow is taking a proactive view

Jo Winterbottom from the Corporate Policy Health Team at Glasgow City Council gave a presentation on Health Impact Assessment and the Social Model of Health (*presentation is attached as appendix 2 to this report*)

2. Workshop Session 1a - Stakeholders and Communities

Participant lists for each group are attached as appendix 3 of this report

Groups of participants generated lists of stakeholders and communities affected by the Licensing Board Policy Statement. The combined results of this are as follows:

Communities

Asylum Seekers and Refugees
Black and Minority Ethnic communities
Children and young people affected by alcohol problems in the family
Clubbers
Community Councils
Community groups
Council tax payers
Drinkers – on- and off-sales, binge drinkers, social drinkers, those who consider themselves to have drink problem (or not)
Families with children
Geographical Communities experiencing above average alcohol related harm or deprivation – data will tell us which neighbourhoods are the worst affected
Lesbian/Gay/Bisexual/Transgender people: victims of crime/violence
Local residents
Low income/deprived areas
Night time economy users
Objectors – who feel not listened to
Offenders
Older people
People more likely to experience violence on the street (*there is current police research underway to look at statistics and trends in relation to this*)
People who experience domestic violence
Private landlords
Residents nearby licensed premises
Residents/Tenants Associations
Students - College and University
Tourists
Victims of Crime
Vulnerable groups
Whole population of Glasgow and visitors
Women - victims of crime/violence
Young men – perpetrators and victims of violence
Young people

Licensed Trade

Bar Staff
Door Stewards
Fast food trade
Hospitality industry workers
Industry marketers
Licensees; off-sales/on-sales, retailers, clubs, pubs, hotels & restaurants
Manufacturers / Wholesalers
Off sales staff
Alcohol producers (who control product, produce and/or own outlets)
Wider business sector

Agencies and Organisations

Ambulance Service
Chamber of Commerce
Community Justice Authority
Community Planning Partners
Glasgow Addictions Services
Glasgow City Council (Building Control, Environmental Health, Legal Services, Land and Environmental Services, Trading Standards, Licensing Standards Officers, Social Work – Criminal Justice & other, Street Cleaners, Homelessness Services)
Glasgow City Marketing Bureau
Glasgow Community and Safety Services
Health & Safety Executive
Housing Associations and other providers
Legal profession
Licensing Board Members
Local Authorities (Neighbouring)
NHS (Health Improvement, A&E, Hospitals, GPs)
Procurator Fiscal
Registered Social Landlords
Scottish Prison Service
Strathclyde Fire and Rescue
Strathclyde Police
Transport providers - bus/taxi/rail
Voluntary sector – service provision

3. Workshop Session 1b - Determinants of Health

Groups discussed which determinants of health are most affected by the Licensing Board Policy Statement. These were identified as follows with the overall priorities marked in bold:

(Group 1 did not discuss this question)

Determinants of Health	Group		
	2	3	4
Housing & sanitation: e.g. overcrowding, water/air quality, building safety			
Social inclusion and equality of opportunity			
Mental health/stress - contributed by MM and alcohol, self-perpetrating, generalised anxiety, drinking to excess, effect on people and youth.	<input checked="" type="checkbox"/>		
Home environment & living conditions: e.g. noise, smells etc.			
Crime and fear of crime : e.g. domestic violence, public order - Wrong place/wrong time incidents, arguments fuelled by alcohol, domestic violence – football fuelled drinking, resourcing is difficult. gang fighting, territorialism	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Safety: e.g. roads, lighting, risk of accidents			
Local economy : in city centre and local communities, for locals and visitors – Alcohol: generation of income, money/ vibrancy of branding. Economy city/cosmopolitan city – creates employment. Negative – Health. Litter. And £2.25 Billion cost to NHS £1.2 Billion Health	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Civic pride and image of city - – of city, shop fronts, over provision, community unhappy, with too many off-sales.	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Access to and use of health services			<input checked="" type="checkbox"/>
Employment/unemployment and Income - employment and alcohol consumption, lost days, poor performance, safety at work/ bar staff/tourist industry	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Education : across all ages		<input checked="" type="checkbox"/>	
Community participation and engagement			
Culture : customs, traditions and beliefs – of heavy drinking unacceptable, socially acceptable, low price of alcohol, acceptable to spend leisure time drinking, diversification of night time economy promotion of alcohol – related activity	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Nutrition: access to healthy food			
Personal behaviours : food, alcohol, tobacco & drug consumption, physical activity, sexual health		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Work environment:: working hours and conditions			
Relationships with friends and family: social networks			
<i>Others....</i> Accessibility/availability of alcohol and the impact on underage drinking (particularly easy access in Glasgow area re teenagers)		<input checked="" type="checkbox"/>	

4. Workshop Session 2 – Prioritising Policy Areas for Appraisal

The groups then considered different sections of the policy to examine:

- Nature of impacts on health
- Likelihood of impact (High, Medium or Low)
- Communities affected
- Impact on inequalities (Improve, No effect or Worsen)
- Scale of health impact (positive/negative, no impact, small impact or major impact)
- Specific comments and areas where more information is required

Group 1 considered the following parts of the Licensing Board Policy Statement

- Part Five – Procedures
- Part Seven – The Application Form, Operating Plan and Layout Plan
- Part Twelve – Enforcement and Monitoring

Group 2 considered the following parts of the Licensing Board Policy Statement

- Part Eight – Licensed Hours
- Part 9 – Overprovision

Group 3 considered the following parts of the Licensing Board Policy Statement

- Part Six – Conditions
- Appendix Two – Premises Licence Conditions

Group 4 considered the following part of the Licensing Board Policy Statement

- Part Ten – Licensing Board Policies

No group considered Part Eleven – Members Clubs. However, it became clear through discussion in group 1 that this part should be included in the HIA appraisal.

The scoring system was used to establish 15 priority areas to be considered at the Appraisal Stage. These are as follows:

- 1) Application and Objection Process
- 2) Enforcement and Review Process
- 3) Licensed Hours
- 4) Overprovision
- 5) Style Conditions – Preventing Crime and Disorder
- 6) Style Conditions – Securing Public Safety
- 7) Style Conditions – Preventing Public Nuisance
- 8) Style Conditions – Protecting Children from Harm
- 9) Policy - Off-Sales Premises: Conduct, Suitability, Convenience and Use
- 10) Policy – Toughened Glass and Plastic in Late Opening Premises
- 11) Policy – Provision of Adult Entertainment
- 12) Policy – Prevention of Racial, Political, Religious or Sectarian Conduct
- 13) Policy – Management of Outside Drinking Areas
- 14) Members Clubs

An additional area that does not appear in the Licensing Board Policy Statement was also identified as an area for inclusion in the appraisal:

- 15) Policy or Style Condition – Protecting and Improving Public Health

The full detail of the information gathered during screening and scoping is presented in the following tables. This includes the key questions for further evidence gathering in the appraisal stage

1. APPLICATION AND OBJECTION PROCESS

Includes: <ul style="list-style-type: none"> Making an Application Making an Objection or Representation Determination of Applications Application to Vary a Premises License Occasional Licenses Application for Extended Hours (see also Table 3 – “Licensed Hours”) The Operating Plan 		Not considered as having a significant health impact: <ul style="list-style-type: none"> Annual Premises License Fees Application for Provisional Premises License Application to Transfer an Premises License Personal Licences The Layout Plan 	
Likelihood of Impact	Medium to High (as licenses now have no time limit)	Inequalities Impact	Likely to worsen (increase) inequalities
Health Impact	Likely to have a small to medium negative impact on health	Stakeholders & communities affected	More deprived communities / tenants / those outside formal community engagement mechanisms / least literate are most affected
Main impacts/issues			
<ul style="list-style-type: none"> This does affect community health and wellbeing. There are restrictions on who is notified. The process could be more inclusive and easier to engage with. The food/hygiene elements are also relevant. Notices are posted on premises and Community Councils are notified as a matter of course. There is a difficulty with new premises in proving that they will/might cause a problem, however overprovision could be used as grounds in this case There are civil standards of proof based on probability Intelligence is gathered for a test purchasing review Residents Associations can make individual or group objections Literacy is an issue There are limits to who is notified Advice is available from the Licensing Standards Officers It is possible to view the operational plan onsite only The time limits are statutory and these are a problem for community Councils due to the meeting cycle The fear of organised crime/gangsters if off putting to some people Anonymous complaints can be made through the LSOs or the Police The names and addresses of objectors are read out All objections from the public are investigated by Licensing Standards Officers The application only goes to a full hearing if there are objections. This may put some people off. Can always report problems to community police as well as licensing police <p><u>Occasional Licenses</u></p> <ul style="list-style-type: none"> Needs to have been previous trouble before any action can be taken There is NO notification process There is less regulation Monitoring is an issue All that is required to run events is a personal license. No training is needed. Scottish Executive are aware of this problem <p><u>Operating Plan</u></p> <ul style="list-style-type: none"> Main problem with this is not being able to see the plan except over the counter. The document contains the detail and a brief summary is included in the notification. It is 			

not to be ignored.

- The document is easier to engage with than many other parts of the system.
- It does not include a statement on public health

Application to Vary Premises License

- Opportunity for changes to slip through unnoticed as minor changes are dealt with by clerk under delegated powers. Changes to conditions are dealt with at Board meetings

Key Questions to be answered/further information to gather

- What is needed to support effective community mobilisation?
- Are the current notifications sufficient? Not all residents have internet access e.g. only 15% of people in Drumchapel. Not all areas have Community Councils.
- Would it be useful for community members to have a toolkit with examples and guidance with best practice models?
- Do we have something to learn from the antisocial behaviour act and the use of professional witnesses?

Occasional Licenses

- What possibilities are there here for mitigating actions?

2. ENFORCEMENT AND REVIEW PROCESS

Includes: <ul style="list-style-type: none"> • Enforcement Action by the Licensing Board – General Principles • Licensing Standards Officers • Premises Licenses: Compliance • Review Hearing – Premises Licenses 		Not considered as having a significant health impact: <ul style="list-style-type: none"> • Personal License Holders • Monitoring and Compliance – Fire Safety 	
Likelihood of Impact	Medium	Inequalities Impact	Unlikely to have much effect on inequalities
Health Impact	Likely to have a small positive effect on health	Stakeholders & communities affected	All communities
Main impacts/issues			
<u>Enforcement Action by the Licensing Board – General Principles</u> <ul style="list-style-type: none"> • These are welcome and have a positive impact 			
<u>Licensing Standards Officers</u> <ul style="list-style-type: none"> • Have a guidance, mediation and compliance role and a positive impact by offering additional support to enforce Act. 			
<u>Premises Licenses: Compliance</u> <ul style="list-style-type: none"> • This is where the LSOs check to see if there has been a breach of condition or policy in relation to e.g vertical drinking or promotions etc. These are outlined in the legislation, the objectives and the policies and conditions (in other parts of the Policy Statement). A warning is then issued. 			
<u>Review Hearing – Premises Licenses</u> <ul style="list-style-type: none"> • Takes place if any conditions are breached 			
<p>NB – As there is no ongoing process of review so the system relies on intelligence from the public being supplied to the LSOs and Police in order to initiate proceedings where there are problems.</p>			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> • The less formal route is more accessible LSOs give guidance and monitoring. The initial stage is then to issue a warning. Then they issue a notice under the legislation. If they comply then no further action is taken, if not it goes to a review and a hearing. Are the public aware of the process? • The formal process of requesting a review is complex and similarly inaccessible to the process for objecting to an application. Would guidance notes for the public help? 			

3. LICENSED HOURS

Includes:

- Presumption against 24 hour licenses
- General Policy on Licensed Hours – On Sales
- Off Sales
- Factors to be taken into account
- Licensed Hours – Function Suites

Likelihood of Impact	High	Inequalities Impact	Potential to worsen (increase) inequalities
Health Impact	Likely to have a major positive or negative effect on health (depending on what hours are permitted)	Stakeholders & communities affected	<ul style="list-style-type: none"> Low income Deprived areas Differential effects Males effects Liver Binge drinkers Young people Gangs (violence) Supermarkets Government Corner shops

Main impacts/issues

- Extra hours have a health impact. The pubs festive extended hours policy has implications for crime/safety & nuisance

Presumption against 24 hour licenses

- Essential we don't have 24 hour drinking policy
- Good impact
- All supportive of this
- Alcohol and excessive consumption drives health impacts
- This is a protective policy area

General Policy on Licensed Hours – On Sales

- Not in favour of exceptions
- Heavy drinking establishments
- More likely to apply for exemptions
- Should curtail exemptions/discretion with this
- Licensed premises might be more controlled than on streets, at home etc
- Longer people drink, more crime
- Cultural aspect, changing this, reducing to midnight
- People such as shift workers might not support change in licensed hours
- If not staggering closing – impact on police, crowd management etc.

Off sales

- Impacts more on young people
- Longer hours to 10pm seems too long – increased accessibility
- Predominantly young people abusing alcohol on Fri and Sat
- Same shops have already stopped selling alcohol from 6pm
- Lobby Scottish Executive to remove alcohol from supermarkets
- Police examples of off-sales in Glasgow who have taken alcopops out of their shops

Factors to be taken into account

- Change to anti social behaviour within and out with standard hours

Licensed Hours – Function Suites

- Opinions that should not be extension but only in person

Key Questions to be answered/further information to gather

- More evidence needed on effects of extended hours
- Can shift workers access alcohol - potential inequalities impact?
- Is it possible to restrict what is sold after midnight. i.e cost of alcohol?
- Are there any economic impact studies?
- What evidence is there from other cities on restrictions around licenses?
- What intelligence/evidence has been gathered from local communities?
- How do local people express opinions/intimidating experience
- How is information provided to local people?
- Is a curfew in clubs effective?
- What is the effect on economy, would people come to Glasgow if pubs shut at 12?
- Is there any scope in closing off sales earlier perhaps on Fri & Sat?

4. OVERPROVISION			
Includes:		Not relevant:	
<ul style="list-style-type: none"> Determining Overprovision Defining "Localities" Objections on the basis of Overprovision (see also Table 1 – "Application and Objection Process") 		<ul style="list-style-type: none"> Overprovision assessments during the Transitional Period 	
Likelihood of Impact	High	Inequalities Impact	Not stated
Health Impact	Likely to have a major positive or negative effect on health	Stakeholders & communities affected	deprived areas low income trade
Main impacts/issues			
<p><u>Introduction to Overprovision</u></p> <ul style="list-style-type: none"> The document is not clear There is high impact on health but overprovision must be defined clearly Question over laundering/underground criminal activity in establishment <p><u>Determining Overprovision</u></p> <ul style="list-style-type: none"> If a shop is selling alcohol what does it matter what the principal activity is - each needs to be assessed depending on associated geographical areas etc. <p><u>Defining "Localities"</u></p> <ul style="list-style-type: none"> intermediate zones/statistical stability neighbourhood types need area large enough to get by enough sample 2500 – 6000 population Board need to look at provision <p><u>Objections on the basis of Overprovision</u></p> <ul style="list-style-type: none"> Info sharing with residents. More on promotion – see previous Should include off sales too Inequality issue of literacy ability to object 			
Key Questions to be answered/further information to gather			
<p>Need more information on:</p> <ul style="list-style-type: none"> Evidence/proxy indicators Measuring crime, alcohol fuelled violence Impact of alcohol on children and young people A+E attendances Driving offences Health stats: liver/crime Deprivation Proportion of population 18-25 What more needs to be done community profiles alcohol related crimes unlicensed premises – more closely related with crime – high risks hotel and restaurant are low risks engaging with communities potential to restrict off-sales/on-sales 			

5. STYLE CONDITIONS – PREVENTING CRIME AND DISORDER			
Likelihood of Impact	Not stated	Inequalities Impact	Not stated
Health Impact	Likely to have a small negative effect on health	Stakeholders & communities affected	- Tourists (negative impact on image)
Main impacts/issues		Key Questions to be answered/further information to gather	
<ul style="list-style-type: none"> • Notice re weapons could have negative impact within certain premises • Power to search (requirement to search) • If effective, could reduce public disorder 		<ul style="list-style-type: none"> • Don't know what impact this might have • Has this condition been applied • Has impact been evaluated? 	

6. STYLE CONDITIONS – SECURING PUBLIC SAFETY			
Likelihood of Impact	Medium to High	Inequalities Impact	Not stated
Health Impact	Not stated	Stakeholders & communities affected	Not stated
Main impacts			
<ul style="list-style-type: none"> • If effective, could reduce public disorder • Evidence suggests the impact of changing to plastic glasses is smaller than first thought (VRU) 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> • Need to confirm level / proportion of violent crime associated with glass bottles. • Could off licences premises sell only plastic containers? 			

7. STYLE CONDITIONS – PREVENTING PUBLIC NUISANCE			
Likelihood of Impact	Not stated	Inequalities Impact	Not stated
Health Impact	Not stated	Stakeholders & communities affected	Not stated
Main impacts/issues			
<ul style="list-style-type: none"> • Seating outside and moving indoors at 10pm 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> • Does seeing people drinking outside a pub encourage others to drink more? • What is the effect on children/family attitudes to drinking from seeing people drinking outside pubs? 			

8. STYLE CONDITIONS – PROTECTING CHILDREN FROM HARM

Likelihood of Impact	Not stated	Inequalities Impact	Not stated
Health Impact	Not stated	Stakeholders & communities affected	Not stated
Main impacts/issues			
<ul style="list-style-type: none"> • Children’s menu should be ‘healthy’ rather than / as well as smaller portion size (this should apply also to adults) • Health messages regarding the harmful effect of drinking alcohol should be obligatory on glasses / bottles and on premises 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> • What is the impact on children of being in licensed premises? • Should children be allowed? • What age used to define ‘child’ in these conditions? • - What is the effect of this? 			

9. POLICY – OFF-SALES PREMISES: CONDUCT, SUITABILITY, CONVENIENCE, & USE

Likelihood of Impact	High	Inequalities Impact	Likely to improve (decrease) or worsen (increase) inequalities - depends on how policy is implemented and whether strengthened
Health Impact	Likely to have a major positive or negative effect on health - depends on how policy is implemented and whether strengthened	Stakeholders & communities affected	Licensees & customers Nearby residents Nearby businesses Underage drinkers hanging around outside
Main impacts/issues			
None specifically highlighted			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> • How can wider public safety issues be incorporated into the policy? • What’s the responsibility of licensee for outdoor environments? • How can we bring this into line with other policies about outdoor environments? • What is current convenience / provision by geography correlated with alcohol misuse (related harm)? • What is the potential for the policy to be strengthened? 			

10. POLICY – TOUGHENED GLASS AND PLASTIC IN LATE OPENING PREMISES			
Likelihood of Impact	High likelihood on those premises affected Low likelihood on general population	Inequalities Impact	Unlikely to have much effect on inequalities
Health Impact	Likely to have a small positive effect on health (targeted policy, so positive. for those affected by it)	Stakeholders & communities affected	Customers, young men, operators, staff
Main impacts/issues			
<ul style="list-style-type: none"> Only a small number of facilities are affected by this policy 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> Is this the crux of the issue is it more a matter of whole premises environment? Is a negative impact that there is less floor management with plastic glasses (staff don't have to pick up as much)? Policy needs to address the whole internal environment. 			

11. POLICY – PROVISION OF ADULT ENTERTAINMENT			
Likelihood of Impact	High	Inequalities Impact	Likely to improve (decrease) inequalities
Health Impact	Likely to have a small positive effect on health	Stakeholders & communities affected	Performers, Customers, Residents
Main impacts/issues			
<ul style="list-style-type: none"> Policy linked strongly to crime and disorder 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> Could policy be broadened out to current context – not just about lap dancing clubs (e.g. in house sexy videos) Join adult entertainment and alcohol, do people drink more? 			

12. POLICY – PREVENTION OF RACIAL, POLITICAL, RELIGIOUS OR SECTARIAN CONDUCT			
Likelihood of Impact	High	Inequalities Impact	Likely to improve (decrease) inequalities
Health Impact	Likely to have a major positive effect on health	Stakeholders & communities affected	Customers Particular Groups Frequently discriminated against (e.g. English) staff
Main impacts/issues			
<ul style="list-style-type: none"> Evidence to suggest that English are still discriminated against around time of World Cup 			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none"> How does this contribute to overall culture? 			

13. POLICY – MANAGEMENT OF OUTSIDE DRINKING AREAS

THIS WAS NOT DISCUSSED IN THE WORKSHOP BUT SUBSEQUENT ANALYSIS HAS IDENTIFIED THIS POLICY AREA AS HAVING SUFFICIENT HEALTH IMPACT TO BE INCLUDED IN THE APPRAISAL

14. MEMBERS CLUBS

Likelihood of Impact	Medium	Inequalities Impact	not assessed
Health Impact	not assessed	Stakeholders & communities affected	not assessed
Main impacts/issues			
<ul style="list-style-type: none">Registered clubs were previously regulated by the Sheriff but are now regulated by the Board.There are allegations of lock-ins and binge drinking			
Key Questions to be answered/further information to gather			
<ul style="list-style-type: none">Do the same promotions legislation and other rules apply to members clubs?What are the main issues for communities regarding members clubs?			

15. POLICY OR CONDITION – PROTECTING & IMPROVING PUBLIC HEALTH

THIS INCLUDES INFORMATION GATHERED FROM ALL FOUR GROUPS ON THE POTENTIAL POLICIES OR CONDITIONS THAT MIGHT BE DEVELOPED WITH THE SOLE PURPOSE OF PROTECTING AND IMPROVING PUBLIC HEALTH

Likelihood of Impact	High for social drinkers but Medium/Low for binge drinkers	Inequalities Impact	Likely to worsen (increase) inequalities
Health Impact	Likely to have a small to major positive effect on health	Stakeholders & communities affected	Benefit to social drinkers but not to binge drinkers People who drink in licensed premises People drinking or buying drink on these premises Impact on those in pubs / clubs but not home drinkers

Main impacts/issues

- There are probably other conditions or policies that could be applied to have a positive effect on public health

Key Questions to be answered/further information to gather

- What is covered by the mandatory conditions of the Act and what can be imposed by the Board?
- Could size of measures could be regulated?
- Could there be stricter condition re soft/ alcoholic drink promotions?
- What polices are there regarding level of drunkenness / how to cope with drunk customers?
- Could there be something re giving due regard to the health of customers?
- How do we create a culture where unacceptable behaviour is not condoned?
- What training is undertaken by steward staff?
- What signage can be displayed re harmful impact of alcohol?
- Could water be provided automatically?
- Can we have a set of basic standards requirement for all premises?
- Could/should tea/coffee/soft drinks be served in all establishments?
- What are the safety implications for staff (hot machines) etc ?
- Could it be mandatory that alcohol free options should be available?
- Could it be a requirement that the menu of drinks to include no of units per drink
- Would this slow consumption?
- Could this have perverse negative impact (could choose all higher unit drinks)
- Is the training relevant to what is required of staff?
- What is the likely impact of these measures?
- How much do we know about drinking culture in homes vs licensed premises (except for young pre-loaders?)

5. Discussion

The following points were noted during general discussion across the four groups:

The Licensing Board Policy Statement

- The cocktail analogy at the beginning of the Licensing Board Policy Statement seems somewhat inappropriate and at odds with the licensing objective to protect and improve public health.
- The licensing policy statement contains reference to a range of different policies but doesn't appear to fit with Community Planning and the Single Outcome Agreement. It would help to have coordinated policy alignment as opposed to just a list. It might be helpful to reference the Local Government Act 2003 here.
- It would help if the introduction included some more context in relation to health issues or deprivation, in addition to the sentence about increased concern over binge drinking. The introduction could provide a more balanced discussion of the pros and cons of alcohol consumption.
- There is a gap in the policy regarding community engagement. It would help if there was a statement about role of Local Licensing Forum in community engagement. There is possibly limited public awareness of the Local Licensing Forum. This might be a useful time to review the function of the Local Licensing Forum, in line with its purpose as outlined in the Act.
- Although there is a helpful introduction outlining the commitment to the objective on protecting or improving public health, there are no conditions or policies specifically on this issue.

Points to Note

- A personal license last for 10 years. A premises license can be suspended for a period and revoked if appropriate.
- Risk assessments are very important. However, they must not exist just as documents. The measures must also be implemented (i.e. have trained stewards carrying out their role). The legislation doesn't demand risk assessments except for late opening premises.
- Access to Licensing Standards Officers is limited as there are only four for the city. Their details are available on the council's website. They attend Community Council Meetings and also Tenants and Residents Association Meetings. The shift patterns mean that access can be problematic.
- It is an intimidating experience representing an objection.
- There is potential to use the proposed over 21 off sales legislation as a punishment for those who fail first test purchase, even if the second is passed. The Board could introduce the over 21 rule as a disposal, also against agent purchase.
- Concerns were raised that focus can often be on the city centre evening economy and that the issues affecting local communities can be lost
- Staff need to cover 16 points of training by law

6. Closing Remarks and Next Steps

Linda de Caestecker closed the event by taking feedback on the priorities identified in each group. Volunteers were asked to come forward to join either the working group or steering group to take the project through the appraisal stage.

For further information contact:
Jo Winterbottom, Corporate Policy Officer, Glasgow City Council
Email: jo.winterbottom@glasgow.gov.uk
Phone: 0141 287 5914

Appendix 1 – Programme

12.30 – 1.00pm	<i>Lunch (30 minutes)</i>
1.00 – 1.05pm	Chair’s Welcome - Dr Linda de Caestecker , Joint Director of Public Health, Glasgow City Council and NHS Greater Glasgow and Clyde
1.05 – 1.15pm	Introduction – Cllr George Redmond , Executive Member for Health and Wellbeing, Glasgow City Council
1.15 – 1.30pm	The City of Glasgow Licensing Board Policy Statement and the licensing objective “protecting and improving public health” - Pat Docherty , Licensing Section, Glasgow City Council
1.30 – 1.45pm	Health Impact Assessment and the Social Model of Health – Jo Winterbottom , Corporate Policy – Health Team, Glasgow City Council
1.45 – 2.15pm	Workshop Session 1 (30 minutes) <i>Considering the presentations so far and parts 1, 2 and 3 of the Licensing Policy Statement...</i> Who are the stakeholders and communities affected? What are the main determinants of health affected by the licensing policy statement?
2.15 – 2.25pm	Feedback and Questions
2.25 - 2.45pm	<i>Comfort Break (20 minutes)</i>
2.45 – 4.15pm	Workshop Session 2 (1hr 30 minutes) In groups (see overleaf), a closer look at different sections of the policy to examine: <ul style="list-style-type: none"> • Communities affected • Likelihood and scale of impact (positive or negative) on health and on inequalities • Specific comments and areas where more information is required We will then use the scoring process to establish priorities.
4.15 – 4.25pm	Feedback on priorities identified by each group
4.25 – 4.30pm	Chair’s closing remarks
4.30pm	<i>Close</i>

Slide 1

Health Impact Assessment & the Social Model of Health

Jo Winterbottom

Corporate Policy Officer


Corporate Policy - Health Team
Glasgow City Council



Slide 2



Summary

- Background
- What is Health Impact Assessment?
- Potential Benefits
- Proposals



Slide 3


Background



Slide 4

Licensing Objectives


- (a) preventing crime and disorder,
- (b) securing public safety,
- (c) preventing public nuisance,
- (d) **protecting and improving public health**, and
- (e) protecting children from harm.



Slide 5

Background


- "Protecting and improving public health" presents a challenge
- City Of Glasgow Licensing Board Policy Statement due for revision November 2010 – will involve consultation period
- HIA has been identified as a potential way to contribute to consultation process



Slide 6

Breaking New Ground

- Not currently aware of anyone having already carried out HIA on Licensing Board Policy Statement in Scotland
- Has been Rapid HIA of Liquor Licensing Policy in Belfast and of the Review of the National Alcohol Harm Reduction Strategy in England
- Council Plan commits to carrying out HIA of major strategies – alcohol is a priority issue
- Expertise and support available from Corporate Policy & partner agencies



Slide 7

What is Health Impact Assessment (HIA)?



World Health Organization




Slide 8

Health Impact Assessment

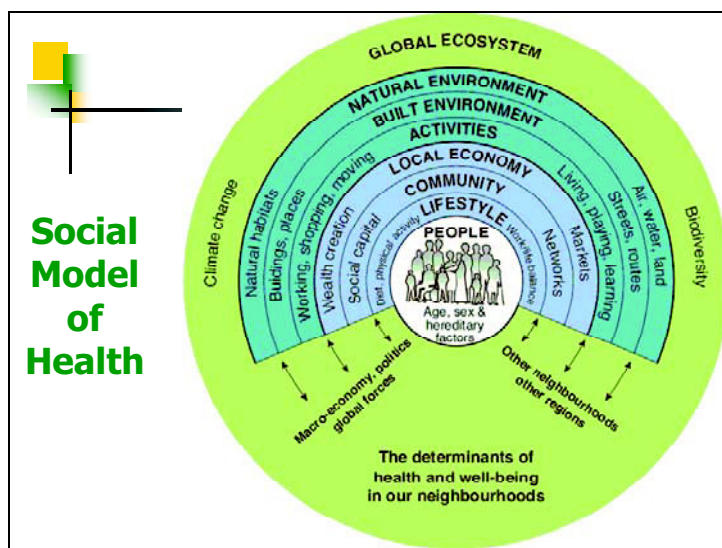
An impartial, systematic consideration of the likely health and wellbeing impacts of implementing a policy, plan, programme or project...

Why do an HIA?

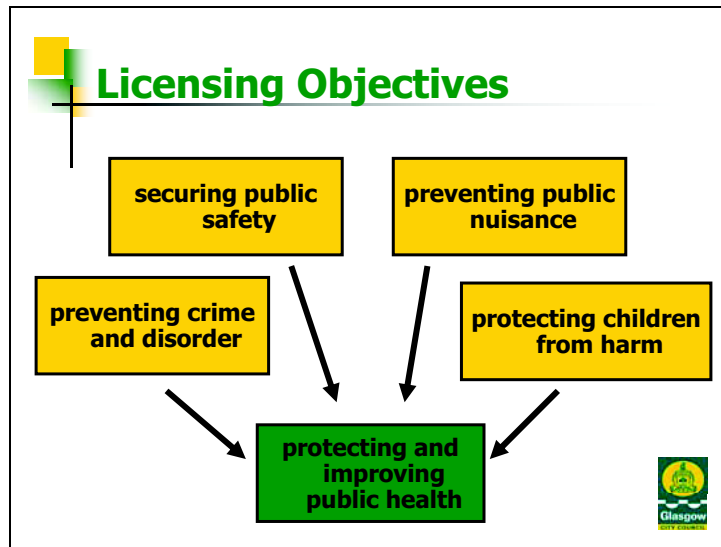
- To inform a decision
- To support the case for doing something (or preventing something)



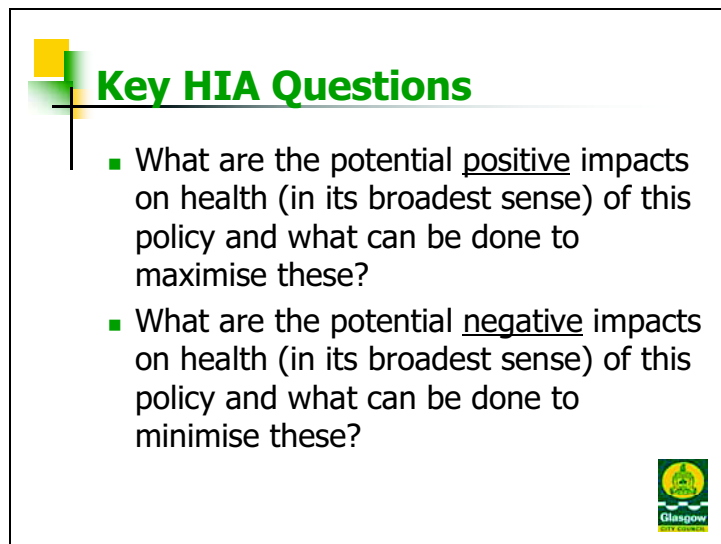
Slide 9



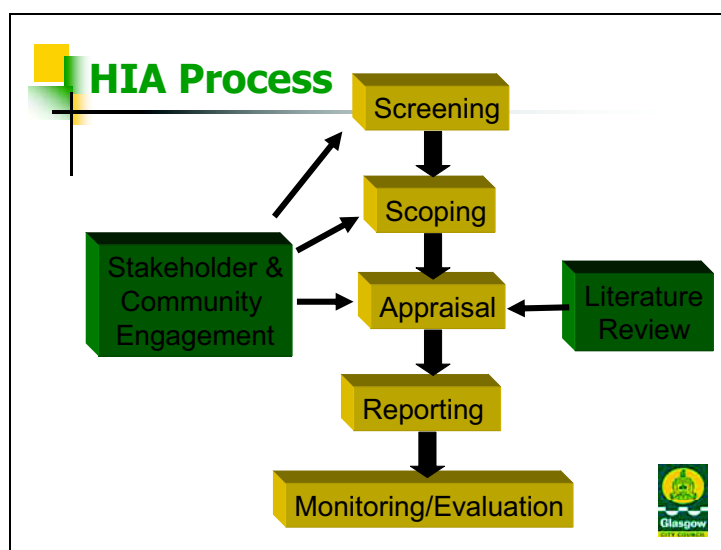
Slide 10



Slide 11



Slide 12



Community Engagement

"Developing and sustaining a working relationship between public bodies and community groups, to help them both to understand and act on the needs or issues that the community experiences"



National Standards

1. Involvement
2. Support
3. Planning
4. Methods
5. Working Together
6. Sharing Information
7. Working With Others
8. Improvement
9. Feedback
10. Monitoring & Evaluation




Potential Benefits



Alcohol is a Priority


- Alcohol identified as priority in 2007 & 2009 DPH Report
- Increasing problem requiring large scale measures
- Serious impact on individual health and on communities



Slide 16

Licensing Objectives


- (a) preventing crime and disorder,
- (b) securing public safety,
- (c) preventing public nuisance,
- (d) **protecting and improving public health**, and
- (e) protecting children from harm.



Slide 17

Local Licensing Forum


- keep under review the operation of the Act in the Forum's areas
- the exercise by the Licensing Board of its functions
- give advice and make recommendations to the Board in relation to those matters



Slide 18

Opportunities

- Fulfil statutory obligations
- Engage with communities and partners
- Be part of a systematic and internationally recognised approach to gathering information that can be presented to the Board as part of the consultation
- Demonstrate commitment to protecting and improving public health
- Show Glasgow as leader in the field




Slide 19

Proposals




Slide 20

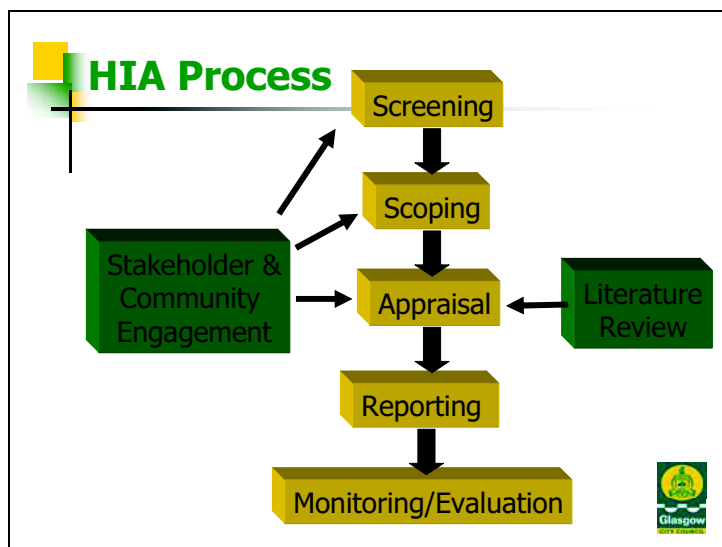
Scope: Glasgow Policy Statement



Complements national proposal for MESAS (Monitoring and Evaluating Scotland's Alcohol Strategy) research to evaluate the implementation of, and compliance with, the objectives of the Licensing (Scotland) Act 2005




Slide 21



Slide 22

Steering & Working Groups


- Forum representation
- Establish partners and resources
- Undertake review of literature
- Establish what information we already have from trade and communities and what further work needs to be done
- Stakeholder & community engagement



Slide 23

Reporting


- Aim for final report to be available end June 2010
- Preliminary findings & recommendations available to Board earlier if possible
- Needs to be timely to be considered as part of Board consultation process



Slide 24

Questions?

For more information email
jo.winterbottom@glasgow.gov.uk
or phone 0141 287 5914



Appendix 3 – List of Participants

Group 1

- Martin Higgins
- Jo Winterbottom
- Alastair Brown
- Alex Hewetson
- Carole Robertson
- Evelyn O'Donnell
- Julie Kane
- Stuart Neill

Group 3

- Margaret Douglas
- Rona Dougall
- Alastair Ireland
- Beth MacMaster
- Professor Geoffrey Palmer
- Dr Linda de Caestecker
- Ray De Souza
- Steven Dowling

Group 2

- Duncan Booker
- Susie Palmer
- Catherine Chiang
- Ian Quigley
- James Igoe
- Kevin Hutchison
- Laura Hainan
- Lawrence O'Neill

Group 4

- Catriona Renfrew
- Russell Jones
- Claire Bynner
- Gavin Smith
- Janice Thomson
- Jas Sangha
- Mary Ellmers
- Abby Richmond
- Stephen Birrell