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18+



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.

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.

8 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.

Background and Context

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

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.

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/smpp/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 *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.
- 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).

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?

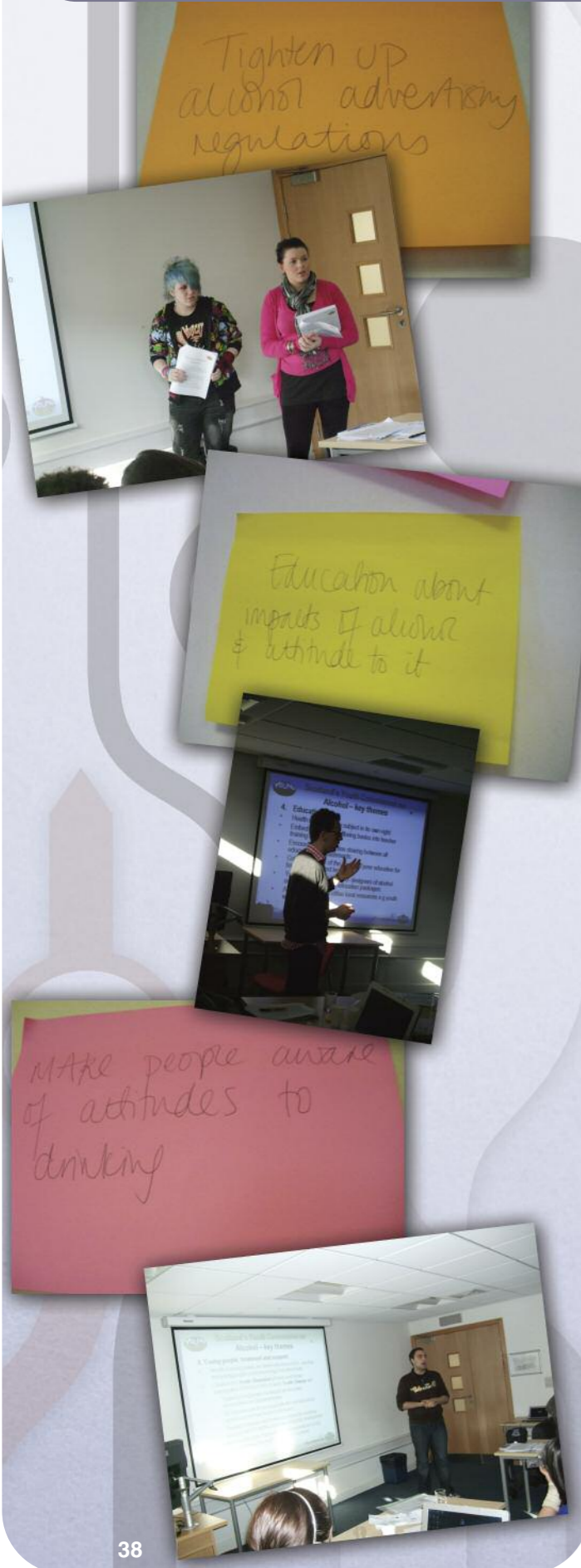
Evidence sources

- 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.

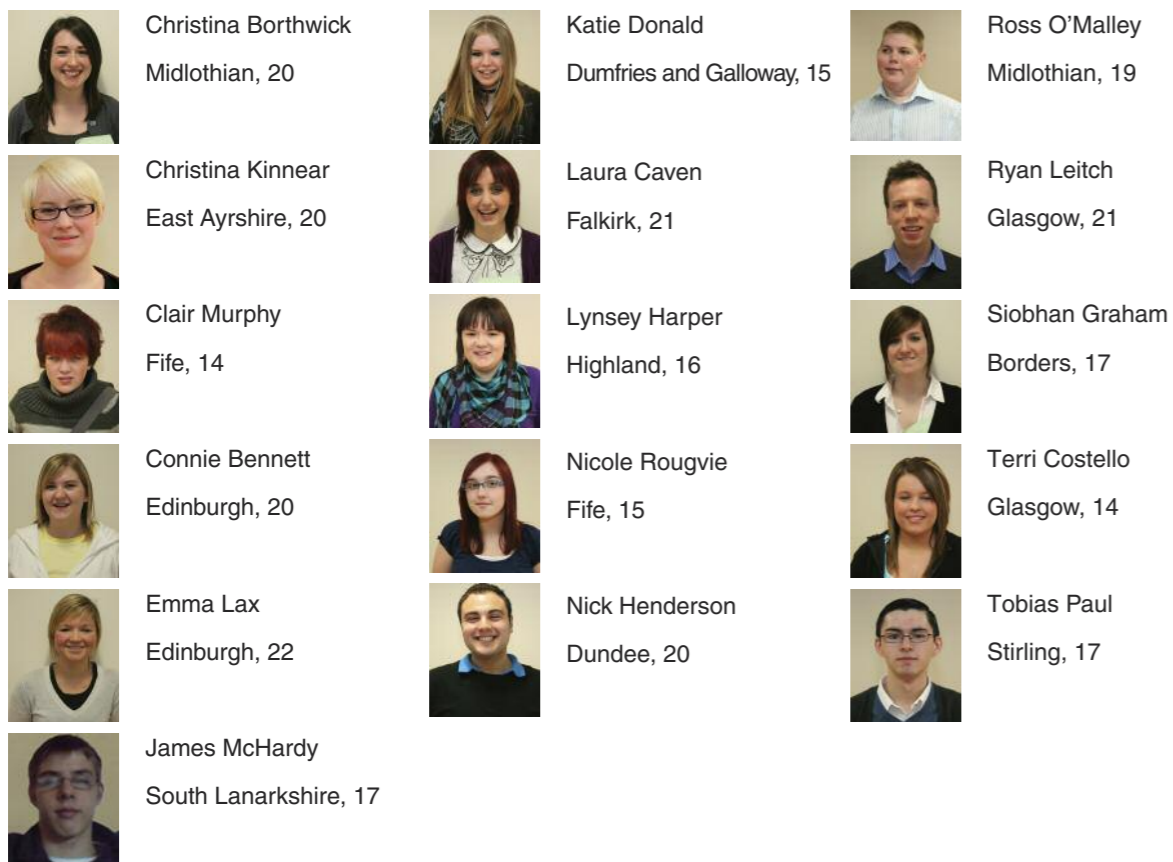
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Alcohol Focus Scotland
Alcohol Support Ltd, Aberdeen:
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Barnardos Hopscotch Projects in Perth and Arbroath
Bebo.com
CAN (Swedish Council for Information on Alcohol and Other Drugs).
CEPS (European 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:

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