STAD in Europe

A manual for communities preventing alcohol related harm

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Acknowledgements

Content

Glossary

Binge drinking
The WHO defines binge-drinking or heavy episodic drinking (HED) as drinking at least 60g of pure alcohol on one occasion, monthly or more often (Anderson et al, 2012). In different countries and surveys this is operationalised in different ways in number of units or glasses, Sometimes also a distinction is made between men and women.

Community
A community is a group of people living in the same area, or sharing same characteristics. Regarding STAD it refers to all people related to the logic model of a specific setting and having a role in the perpetuation or prevention of alcohol related problems in this setting.

Community mobilisation
The process of motivating and mobilising a community to coordinate extant resources to prevent certain problems (Caswell, 2000).

Coordinator
Person in charge of implementing STAD on behalf of a municipality or health organisation.

Cooperative enforcement
Increasing compliance of rules and regulations by coaching and having a bidirectional conversation. Penalising will only occur by enduring non-compliance.

Event settings
Defined geographical spaces requiring admission and hosting events occasionally or regularly (music, sports) with licensed premises on site.

Heavy episodic drinking (HED)
Heavy episodic drinking (HED) is the term originally used in the STAD model. In this manual HED is defined similar to binge drinking. See Binge drinking for full definition.

Licensed Premises (LP)
Establishments in which alcoholic beverages are permitted to be retailed and consumed.

Media strategy
Using (social) media directed at specific target groups to create awareness and support for alternative preventive strategies.

Nightlife settings
Nightclubs, restaurants, cafés or other licensed premises attracting visitors at night-time.

Home settings
Private environments, e.g. pre-loading with friends at home, student dorms or at private parties.

Partnership
A steady group of key stakeholders from the community acting as an advisory group and meeting regularly to discuss alcohol-related issues, and inform and support the development of policy and practice that aims to prevent alcohol-related harms.

Public settings
Public environments/places such as streets, parks and beaches where (young) people gather.

1 Introduction

Binge drinking or heavy episodic drinking[1] has a great impact on public safety and health. This manual describes how communities can reduce alcohol related problems by using the STAD approach to limit the availability of alcohol. The manual is based on the original STAD programme and the outcomes from the seven European pilots that were performed within the project STAD in Europe.

The original STAD programme was developed by the research and development unit STAD (Stockholm Prevents Alcohol and Drug Problems) at the Karolinska Institute and Stockholm County Council. The European pilots were performed in 2017 and 2018 and funded, together with the development of this manual from the European Union's Health Programme (2014-2020).

For further information on the research on the outcomes of the manual we would like to refer to the STAD in Europe research report. We hope this manual will provide useful and practical information for all people willing to initiate and implement the STAD approach in their community.

STAD is a community approach and is based on the plan, do, study, act-cycle. The figure below shows the different elements of the STAD approach and how they relate to each other. The figure refers to the different chapters in this manual that describe how to perform these elements. Though the chapters can be read independently it is recommended for all people getting involved to start with reading chapter 2 to get background information on the STAD approach and its theoretical substantiation.

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1   To improve the readability of this manual the term binge drinking is frequently used similarly to heavy episodic drinking (HED). In the original STAD model the term HED is used.

Sharing results
Developing the project

How to start working with the STAD approach? (Chapter 3)

Needs assessment: the first step towards a successful implementation (Chapter 4)

Partnership formation and community mobilisation (Chapter 5)

Letter of intent or written agreement

Training for responsible beverage service (Chapter 6)

Control measures and enforcement (Chapter 7)

Sharing results
Adapting the project

Monitoring and evaluation (Chapter 8)
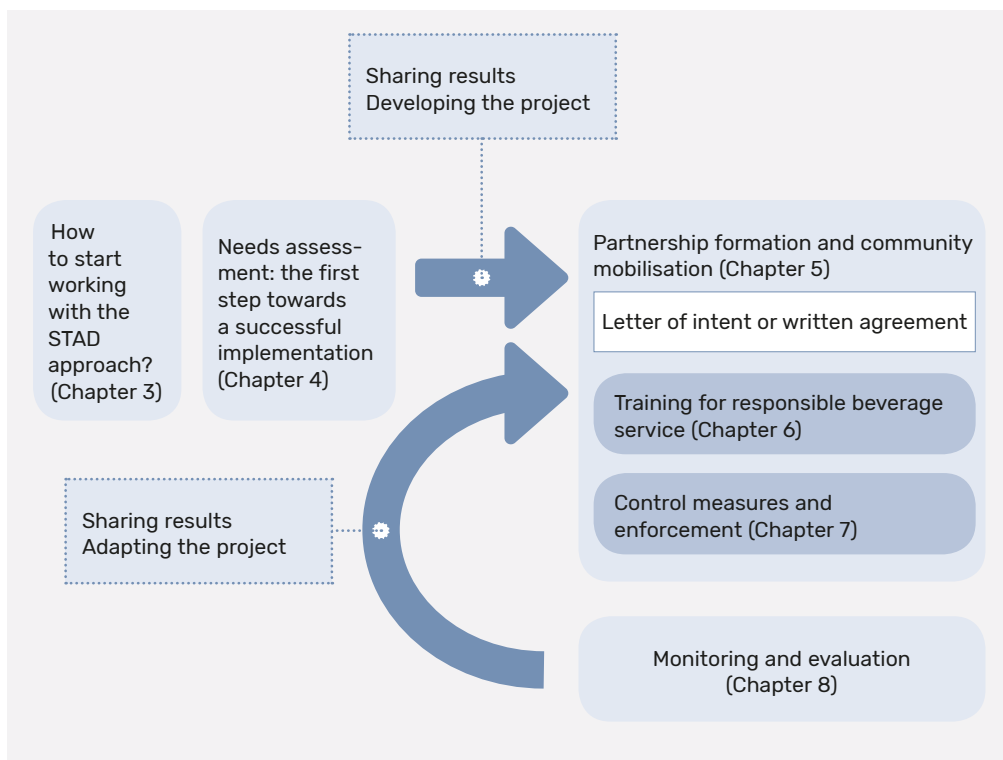
The STAD in Europe partners wish all their European colleagues success in implementing the STAD programme and bringing a safe and healthy nightlife one step closer by bringing STAD to the next level. For more information you can contact STAD in Europe (www.stadineurope.eu, project coordinator Lotte Voorham, E lvoorham@trimbos.nl) or the STAD unit in Sweden (www.stad.org, E stad.slso@sll.se).

STAD in Europe partners
IFT Nord (Germany), IREFREA (Spain), Karolinska Institute (Sweden), Liverpool John Moores University (UK), National Institute for Public Health (Czech Republic), Trimbos Institute (the Netherlands) and UTRIP (Slovenia).

2 STAD in Europe: background and aims

In 2016 the STAD in Europe project (SiE) took off. A European collaboration of 7 countries – funded by the European Commission - aiming to develop more knowledge on effective strategies to reduce binge drinking by limiting the availability of alcohol. SiE is based and inspired on the STAD programme in Stockholm that started in 1995 and that successfully reduced alcohol related problems in nightlife by focussing on the improvement of the compliance of alcohol legislation regarding overserving and age limits.

This manual is the end-product of a 3 year cooperation of 7 EU countries that have been implementing and adapting the STAD programme in other local settings. It contains a roadmap for the implementation of the STAD method including the lessons learned from SiE. This chapter elaborates on the features of SiE, its theoretical background and finally summarises the seven country pilot projects.

2.1 Binge drinking and its impact on public safety and health

The aim of SiE is to reduce binge drinking and its negative consequences, through restricting the availability of alcohol. Binge drinking by young people is associated with leisure time and occurs mostly during weekends and holidays. It is typically a form of 'social' drinking, taking place in groups of peers and in 'drinking environments'. It traditionally involves nightlife settings such as bars and clubs, though new drinking environments are on the rise as well. Music festivals and dance-events for instance, are ever more popular environments for binge drinking (and recreational drug use) among youth and young adults (Nabben, Benschop & Korf, 2014).

In order to address binge drinking, it is essential to identify the types of environments in which binge drinking takes place: both in licensed premises and in 'off-premise' drinking setting. This project differentiates between four different drinking environments:

(1) Nightlife settings: licensed premises, e.g. clubs and pubs in nightlife;
(2) Event settings: festivals, dance-events, sports matches;
(3) Public settings: environments such as streets, parks and beaches where (young) people gather;
(4) Home settings: private environments, e.g. pre-loading with friends at home, student dorms or at private parties.

Throughout different European countries different binge drinking settings are popular or on the rise. In Spain the 'botellón' has become popular among young people and adolescents. The botellón is a gathering of large groups of young people in public spaces like parks, with the aim to drink alcohol before or instead of visiting pubs and clubs (Calafat, Juan, Becona, Castillo, Fernandez & Franco, 2005). Since its appearance in Spain, botellón drinking seems to be emerging in other European countries as well, like in Germany where it is called 'Cornern'. In the Netherlands popular 'off-premise' drinking settings range from drinking in rural 'barns and sheds' to home parties (with or without parents present). Also street drinking is popular, especially in summer time (Galloway, Forsyth & Shewan, 2007). In the Netherlands such settings have become popular alternatives for bars and clubs, since young people are not allowed in bars and clubs due to legal age restrictions (Van den Broek, 2015). Next to that the price of alcohol is much lower for off premise use. The botellón, barns and sheds and home-parties offer youth an often uncontrolled environment where cheap alcohol is available. Research shows that the prevalence of binge drinking among young botellón-drinkers (GPNSD, 2014) and pre-loaders (Hughes, Anderson, Morleo & Bellis, 2007 & Wahl et al, 2010) is significantly higher than for young people who do not participate in this type of drinking.

Reducing the availability of alcohol

Literature indicates that the restriction of the availability of alcohol is one of the most effective preventive measures to reduce binge drinking (Anderson & Baumberg, 2006). We can distinguish between commercial/retail and social availability. Selling of alcohol is restricted to specific outlets (commercial), but research shows that young people also obtain alcohol through social sources—parents and relatives, friends, and strangers who purchase it as a favour or for a fee ("shoulder tapping") (Preusser, Ferguson, Williams, & Farmer, 1997; Wagenaar, Finnegan, Wolfson, Anstine, Williams & Perry,1993). Underage alcohol consumption occurs often outside commercial establishments, most frequently in private residences and in open areas such as parks or beaches. This is also true for part of the alcohol consumption of young adults (Mayer, Forster, Murray, & Wagenaar, 1998).

Considering that the availability of alcohol can be both commercial and social, we should apply both formal and informal control measures to effectively reduce the availability of alcohol.

Formal control measures may include a minimum age regulation for buying alcohol, or rules that prevent over-serving of alcoholic beverages, in combination with strict enforcement of legislation. Such measures can also concern price policies and the restriction of alcohol marketing and advertising.

Informal control measures address social norms and behaviour of 'servers' and other social sources of alcohol (relatives and older friends), supporting them not to supply alcohol (UDETC, 2011).

The most suitable form of control differs per setting. In licenced drinking environments, where alcohol laws apply, both formal and informal controls are important. In situations in which the alcohol law cannot be enforced (private settings) informal control is the most important way to restrict availability. As binge drinking is linked to a diverse set of consumption environments, it is pivotal to obtain and implement measures restricting alcohol availability tailored to a specific drinking environment.

2.2 A community systems approach to prevention

After many years of research on community strategies to reduce alcohol-related problems the conclusion can be drawn that alcohol consumption takes place in a complex system that is adaptive and changes over time. Prevention strategies that do not alter this system will probably have no or no population effects. If you only push one intervention button temporarily, the problem might pop-up somewhere else. Because complex systems behave in unexpected ways it is essential to create an integrated structure or model that increases our understanding of the system as a whole (Holder, 1998). Holder made a conceptual model that can be used for the design of local prevention strategies. In the model each community system can be divided into interacting subsystems (see figure) where consumption is always the central subsystem. Arrows show the relations between the subsystems and the direction of the relation. We see a clear role for the earlier mentioned formal (formal regulations and control subsystem) and informal control (social norms subsystem).

Figure: conceptual model of alcohol use and alcohol problems (Holder, 1998)
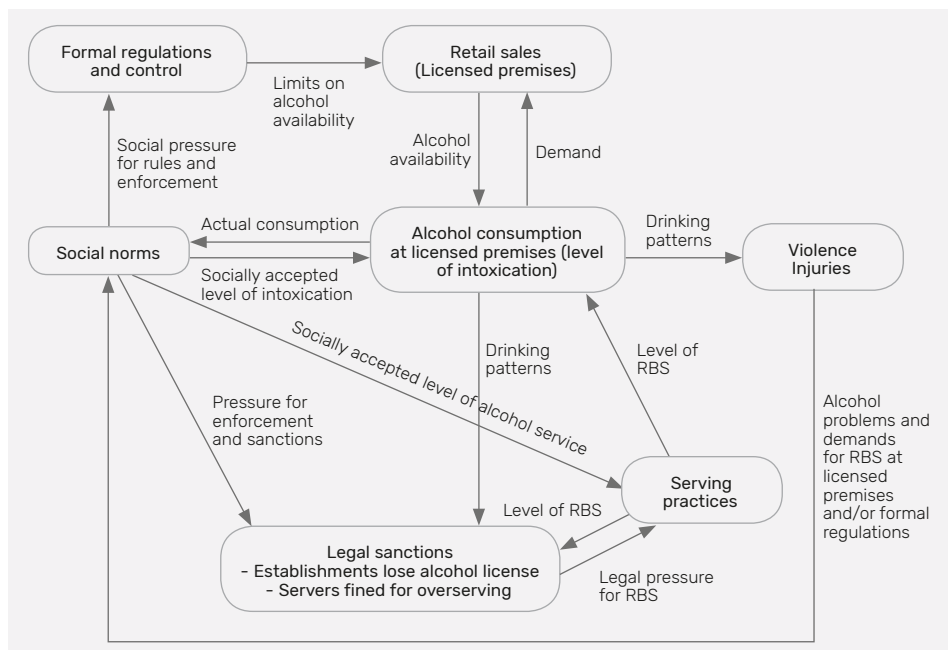
2.3 The STAD programme from Stockholm – a science based intervention strategy

One of the few cost effective local prevention strategies targeting binge drinking is the Swedish community-approach to address binge drinking in nightlife developed in Stockholm. The programme is internationally also known as the "STAD programme" (STockholm prevents Alcohol and Drug problems). This programme uses both formal and informal control measures to address binge drinking in bars and clubs, but also underlines the need for community support of such measures. It is a proven working method (Walin, 2004) developed in Stockholm between 1995 and 2001. It aims to create a better and safer bar and pub environment by reducing alcohol related problems such as: Violence and injuries. The programme was made permanent in Stockholm under the name of the "STAD cooperation" and began to spread in 2002 to Sweden's municipalities and counties and has, as of today, been disseminated to about 200 of Sweden's 290 municipalities.

STAD is derived from the community prevention model from Holder (Holder, 1998) but adapted to the Stockholm nightlife setting and the problem of alcohol intoxication (and drug use) at licensed premises. Although this model is two decades old it still shows its value and relevancy for current alcohol prevention strategies (Stockings et al., 2018). The model consists of comparable subsystems as in the original model of Holder (see figure). An extra subsystem is the serving practices of bar staff, due to the important role of the staff in the availability of alcohol in licensed premises and the direct link to the consumption of alcohol at the licensed premise. The serving practices are both influenced by the social expectancies/pressures for servers to cut down sales to intoxicated and the extent of the monitoring from the legal sanctions subsystem.

STAD results

- 29% decrease of violent crimes in nightlife area (2003)

- Increased compliance of legal age limit for serving alcohol from 55% (1996) to 68% (2001)

- Increased compliance of denying intoxicated patron from 5% (1996) to 47% (1999), and 70% (2001)

- Cost saving ratio of 1:39 (2007)

Method of STAD

The STAD method is based on a structured and long-term effort, consists of three parts:
- Multi-agency partnership between government agencies and the industry
- Two-day training RBS for bar staff and bar management
- Improved (cooperative) enforcement

The work is based on a well-developed multi-agency partnership between several authorities and service industry associations. With the combined expertise and commitment bars, nightclubs and restaurants are offered an interesting and well-evaluated training package. Training of bar staff is highly recommended by the Stockholm

licensing board for bars that stay open after 01.00AM. Participants pay a fee for the RBS-training. Part of the Stockholm approach is also an adapted enforcement strategy of the authorities that enforce the alcohol law (police). The strategy can be summarised by a more cooperative instead of controlling way of working towards the hospitality industry. As an example the police contribute structurally to the RBS-training for bar staff and management.

During the work in the Stockholm nightlife concerns were raised about the illicit drug situation. Based on the STAD programme a multi-component illicit drug use prevention intervention was developed called the Clubs against Drugs. This programme has proven to have an effect on for instance increased doormen refusal or intervention rates towards obviously drug intoxicated patrons going from 7.5% at the baseline in 2003, to 27% in 2004 and 65.5% in 2008 (Gripenberg et al., 2011).

2.4 STAD in Europe (SiE)

The STAD in Europe (SiE) project aims to tackle binge drinking by restricting the availability of alcohol in four drinking environments or settings: nightlife settings, event settings, public settings and home settings. The SiE project involves the development and piloting of interventions designed to tackle binge drinking by young people in seven pilot areas across seven countries; Czech Republic, Germany, The Netherlands, Slovenia, Spain, Sweden and the United Kingdom. The intervention strategies are developed based on four different models. The interventions are underpinned by the STAD approach to prevention and tailored to each country, taking into consideration local drinking cultures, harm prevention priorities and policies.

Logic models for STAD in Europe
Based on the theoretical STAD model a logic model has been created for SiE. A logic model is an instrument for strategic planning and focusses on a chosen outcome, the best available science or evidence for intervention, and how success is measured, monitored and managed (PIRE). The logic model is a very important feature of STAD and makes the approach SMART (Specific, Measurable, Achievable and Time-bound). For all 4 settings (nightlife, events, public, home) a specific logic model is constructed. As an example the figure on page 16 shows the logic model for the nightlife setting. The logic model can be used or adapted to make it suitable for each specific implementation environment.

The targeted *outcome* is the level of binge drinking/HED[2] in the nightlife setting, in case of nightlife most of all influenced by the *intermediate variables*: 'Level of overserving

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bar staff at Licensed Premises (LP)' and 'Level of community awareness of HED'. The *strategy* for the first intermediate variable 'Level of overserving bar staff at Licensed Premises (LP)' consists of three pillars:

• Training of staff at Licensed Premises (LP);
• Improved cooperative enforcement of existing laws and;
• Community mobilisation of important stakeholders.

The second intermediate variable (community awareness of HED) strategy is based on public information efforts like media strategies and local campaigns. Each component in the logic model is made measurable.

Figure: Logic model for the nightlife setting
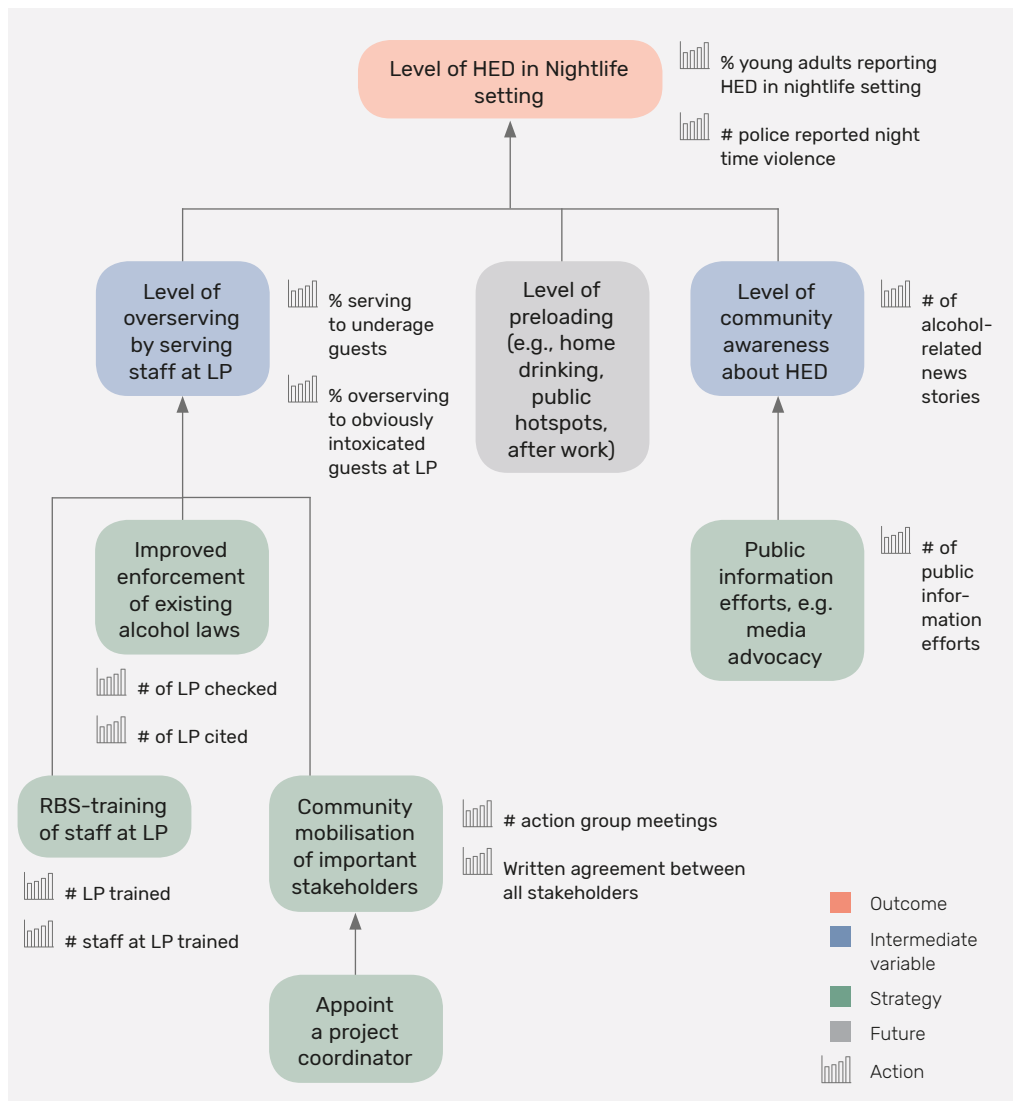
2.5 Overviewing the 7 pilots

Czech Republic

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Setting	Nightlife
Pilot area	City of Valasske Mezirici
Why this area?	The compliance of age limits is a problem in the Czech Republic. The intervention city is middle size (25,000-30,000 inhabitants) and has approx. 50 bars.
Intervention strategy	- Community mobilisation - Training (RBS) - Enforcement
Research outcomes	Test purchases: higher propensity to check ID in bars with trained staff than in bars without trained staff (48.0% vs 14.7%). Student survey: increase in being asked for ID (pre: av. 23.9%, post: av. 34.9%) or refused alcohol in supermarkets and restaurants (pre: 24.8%, post: 35.9%).
Conclusion	The implementation went quite well due to the local coordinator for STAD that was appointed. The police was involved in the intervention, meanwhile enforcement was continued on the same level as before implementation.

Slovenia

Setting

Nightlife

Pilot area

City of Kranj

Why this area?

In 96% of the attempts in supermarkets underaged are sold alcohol in Kranj.

Intervention strategy

- Community mobilisation
- Training (RBS)
- Enforcement

Research outcomes

Test purchases: no or very small changes (0-3.3%) in refusal of alcohol to underage or pseudo-intoxicated patrons in venues that received full, partial or no intervention.

Conclusion

The first two intervention components where successfully implemented but the enforcement did not work out as planned (withdrawal of the police).

Netherlands

Setting	Event (festival)
Pilot area	Beach at Hoek van Holland (Rotterdam)
Why this area?	The opening of the beach season event is well known for its binge drinking by the visitors.
Intervention strategy	– Community mobilisation – Training (RBS) – Enforcement
Research outcomes	Staff survey: decrease in expecting difficulties when not serving alcohol and checking ID. Staff survey: increase in agreement on behaviour and social norms regarding not selling alcohol to intoxicated guests. Test purchases: increase in refusal to sell alcohol to pseudo-intoxicated actors (pre: 0%, post: 25%) and underage minors (pre: 23.1%, post: 50%).
Conclusion	It was possible to implement an adapted version of the original STAD model in the Dutch festival setting. All stakeholders were positive about the pilot and its results.

Sweden

Setting	Event (sports)
Pilot area	3 football stadiums in Stockholm
Why this area?	The planned pilot location (festival in Norrköping) was cancelled. Binge drinking is a serious problem in and around sport arenas in Sweden.
Intervention strategy	– Community mobilisation – Training (RBS) – Enforcement
Research outcomes	Breathalyser tests: decrease of spectators at football stadiums with a BAC level > 0% (pre: 49.7%, post: 42.5%) and BAC level ≥ 0,10 (pre: 9.7%, post: 5.9%). Test purchases: increase of refusal to sell alcohol to pseudo-intoxicated guests inside the stadiums (pre: 31.8%, post: 56.8%). Test entries: increase of denied entry of pseudo-intoxicated guests (pre: 12.9 %, post: 33.8%).
Conclusion	A STAD based intervention can also be implemented in large football stadiums and tailored toward binge drinking of spectators. Whilst there initially was resistance from the arena corporations, after the pilot all stakeholders consider the intervention valuable and have a strong desire to continue with this work.

Germany

Setting

Home

Pilot area

5 schools in Kiel

Why this area?

Schools are a good place to get in contact with parents which are the key actors for the intervention in the home setting.

Intervention strategy

- Community mobilisation
- Training (parents)
- Enforcement (parental rules)

Research outcomes

Parent survey: high level of agreement on feasibility (av. 79.3%) and acceptability (av. 74.7%) of rules regarding alcohol at home (no sipping under 16 years of age, no visibility of alcohol at home, overview of number of alcoholic beverages.

Parent survey: increase of parents following alcohol rules: no sipping (pre: 70%, post: 74%), no visibility (pre: 52%, post 61%), overview (pre: 69%, post: 76%).

Conclusion

Although some serious adaptions to the original STAD model had to be made, a feasible STAD-like intervention strategy was developed for the home situation. It seemed possible to work with training and control measures also in this setting.

21

United Kingdom

Setting

Home

Pilot area

Wrexham town centre

Why this area?

Wrexham has the second largest night-time economy in northern Wales. It suffers like many city centres with alcohol related problems in the weekend nights, partly caused by preloading in or around the home situation.

Intervention strategy

- Community mobilisation
- Training (e.g. RBS)
- Enforcement

Research outcomes

Nightlife patron survey: increase of knowledge on the law around the service of alcohol to and the purchase of alcohol for drunks (pre: av. 56.3%, post: post: av. 64.6%).

Test purchases: increase of refusal to serve alcohol to pseudo-intoxicated guests (pre: 44%, post: 58.3%).

Conclusion

The STAD strategy was useful and was adapted for the preventing preloading strategy in Wrexham. The evaluation shows that the pilot intervention was associated with improvements in awareness and adherence to UK alcohol legislation that prohibits the sale and purchasing of alcohol to drunk people.

Spain

Setting

Public

Pilot area

Public spaces in the city of Palma

Why this area?

The gathering of young people outside in for instance parks (botellón) is the most common place for young people 15-17 years to drink alcohol. Over an 8-month period in 2016, the municipality of Palma received 113 calls of botellón incidents.

Intervention strategy

- Community mobilisation
- Training (youth services, neighbourhood organisations)
- Enforcement

Research outcomes

No post-intervention data available yet.

Test purchases: propensity of supermarket staff to require ID was 19.2 % and refusal to sell alcohol to minors was 24.7%.

Breathalyser tests: botellon attendees with BAC level < 1 was 78,8% and BAC level ≤ 1.0% was 1.6%.

Police reports: 259 reports of public disturbances/alcohol consumption and 9 reports of alcohol sales between midnight and 8 AM.

Conclusion

First findings include increased community awareness and involvement, strengthened law enforcement enforcing the new ordinance and implementing targeted botellón police operations.
The piloting of the intervention suggested that a STAD-based intervention can be implemented in Spain and tailored towards reducing alcohol consumption amongst young people attending botellón.

3 How to start working with the STAD approach?

> **Goal:**
> Providing conditions for implementing the STAD approach.
>
> **Tasks:**
> - ✓ Identifying implementation area, setting and target group
> - ✓ Assigning a coordinator
> - ✓ Connecting with the community
> - ✓ Performing a needs assessment
> - ✓ Partnership formation/community mobilisation
> - ✓ Implementing training and enforcement
> - ✓ Monitoring and evaluation

3.1 Identifying implementation area, setting and target group

The first step is to identify the area for implementing the STAD approach. The idea to implement the STAD approach may have risen from already existing knowledge of alcohol related problems among young people in a certain area or setting. Then it will be self-evident that this will be the implementation area. But the starting point can also be a presumption of alcohol related problems based on police and hospital admission data sets or European studies such as the European School Survey on Alcohol and other Drugs (www.espad.org) or the Communities that Care Youth survey (http://www.ctc-network. eu/nano.cms/youth-survey). On the other hand the information might also be still quite anecdotal. In both cases it is necessary to do a further exploration of the backgrounds of the alcohol related problems to get a first idea of the age of the target group (minors, young adults) and settings in which binge drinking takes place (in nightlife, at events, in public, at home) that can help to identify the most suitable implementation area, setting or target group.

Time is a dimension to consider at this stage. Sometimes alcohol related problems like binge drinking are connected to certain festivals, holidays or seasons. This will have consequences for the momentum to implement the STAD approach and should be integrated in the planning.

3.2 Assigning a coordinator

The next step in working with the STAD approach is assigning a coordinator. This could be an officer from a municipality but also someone who is employed by a regional or national health agency or licensing board. The coordinator will be responsible for initiating and implementing a programme in a complex setting with many different actors thus leading and coordinating skills are very important. Since the STAD approach involves a community programme it is important to note that the coordinator will have a main role in involving stakeholders and bringing them together. It is important to realise when assigning a coordinator, that implementing the STAD approach and achieving results is time consuming and takes a long-term effort.

Profile of a coordinator
The coordinator has:
- communicative and networking skills;
- project management skills;
- knowledge of public health work;
- a connection with (international) colleagues or partners that are experienced in implementing the STAD approach;
- ability to identify and deal with interests and needs from different stakeholders;
- ability to recognise and deal with political sensitivities;
- long term availability for at least one day per week;
- mandate to approach stakeholders and, if possible, make decisions on how to allocate personnel and resources;
- budget for organising partnership meetings, producing materials and organising RBS and enforcement training.

3.3 Connecting with the community

Once the implementation area, setting and target group are identified and the coordinator is assigned it is time to connect with the community. This can be done by attending relevant meetings, contacting potential stakeholders or just visiting places that are exemplary for the setting and the target group. At this stage it is important to keep eyes and ears open and use informal situations to gather some first information and recognise informal leaders.

3.4 Performing a needs assessment

The needs assessment contains a research using multiple instruments carried out by a neutral party to define the problem situation regarding binge drinking and related problems (violence, sexual assaults, vandalism) in the area and identify relevant stakeholders who can exert formal/informal control on binge drinking. More information on conducting a needs assessment is to be found in chapter 4.

3.5 Partnership formation and community mobilisation

Once the relevant stakeholders are identified a first partnership can be formed. This is the starting point for community mobilisation which is described in chapter 5. This chapter describes how partners can be addressed and motivated and how additional actions can be taken to raise further awareness and engagement in the community as a whole. It is important to note that community mobilisation takes place at different levels at the same time and is intertwined with all the other activities within the programme.

The importance of continuous community mobilisation
The STAD approach involves a community action programme. Community action initiatives are intended to motivate and mobilise various group of actors within a community to coordinate extant resources to prevent (for example) alcohol related problems (Caswell, 2000).
One of the more renowned community approaches is Communities that Care (Hawkins & Catalano, 1992), a prevention system designed to reduce levels of adolescent delinquency and substance use through the selection and use of effective preventive interventions tailored to a community's specific profile of risk and protection. But community mobilisation is also applied to address other social, educational and health issues (e.g. preventing infectious diseases) worldwide.

A community can be a group of people sharing a geographic space like a neighbourhood or town, but a group of people sharing a work situation, experiences or concerns can also be regarded as a community. Applied to the STAD approach the community includes all people professionally or personally involved in the specific setting (nightlife, events, public spaces, home settings) in which STAD will be implemented: officers and representatives of the municipality and the licensing board, surveillants, police officers, health workers, social workers, bar owners, visitors, parents, etc.

Personal and community competence

A basic assumption of community organisation is that people most affected by local concerns do also have the assets and abilities to address these concerns. It acknowledges personal and community competence and the importance of creating opportunities for working together and increasing the positive consequences of community action. For example, sometimes bar owners can be the best ambassadors to convince other parties to join in, or student captains can give the best advice on composing the right message to the target group.

3.6 Implementing training and enforcement strategies

Once the partnership is formed and the first steps on community mobilisation are taken the training and enforcement strategies can be implemented.

The training aims at transferring skills and knowledge on responsible beverage service to bar staff (managers, servers and security) and enforcement officers in order to reduce the availability of alcohol to underage or intoxicated visitors. In some cases other stakeholders can be trained as well. Chapter 6 describes the contents of the training and gives advice on carrying it out.

Enforcement involves the whole system of communicating rules and regulations and carrying out control measures aimed at assured compliance and performed in a formal (police, municipal enforcement officers, licencing officers) and informal (friends, parents) way. More information on enforcement and strategies to enhance compliance is to be found in chapter 7.

3.7 Monitoring and evaluation

Monitoring entails keeping track of the results and the process of the project in order to share output and outcomes with the community and to evaluate and adapt the plan if necessary. Chapter 8 gives directions on setting up a plan for monitoring.

4 Needs assessment:
the first step towards a
successful implementation

Goal:

Define the problem situation regarding alcohol related harm in the pilot area and define the desired goal/outcome. Furthermore, identify strategies that are likely to achieve this goal and identify relevant stakeholders who can exert formal/informal control on this matter.

Tasks:
- ✓ Assign a neutral research party
- ✓ Make an initial assessment of the situation
- ✓ Use multiple instruments to perform a needs assessment
- ✓ Analyse results and report the most important findings
- ✓ Monitoring and evaluation

The first step of implementing the STAD approach is conducting a needs assessment. Before working on the intervention it is important to first understand and define the problem, the context surrounding the problem and vital preconditions for a successful implementation of the intervention. Problems and the context surrounding problems can vary strongly per country, region and setting. This also impacts the preconditions for a successful implementation. In one country or region, problem awareness, political support and resources could be already in place, while in other areas this could be the first and perhaps even the most important precondition to work on. And in the public setting, policy and regulations could differ from those in the event and nightlife setting. Therefore a needs assessment is an important first step to set the basis for a successful implementation of the STAD approach.

This chapter describes the purpose of a needs assessment into more depth and how to conduct a needs assessment.

4.1 Purpose of a needs assessment

The needs assessment is an important step in the intervention development process and should therefore be thoroughly conducted. The needs assessment aims to:
- Define the main problem, target groups, the context of the problem, the desired goal or outcome, availability of time and budget and methods to be used to achieve the goal;
- Identify and start mobilising relevant stakeholders who have the power to exert formal and/or informal control on binge drinking (e.g. police, parents, schools). Trust between stakeholders is being built and project partners can be identified.

Rapid assessment and response
A suitable method for performing the needs assessment is the Rapid Assessment and Response (RAR). The RAR method is a useful methodology, consisting of different qualitative and quantitative tools, to create an initial assessment of a local situation regarding binge drinking, alcohol related harm and availability of alcohol in a specific area. RAR helps to get fast information on cultural interpretations and meanings, on viewpoints of communities, needs of groups as well as existing policies and regulations. Several existing data sources are additionally used for triangulation. Methods that can be used in a RAR are elaborated on in paragraph 4.3.

Besides gathering local data and knowledge from relevant stakeholders, the RAR, at the same time, works on raising public awareness for the need to implement a prevention strategy. This way support that is vital for the implementation phase is created. By working on support, one could say that the mobilisation of relevant stakeholders already begins in the needs assessment phase. Therefore this phase is sometimes also referred to as the pre-mobilisation phase.

By gathering local data the RAR is also a good starting point for monitoring the implementation. Repeating the same research methods over time can provide valuable information for evaluating and adjusting the intervention. More about monitoring can be found in chapter 8.

4.2 How to conduct a needs assessment

In order to create an objective view of the situation regarding binge drinking and alcohol related harm in the pilot area, the needs assessment is, ideally, conducted by a neutral research party. The reason for this is that the target group, intermediate stakeholders and the municipality may all have their own interests. For example, festival visitors may not want bar staff or the police to get involved in their choices to order another alcoholic drink or not. And bar owners may not want the municipality or police to tell them how

to run their business. The municipality and police on the other hand want the bars to comply with the law and want to motivate festival visitors to make healthy choices and prevent them from causing and getting into trouble. By introducing a neutral party to conduct the needs assessment, stakeholders are more likely to share their views and information on the problem and they will more likely accept and support the overall findings. The latter will also contribute to another goal of the needs assessment: identify and start mobilising relevant stakeholders. At the very beginning there might not always be sufficient funding to assign a research party. The first step for the initiator can then be to bring together existing data to define the problem and get commitment (and funding) and assign a more detailed needs assessment in a later stage. This can be done in the initial consultation.

Assigning a neutral research party

The coordinator is responsible for assigning a neutral research party that can carry out the needs assessment and monitoring process and outcomes. For selecting a suitable research party one should consider that the party is:
- Experienced in the field of alcohol research.
- Experienced in the RAR method and more specific research methods like population surveys, observations and mapping techniques like test purchase studies.
- An independent organisation that understands local politics.

Based on the STAD in Europe project, NGO's and universities can be suitable parties to fulfil the role of neutral research party.

Initial consultation

Before performing the needs assessment it is recommended to start with an initial consultation. An initial consultation aims to offer a first impression of the local situation regarding binge drinking and alcohol related harm based on existing knowledge and experiences. Ideally, this first assessment is performed by bringing together the key project team, that could include municipal policy makers, police and local or regional health organisations. By bringing them, and possibly some other relevant stakeholders, together in a focus group setting one could make a first assessment whether the problem is serious enough to investigate deeper and whether the area is suitable for the planned intervention. The initial consultation is designed to define the scope, research methods and relevant stakeholders for the more detailed needs assessment.

Assessing the gravity of alcohol related problems on festivals in Rotterdam

In December 2016 a meeting took place in the municipality of Rotterdam in the Netherlands, in order to assess the problem situation at the festival in Hoek van Holland. Several departments of the municipality of Rotterdam, police, the regional organisation for medical assistance and Trimbos-institute (neutral research party) shared their knowledge and discussed the gravity of the situation regarding binge drinking and alcohol related harms. All stakeholders agreed that the festival would be suitable for an intervention, because:

1. Serious alcohol related problems, such as drunkenness and alcohol intoxications, were identified based on experiences of stakeholders and health/safety incident registration data.
2. Compliance with the Alcohol Act (laws on alcohol) was insufficient according to municipal registration data.
3. The festival is a congregation of 10 bars with on-premise licenses that are open all year long and is therefore characterised by the stakeholders as a regular nightlife setting. The comparability with the traditional STAD approach is high and therefore deemed more likely to be successful.

4.3 Instruments for a needs assessment

Based on the initial consultation the scope and research methods have been selected. The data that is required depends on the type of situation being addressed and available resources. In the STAD in Europe project many different research methods have been applied to gather the necessary information. Descriptions of these research methods are provided below, divided into two categories: 'basic' (methods that are required for a proper assessment) and advanced (methods providing additional insights that might be country or setting specific).

Basic research methods

Method	Description	How to do it?
Desk research	Provides insight in existing data sources in order to identify the extent and nature of binge drinking by youth.	• Analyse results of existing population surveys on alcohol use, binge drinking and drunkenness. • Analyse police registration data on alcohol related incidents (e.g. violations of the legal age limit and public drunkenness). • Analyse hospital and ambulance registration data on alcohol related health incidents (e.g. alcohol intoxications).
	Provides insight in availability, standing policy, regulations, interventions and networking platforms.	• Identify the number of alcohol outlets based on municipal registrations. • Scan local alcohol policy documents. • Identify relevant articles in local and/or national alcohol regulations. • Scan (police) enforcement strategy documents for alcohol law enforcement priorities and sanctions.
Stakeholder interviews and focus groups	Provides insight in existing knowledge, viewpoints and needs from local partners. E.g. local drinking cultures, infrastructure for health and safety services, preconditions for success, (political) support. Local partners to be interviewed depend on the local situation and the setting that is chosen. All partners who have the power to exert formal and/or informal control on binge drinking should be interviewed (and most likely also included in the action group).	• Interview public stakeholders, e.g.: local government/municipality, local action groups, (public) health care/first aid, social services, youth protection, police, municipal law enforcement officers, schools/universities (e.g. university captains), ngo's, sport clubs, parents. • Interviews with commercial stakeholders, e.g.: licensees/bar owners, festival organiser, security/doormen, alcohol trade.

What to ask when interviewing stakeholders?

Identifying the problem:
- Their view on alcohol consumption in general and more specific binge drinking and drunkenness in the target area.
- Specifics of the target group (age, norms, consumption patterns, etc).
- Availability of alcohol for the target group, including compliance with the Alcohol Act.
- Known harms and other consequences of alcohol use by the target group (health, safety and legal issues).
- Underlying factors of the problem.
- Relevant reports, policy documents and other data to review.
- Missing information.

Identifying relevant stakeholders:
- Relevant stakeholders to involve in the needs assessment.
- Relevant stakeholders to involve in the intervention development.
- Their contribution to implementing the STAD approach.

Identifying boosting and impeding factors:
- Boosting factors for implementing the STAD approach in the target area.
- Impeding factors for implementing the STAD approach in the target area.

Advanced research methods

Method	Description	How to do it?
Target group surveys	Provides insight in behaviours and attitudes of the target group (binge drinking youth and young adults). E.g. the extent and nature of alcohol consumption in the specific setting, the level of formal and social availability of alcohol, attitudes towards drinking alcohol and attitudes towards rules and regulations regarding over serving and underage drinking.	• School survey on health and wellbeing of school aged children in the country, region or municipality. The ESPAD and HBSC studies are examples of international surveys that cover most European countries. Local survey data is more tailored for the specific area and is therefore preferable. • Survey among nightlife or event visitors on substance use in the specific area.
Intervention group survey	Provides insight in behaviours and attitudes of the intervention group.	• Survey among bar staff of nightlife venues or events on their attitudes towards compliance with rules and regulations regarding over serving and underage drinking. • Survey among parents on established (no) drinking rules for their children and child access to alcohol at home.

Method	Description	How to do it?
Observations	Provides insight in the activities and behaviour of youth and young adults in a specific setting. Moreover it can provide material for case examples to illustrate the problem.	• Observers using an observational protocol to assess binge drinking and other behaviours of youth and young adults during a night out, at an event, in the park or out on the streets.
Test purchase study (underage)	Examines unobtrusively whether sellers of alcohol comply with the legal age restrictions for alcohol sales. It provides an objective picture of the level of compliance in an area and per business.	• Researchers follow a (scientifically validated[3,4]) standardised research protocol using trained underage mystery shoppers, attempting to purchase alcohol in on and/or off-premise establishments.

3   The Dutch protocol: Gosselt, J. F., Van Hoof, J. J., De Jong, M. D. T., & Prinsen, S. (2007). Mystery shopping and alcohol sales: do supermarkets and liquor stores sell alcohol to underage customers? *Journal of Adolescent Health, 41(3)*, 302-308.

4   The Swedish protocol: Wallin, E., & Andréasson, S. (2004). Can I have a beer, please? A study of alcohol service to young adults on licensed premises in Stockholm. *Prevention science: the official journal of the Society for Prevention Research 5*, 221-229.

Method	Description	How to do it?
Test purchase study (pseudo-drunk)	Examines unobtrusively whether sellers of alcohol comply with the legal restrictions for the sale of alcohol to clearly intoxicated guests. It provides an objective picture of the level of compliance in an area and per business.	• Researchers follow a (scientifically validated[5,6]) standardised research protocol using trained adult actors, attempting to purchase alcohol in on-premises establishments while acting severely intoxicated.
Breathalyser tests	Provides insight in the level of alcohol intoxication (promillage) of youth and young adults. Combined with questionnaires self-reported data on number of drinks, previous locations and attitudes (e.g. towards binge drinking) can be identified.	• Researchers follow a (scientifically validated [7]) research protocol using breathalysers to measure the level of alcohol intoxication among visitors of the nightlife, events or public hotspots.

5   Dutch protocol: Gosselt, J. F., Van Hoof, J. J., Goverde, M., & De Jong, M. D. T. (2013). One more beer? Serving alcohol to pseudo intoxicated guests in bars. *Alcoholism: Clinical and Experimental Research, 37(7)*, 1213-1219

6   Swedish protocol: Wallin, E., Gripenberg, J., & Andréasson, S. (2002). Too drunk for a beer? A study of overserving in Stockholm. *Addiction 97*, 901-907.

7   Swedish protocol: Durbeej, N., Elgán, T.H., Jalling, C., & Gripenberg, J. (2017). Alcohol intoxication at Swedish football matches: A study using biological sampling to assess blood alcohol concentration levels among spectators. *PlosOne 12*(11):e0188284.

Test purchase studies: a success factor for convincing stakeholders

Test purchasing is an objective form of assessing the level of compliance by bar staff with the legal age limit and the ban on over serving. As explained in the table above, test purchasing is a method where underage mystery shoppers or actors acting severely intoxicated unobtrusively try to purchase alcohol in bars and other premises. As doormen and server staff are not aware they are being tested, a real scenario is being recreated and observed by researchers. This way objective results regarding the compliance in multiple bars can be obtained in a short period of time. For enforcement officers it would not be possible to objectively assess compliance within a short time frame, since they may be recognised by bar staff as soon as they enter the bar and it could take a lot of time before they detect a violation in a bar. Test purchasing studies are being performed in a majority of the EU countries (Mulder & De Greeff, 2013). It is considered to be an important tool for mobilising stakeholders to improve compliance and subsequently monitor the effectiveness of local (and national) alcohol policies, and therefore comes highly recommended when implementing the STAD approach. In some countries, however, test purchasing is considered to be evocative and therefore not allowed. In any case, if you plan on using test purchasers, it is essential to inform yourself about national or local regulations and research protocols that might or might not be available.

In Czech Republic they managed to push through and conduct a study.
"In our project people objected to the practice of test purchases. It was regarded sly to do this behind the back of the serving staff. But when we explained that it was not the aim to fine people but to create awareness and enhance compliance people became more supportive. In the end people were really interested in the results." (Czech Republic)

4.4 Analysing results and formulating plans

When the extensive assessment has been completed, key findings from each of the methods are congregated and analysed for coherence and feasibility. Based on this analysis a needs assessment report is being drafted. The report includes an overview of the local situation regarding binge drinking, health and safety consequences, an overview of interventions that are already in place and determinants that could be targeted by the intervention. Furthermore, it also includes a list of relevant stakeholders who can exert formal and informal control on binge drinking (e.g. police, parents, schools). These stakeholders will be involved in the intervention development and preconditions for a successful implementation of the STAD approach.

Summary of the Rotterdam needs assessment report

- Problem situation in 2017:
  - Alcohol use at the festival is considered to be very high and considered to be normal by the audience.
  - Relatively many visitors become drunk at the festival, alcohol is widely available for them (compliance with ban on overserving is low).
  - Minors drinking alcohol at and around the festival area, alcohol is widely available for them (compliance with age limit by sellers is low).
  - Relatively high number of health incidents as a result of alcohol (ab)use.
  - Violent incidents relatively low, most of the incidents that do occur are presumably alcohol related.
- Targeted outcome:
  - Reduce the level of binge drinking and drunkenness at the festival.
  - Reduce alcohol related health and safety incidents.
- Determinants to be targeted:
  - Alcohol availability for minors and drunk visitors at the festival.
  - Social norm of festival visitors and bar owners (high alcohol consumption is normal).
  - Police and municipal enforcement officers enforcing the ban on overserving.
- Important stakeholders identified: several departments of the Municipality of Rotterdam (Youth, Safety, Events and Enforcement), police, addiction care centre, event organiser, bar owners, festival security, festival first aid and the regional organisation for medical assistance.

5 Partnership formation and community mobilisation

Goal:
Motivate and mobilise stakeholders within the community to contribute to the prevention of binge drinking.

Tasks:
- ✓ Organising a first meeting and establishing a partnership
- ✓ Composing a letter of intent or written agreement to be signed by all stakeholders
- ✓ Engaging target groups directly or via agents
- ✓ Developing and effecting a communication plan

The STAD approach involves a community action programme. As described in chapter 3 community action initiatives are intended to motivate and mobilise various group of actors within a community. A basic assumption of community organisation is that people most affected by particular concerns do also have the assets and abilities to address these concerns. Experiences in the pilots showed that the community action started from the very beginning and that the needs assessment, training, enforcement and monitoring all contribute to community mobilisation. This chapter describes what steps should be taken when working with a community.

It is important to note that community mobilisation is often mentioned as one of the three key strategies in the STAD approach (together with training and enforcement) but that it is also the starting point and is interwoven with all the other strategies.

Three different levels
Within community mobilisation three different levels can be distinguished. The first level is to raise awareness and increase knowledge among stakeholders to get them involved in the motion of implementing the STAD approach. Advantages of joining in can differ from the view of each stakeholder.

- County council – reducing injuries and health problems
- Municipality/licensing board – reducing problems at licensed premises e.g. social problems, public nuisance and crime
- Police authority – law and order

- National institute of public health - public health and legislation from a national perspective
- County administration - regional perspective on public health and legislation
- Restaurants/clubs/bars - increase staff competence, good relation with authorities, image towards population as being a serious industry, decrease of alcohol related trouble.
- Union for restaurant staff - psycho-social working environment

The stakeholders that are joining in form a partnership or steering group that acts as an advisory group meeting regularly to discuss alcohol-related issues, and inform and support the development of policy and practice that aims to prevent alcohol-related harms.

The second level of community mobilisation is the community engagement with different target groups within the setting, regarding the STAD approach these can be bar owners/licensees, staff members, door security personnel and of course visitors of the establishments.

The third level within community mobilisation is media strategy or advocacy, this is the term used for systematic work with media to publish news on alcohol-related problems and prevention (Wallin, 2004). The media strategies can be directed at the target groups and/or the general public and is important for creating support for changes and alternative preventive strategies.

5.1 Establishing a partnership

Once the needs assessment is carried out, the first meeting can be organised. People who participated in the needs assessment and that were appointed as relevant stakeholders should be invited for this. Naturally the municipality will be represented, as well as the licensing board, health agency and the police, but it is also important that stakeholders from the setting (e.g. bar owners) are represented. It can be helpful to ask attendees of this first meeting whether they are missing a person or a group that should be included as well.
In this first meeting the results from the needs assessment will be presented and can be used to get hold of the main problem and to determine the primary focus of the project.

The first meeting is also the moment to formally establish a partnership (sometimes called a steering group or committee) which is practically the first level of community mobilisation. This is also the moment to make arrangements on attendance of meetings and appointing a chairman. To promote real involvement it is important that the partnership will meet on a regular basis, for instance 6 times a year, and that the meetings will offer enough time (e.g. 2 hours) to discuss the choices that are to be made thoroughly with everyone present.

Letter of intent or written agreement

At the beginning it is often not clear yet what the scope of the project will be, what resources are needed (and provided) and what choices will have to be made regarding enforcement, training, the media strategy and monitoring. At this stage signing a letter of intent can confirm a commitment to working together to prevent and address alcohol-related harms, share information etc. This commitment is flexible and can respond to changing needs over time.

Once the project is defined in terms of goals, methods, target groups, availability of time and budget, contents and attendance of training, media strategy (including a main message) it can be recommended to take the next step and collate a more detailed written agreement with clear appointments.

Making an official moment of the signing of the letter of intent or the written agreement and emphasising the equivalence and necessity of all participating stakeholders (politicians, professionals, volunteers, young people) contributes to the value of the agreement. It is important that local actors can feel proud about their contribution to the project (Wallin, 2004). This does not only apply to signing the agreement, but is also relevant while carrying out the project and presenting the results.

Sometimes it can be hard to persuade potential partners to be engaged.

In the separate flyer 'Common myths on the STAD approach: a reality check' more information is given to convince them to join in.

5.2 Engaging target groups

Once the partnership is established the next step will be to engage the different target groups within the setting. This engagement can be realised by approaching representants of these target groups. Sometimes it can be effective when this is done by the coordinator but it can also be helpful to give key stakeholders a mission to approach these target groups themselves. In line with the divergent advantages for the different stakeholders the approach to engage target groups will also differ.

- Police/licensing officers – improving working relationship with restaurants/clubs/bars, public justification for enforcement
- Security personnel – improving working relationship with police, public justification for enforcement, understanding and support from guests
- Restaurants/clubs/bar staff – safe working environment, support from guests
- Visitors – safe night out, less nuisance from other guests
- Parents – children's health and safety

Direct contact between stakeholders and the target group can also provide more information on what message is most convincing.

"Feedback from licensees, door security and young people suggested that all groups were highly engaged in the vulnerability aspect of intoxication and by association the need to reduce service to drunks and excessive and risky alcohol consumption. Further, such messages around vulnerability support national and local conversations and priorities, particularly sexual harassment and assault, and alcohol consumption, further increasing likelihood of engagement." (United Kingdom)

Community engagement from the different target groups is also important to increase attendance of the training and ensure compliance in a later stage of the project. The following chapters on training, enforcement and monitoring provide further guidance on this.

5.3 Developing and performing media strategies

Media strategies can be directed at specific target groups and/or the general public and is important for creating support for changes and alternative preventive strategies. It is necessary to develop a detailed communication plan to determine what message will be delivered to which target group, and of course how and when. A tailored strategy that uses repeated messages is considered most effective. It is also important to include a plan for a tiered approach in which for example attendees of the training are to share and spread the message to their peers and club members.

The message to be communicated can be information on the harm by binge drinking, (changing) laws and policies or local data on the extent of the problem based on the needs assessment or, in a later stage, the outcomes of the monitoring.

In Stockholm, a number of activities took place within the alcohol prevention at football matches project, such as press meetings and releases, TV ads, ads on big screen on the arenas during matches and in social media, and opinion editorials were published. In total these activities generated over 300 written articles about the project.

Party-goers encouraged to stay safe as town gears up for weekend of festive celebrations

Published: Friday, Dec 22nd, 2017.

Share: [f] [t]

NOTE: This content is old - Published: Friday, Dec 22nd, 2017.

Party-goers heading out to enjoy the festive celebrations this weekend are being urged to stay safe as the region gears up for one of the busiest periods of the year.

In Wrexham town centre and across North Wales there will be an increased police presence, with thousands expected to descend on pubs and clubs across the region for a Christmas night out.

This can lead to people consuming more alcohol than normal – with North Wales Police urging potential offenders that violent and drunken behaviour will not be tolerated.

Acting Chief Inspector Julie Sheard, from the Community Safety Department at North Wales Police said: "We want people to enjoy themselves during the Christmas period, but an enjoyable night means a safe night – not one that ends up in hospital or in one of our cells.

In Wrexham party-goers were encouraged to stay safe http://www.wrexham.com/news/party-goers-encouraged-to-stay-safe-as-town-gears-up-for-weekend-of-festive-celebrations-142352.html

In Palma posters with the message 'A Palma, Menors 0' (At Palma, minors 0) appeared on buses and bus stop shelters to show that there was something going on regarding serving alcohol to minors.

Cooperating with media

The results from the needs assessment (as well as the monitoring results) can create opportunities for awareness raising and pave the way for discussions and local commitment. Local media can be an important partner in this. Experiences from the pilots showed that when cooperating with independent media (who are looking for an interesting story) it is important to be aware that media messages can backfire. Formulating a clear message and preparing ways to respond to possible adverse reactions can help, though it is not possible to get full control of this.

"When we presented the data that showed there was a lack of compliance in not serving alcohol to minors and intoxicated patrons the media was shocked. They offered to help us creating awareness and we were very happy cooperating with them." (Slovenia)

"We were very careful in cooperating with the media because we did not want to make a picture that told people 'Look, you can very easily get drunk here." (Spain)

To prevent that sincere involvement on health risks will not be confused with sensational stories on youth getting drunk on the streets it is important to carefully prepare a clear message in line with the aims of the project.

A coherent message from different stakeholders
It is important that the message is not sent from one single agent but that all stakeholders in the partnership broadcast a coherent message. Strategic choices can also be made in who will be delivering a certain message.

"In fact, we strategically let representatives from the football clubs communicate results from the project so that they feel responsibility and ownership of the project. When the positive results from the follow-up assessments were communicated, the CEOs were proud of being a part of this project and also expressed that they were proud of their staff that have contributed to the positive results. They also expressed that despite the positive results, there was room for improvements." (Sweden)

Common values
Another point of attention by choosing a media strategy and formulating the main message is that it is hard to change a culture if your message is too far from dominant norms or ideals. The needs assessment will also have provided information on the dominant norms within the target groups, when formulating a message it is important to be aware of these norms or to find a common value that supports the aim of the project, like the emphasis in the vulnerability associated with pre-loading in the UK.

Sharing results
Community mobilisation is a continuous process. Once the results from the monitoring are ready to be shared this can give a new swing to community mobilisation. If the results show that compliance is increasing and problems related to binge drinking are decreasing this can be a boost for all stakeholders and participants to continue and maybe even expand the project. If the results are disappointing, compliance rates are low and the situation is even worse than expected, this could serve as a wake up call to the stakeholders and raise awareness in the general public which can give new input to the needs assessment and directions for adapting the project.

6 Training for responsible beverage service

Goal:

Learning to work according to the STAD principles in order to speak the same language and handle the same way in certain situations.

Tasks:

✓ Organising a working group to organise and carry out the training
✓ Training of bar staff and enforcement officers in getting familiar with and working with the principles of the STAD approach
✓ Provide tools for bar staff and enforcement officers to help them put the training in practice
✓ Engaging target groups directly or via agents

An important part of the STAD approach is responsible beverage service. This requires skills and knowledge to do so and that need to be trained. Bar staff (managers, servers and security) are an important stakeholder in this context, because they provide alcoholic beverages. Enforcement officers oversee bar staff and enforce rules and regulations. In order to improve responsible beverage service, the whole "system" needs to be trained in the understanding this topic and what this means for their role. In addition to these stakeholders others can be trained as well, in case the setting in which you want to implement the STAD approach requires this. For example parents or other sellers of alcoholic beverages like supermarkets or night shops. These stakeholders play mostly a role outside the nightlife and event settings.

In this chapter the training for bar staff and enforcement officers will be described. An overview of the contents of the training will be provided, and advice on how to develop the training. We will discuss challenges that can come with the process and how to solve them. Rules and regulations regarding serving alcohol can differ per country. In this chapter an overview of general principles and ideas is presented that can be adapted to what the local setting requires.

Training is an important part of working with the STAD approach. It is the moment where stakeholders learn to work with the approach and to incorporate this in their regular activities. They learn to "speak the same language" which helps in starting a discussion about responsible beverage service where you can stimulate mutual understanding of motives and barriers on both sides regarding handling this topic. When developing the training, think of the timeframe you will need to develop and train bar staff and enforcement officers.

Training of bar staff
- When participants are regular staff, it is possible to train them a few months before you plan to bring the trained skills in practice. This way they can practice their skills and receive feedback before 'the real deal' starts.
- When participants are temporary staff, train them a few weeks before you plan to bring the trained skills into practice, to make sure the knowledge is on top of mind.

Note: the turnover of bar staff is often high in these work places. Regular training is necessary to ensure long-term and sustainable working with the STAD approach.

Training of enforcement officers
Make sure enforcement officers are trained a few months before starting with the intervention. This way they can practice their skills in their routine activities and receive feedback.

Sometimes there is no clear starting point of bringing skills in practice and it just "flows" with the process of implementing the STAD approach. For example in the regular nightlife setting it is more difficult to plan in comparison to an event setting, since this setting is an "ongoing" setting. Make sure to calculate enough time to train these stakeholders, since (the enforcement of) responsible beverage service is one of the core components of the STAD approach.

## 6.1 Purpose of the training within the STAD approach

Training of bar staff and enforcement officers is necessary when it comes to working with the STAD approach. It not only helps in developing the needed skills to act towards each other and in the setting they work in, but also to understand why things happen the way they happen. The training of bar staff and enforcement officers aims to:

- Increase awareness of the risks and consequences underage drinking and overserving drunk patrons
- Teach participants how to act in preventing underage drinking and overserving drunk patrons
- Strengthening the relationship and collaboration between stakeholders
- Improve understanding of the context in which different stakeholders work and how this influences their role and attitude
- Further mobilising of and developing trust among the stakeholders

Keep in mind that bar staff and enforcement officers are not used to listening for long periods of time to theoretical epistles. They are action oriented people, so make sure there is a lot of interaction in the training, as well as several short breaks. Interaction is also a way to let the participants come up with their own answers and to let them know their opinion matters. Training that is tailored to their situation will be remembered easier and will be more fun to attend. If possible, try to engage (future) participants in the development of the training. If face-to-face training cannot be organised, web-based training can function as an alternative way of education.

What is drunkenness and how can you recognise it?

Drunkenness is often seen as a difficult topic. Measuring blood alcohol levels is not always an option and results are not always reliable. But behaviour can be recognised and function as an indicator for the level of intoxication of a person. Scientific research had shown several indicators

for stages of drunkenness that can be objectively observed. The smiley system presented can help with determining what stage of drunkenness is applicable on a person. Use them in both training sessions, so both target groups know and work with the same tool. The system can also be used in a communication strategy to make people aware of the standards regarding intoxication.
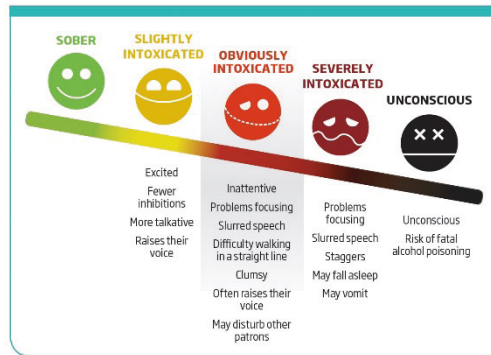
6.2 Target group 1: Training of bar staff

Bar staff provide the environment in which alcoholic beverages can be consumed. Responsible beverage service is their responsibility (bar staff), as well as making sure drunk patrons are not able to enter the premises (security). Managers have to provide education for their staff in order to correctly comply with rules and regulations regarding preventing serving underage visitors and overserving drunk patrons. Their role is crucial in giving employees the confidence to refuse to serve a visitor, without having to worry about their manager getting upset.

The biggest challenge when it comes to bar staff is the temporary nature of employment. There often is a big staff turnover, which makes it difficult to keep the knowledge level the same among all bar staff. When it comes to events like festivals, the challenge gets even bigger. Often staff are only hired for one day, which makes it more difficult to train them face-to-face. The investment is bigger than the return for bar owners. In these cases it is even more important to appoint ambassadors among the participants that are responsible for passing on knowledge and skills. If available, web-based training can be used to educate temporary staff.

The context of serving alcohol is often complex. Bar staff have to deal with human emotions, group dynamics and the overall atmosphere in a setting. Refusing to serve a person can quickly lead to a situation escalating in a negative way.

Reasons why bar staff does not comply:
- Fear of having to deal with angry customers and not knowing how to handle the situation.
- Fear of upsetting their boss, because refusing entrance or refusing to serve a customer means not earning money for the bar owner.
- Not feeling a responsibility or not being aware of the responsibility for the wellbeing of customers.
- Having the idea that their compliance to the law is not so important (the customer will get his booze anyway, or that one drink does not make a difference).
- Cultural and social norms; often bar staff are of the same age as the visitors of premises with the same norms regarding the acceptance of heavily drinking.
- Working in an environment where alcohol is served and intoxicated guests are very common, certain behaviour can be normalised, even though it does not comply with rules and regulations.
- A certain 'drinking culture' can exist within the staff group, permitting excessive drinking behaviours.

All these topics are important to address in the training in order to help bar staff change their behaviour and be aware of the importance of the way they act towards customers.

How can you successfully do an age check?

Use tools to make it easier to check the age of a person. For example by using a 'calendar' on which you can fill in the date of the day it is to establish a clear age limit. This makes it easier for bar staff to check the age of a customer and helps making less mistakes in calculating the age.

KALENDER VAN NIX
geboren in
mei 2000

ID-check
Bij twijfel over de leeftijd vraag naar ID.
Jongeren onder de 18 jaar kunnen er
ouder uitzien. Neem daarom een ruime
marge bij het vragen naar ID.

1	2	3	4	5	6	7
8	9	(10)	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

Te gebruiken in mei 2018

Geboren NA 10 mei 2000 = jonger dan 18.
NA = NIX

NIX18

On the back of the calendar you can put instructions for bar staff how to proceed when they want to refuse to serve a customer and how to handle in conflict situations.

6.2.1 Overview of the contents of the bar staff training

Goals relating to the overall goals of the STAD approach	• Increase awareness about the risks and consequences of serving underage visitors and overserving drunk visitors • Increase awareness of the importance of compliance of not serving underage visitors and not overserving drunk visitors
Trained knowledge	• STAD model and importance of compliance of bar staff • The (medical) effects and risks of alcohol • Laws and regulations regarding alcohol • Age check to prevent serving underage customers • Recognising different stages of drunkenness • How to handle drunk customers (conflict management) • The role of enforcement officers
Trained skills	• Recognising which stages of drunkenness lead to refusal of service • Recognising underage customers • Refusal skills

6.3 Target group 2: Enforcement officers (police and/or municipal enforcement)

This target group includes enforcement officers that are responsible for enforcing the alcohol legislation; not only *on the ground*, but also the head of their team. Including the people on a management level is necessary to make sure there will be a proper establishment of the RBS method. They are present in nightlife areas to ensure visitors can have a safe night out. They are also responsible for enforcing compliance of rules and regulations regarding responsible beverage service and refusing drunk customers entering the premise. The types of enforcement officers and the way they operate can differ per setting and per country. It is not always common for enforcement officers to enter nightlife premises. And it is not always on the top of their priority list. In this case it is difficult to see what happens behind closed doors. Sometimes there are other types of enforcement officers active in nightlife that enter premises and that can provide information on what is going on on the inside.

It is of the utmost importance that all enforcement officers that are going to work with the STAD approach are trained in cooperative enforcement. Enforcement officers have to apply a new way of working in their daily routines. It is often different from what they

are used to. Some enforcement officers have the tendency to strictly enforce rules by imposing sanctions, while cooperative enforcement (chapter 7 on control measures and enforcement) is more about supporting staff to comply with the law. It is, as stated before, important for enforcement to be united in how they communicate and act towards bar staff. Often enforcement has to work on too many tasks with too little personnel. Having to attend training can sometimes be difficult to fit into their schedule.

Who is responsible for the enforcement of the Alcohol and Catering Act or other laws that target the age limit, overserving drunk patrons and allowing access to intoxicated guests? Is it the municipality or is this organised on another level? Know who is responsible for what, so you know who needs to be trained and informed.

When developing training for enforcement officers it is therefore important to look in to your local, regional and/or national enforcement structure. This helps to get a clear picture of the jurisdiction and competence per type of enforcement officer and how or if they should be included in the training.

6.3.1 Overview of the contents of the enforcement officers training

Goals in relation to the overall goals of the STAD approach	• Increase awareness about the risks and consequences of serving underage visitors and overserving drunk visitors • Increase awareness of the importance of compliance of not serving underage visitors and not overserving drunk visitors • Inspire about cooperative enforcement (chapter 7 on control measures and enforcement) of enforcing the alcohol law (age limit and overserving) • Make participants see the benefits of cooperative enforcement, compared to the way they are used to • Teaching how to implement cooperative enforcement in the local and national context
Trained knowledge	• STAD model and importance of enforcement • The effects and risks of alcohol • Laws and regulations regarding alcohol • Responsible beverage service at the bar • The role of security staff • How to apply cooperative enforcement regarding age limit and drunkenness and overserving
Trained skills	• Recognising drunkenness • Recognising underage customers • Communication/coaching skills • Cooperative enforcement • Proper documentation of applied enforcement

6.4 Developing the training

Form a working group who is responsible for developing the training. This group can mostly consist of participants in the partnership. If necessary, involve others as well. Stakeholders that should be included are the municipality, the local health bodies, a representative of the department of Supervision and Enforcement and the police. Also include an expert in working with the STAD approach in order to make sure the training fits the approach and covers all topics necessary. Provide a venue that feels comfortable

for participants. For example use one of the bars of the participants. If this is not possible, look for another, similar venue.

The minimum length for the training is advised to be four hours (Wallin, 2004), but if possible a longer timeframe is preferred. In Sweden, for example, the training covers two days. The following topics need to be included in the training:

Bar staff	Enforcement officers
• STAD model and importance of complying with rules and regulations • The effects and risks of alcohol • Laws and regulations regarding alcohol • Age check to prevent serving underage customers • Recognising drunkenness • How to handle drunk customers • The role of enforcement officers	• STAD model and importance of enforcement • The effects and risks of alcohol • Laws and regulations regarding alcohol • Responsible beverage service at the bar • The role of security staff • How to apply cooperative enforcement regarding age limit and drunkenness and overserving

In this training it is also important to provide, if possible, a practical session. The focus of this part of the training will be on practicing with the trained knowledge and skills. It helps applying the skills *in real life*, since participants already have experienced using these skills. Therefore it contributes to the effectiveness of training these stakeholders. The group will be divided in couples. Each couple gets an assignment, followed by a group discussion after completing the assignment and reporting back to the group. If possible, a discussion with a bar manager/owner and bar staff is a great addition to the training. It helps connecting enforcement and bar staff.

Including stakeholders in training bar staff and enforcement officers
If possible, it is very valuable to include stakeholders in covering a part of the training to bar staff and enforcement officers. For example the members of the working group. It allows participants and trainers to have an open discussion. It also helps understanding why someone sometimes 'does what he/she does'. It can be difficult to organise this and may be resource intensive. So make sure that if you plan to do so to start in time with you preparations.

6.4.1 Example of training programme

The table in this paragraph provides a programme for a four hour training.

Timeframe	Topic	Participating trainer
15 minutes	Introduction on the training and getting acquainted	Municipality
15 minutes	STAD model and the importance of compliance to and enforcement of rules and regulations	Expert in working with the STAD approach
30 minutes	The effects and risks of alcohol	Local health organisation or local addiction care
30 minutes	Underage drinking, ID check and enforcement by coaching	Enforcement officers (municipal or police)
30 minutes	Discussion on how to recognise underage visitors, how to prevent serving them and how enforcement officers can help achieving this	Moderated by expert in working with the STAD approach
15 minutes	Break	
45 minutes	Recognising drunkenness and preventing the overserving of intoxicated customers	Local health organisation or local addiction care
30 minutes	Discussion on how to recognise intoxicated visitors and when they should no longer be served alcohol	Moderated by expert in working with the STAD approach
30 minutes	The importance of house rules and explanation of proved materials for participants	Expert in working with the STAD approach
15 minutes	Closing	Municipality

6.4.2 Recruiting participants

In an ideal situation all stakeholders (bar staff and enforcement officers) attend the training. In reality that is not always possible. Most premises are open the majority of the day and bar owners do not always have the means to make sure all their staff are trained properly. Keep in mind that it can be difficult to make all enforcement officers attend the training at the same time and that you may have to offer the training in shifts.

When it is not possible to train all enforcement officers and bar staff, set up a system of ambassadors. Ideally two enforcement officers per area/region are trained and at least two servers per bar. These ambassadors are trained in working with the STAD approach and are responsible for passing on the knowledge and skills to their colleagues.

Make it easier for them to do this by developing a small information booklet that contains all the knowledge shared in the training. For example a booklet is easy to place near the bar or to keep with you in your car to look into if colleagues need information or want to tell their colleagues about what they have learned. Reward participants with a certificate of participation.

Picture 1. Front of the information booklet for bar staff in Hoek van Holland (The Netherlands)

Appoint the participants of the training as 'STAD ambassadors' in case it is not possible to train all bar staff and enforcement officers. By appointing them, you make them responsible for the further transfer of knowledge into their organisations. But be aware: it is a vulnerable system. You are dependent on these ambassadors and knowledge can get *lost in translation*. So make sure you keep reminding participants in the approach to share and apply the knowledge and skills they have learned during the training. For example via their supervisors or employers. Provide materials they can use as reference like information booklets or hand-outs.

6.4.3 Time and costs

Time and costs can be divided into costs per phase, people and materials. It is difficult to say how much every item costs in terms of money, because it is dependent on your local situation and who has to carry the costs for the different components. The overview we provide below gives an indication of what is needed to develop and carry out the training.

Phase	People	Materials/activities
Development	Working group	Deliberation Developing a (partly) new programme
Carry out and complete	Participants Participating trainers Working group	Space Hand-outs PowerPoint presentation Certificates Information booklets

6.5 Challenges

6.5.1 Resistance from bar management in letting staff participate

An often heard argument of bar management on why not wanting to participate in the STAD approach is they fear losing customers and income because of the approach. Keep in mind that this will come up in the training. Bars primarily work from a commercial perspective and not from a health perspective. Therefore it is important to convince them with information that applies to their situation and provide them with alternatives that will still allow them to make money, but still make a difference. And of course also point out the option of 'saying no'. For example:

- Serving food in combination with drinks
- Making sure there is water on the tables
- Offering free snacks
- Suggesting 'weaker' alternatives and putting them on the top of the bar menu
- Offering nice alcohol free alternatives on the drinks menu

> **Why you do not want heavily intoxicated patrons as customers**
> Nightclubs and bars do not want heavily intoxicated patrons at their establishment. Patrons that are less intoxicated purchase more drinks and are therefore more commercially interesting to have as a visitor to a premises. Staff also need to spend more attention and time to those heavily intoxicated compared to other customers. Not having these type of customers helps creating a more pleasant work environment for bar staff and a nicer experience for customers.

In the separate flyer 'Common myths on the STAD approach: a reality check' more information is given to convince partners to join in.

6.5.2 Enforcement officers having to apply a new way of working

Having to work with a style of enforcement can generate resistance among enforcement officers. Engage their supervisors in convincing them; when the management level carries out a certain way of working it is easier for others to follow. It is necessary to point out to enforcement officers that the main goal of their work is to create compliance and not to impose fines. Too strict law enforcement can even jeopardise the collaboration with the commercial stakeholders and be contra productive in this way. For the success of the approach all enforcement officers have to work from the same principles. Another factor to keep in mind is the difference that can occur in the level of education and the status enforcement officers have in a country. In order to improve their skills training helps to do so and to show and practice a different way of law enforcing.

6.5.3 Time

Time is a challenge when it comes to bar staff and enforcement officers. They have busy jobs, often having to handle their duties with not enough personnel. So finding time to attend training can be difficult. Especially because preventing underage drinking and overserving drunk patrons is not the core of their activities. It is important in developing the training to keep "time" in the back of your mind. Make sure that the information and skills you want to discuss and practice can be transferred in two days, but also in two hours. Even with a smaller investment in time it is possible to increase awareness and compliance. Convince the stakeholders on a management level to invest at least a few hours of time in the training of their personnel, because even creating awareness can make a difference.

Web-based training for bar staff in Sweden

In Sweden, all bar staff were trained via a web-based training about alcohol at sporting events, both concerning the entrance and alcohol serving. This brief training targets all the staff working and collaborating at the events including alcohol service staff, entry staff, security staff, and Supporter Liaison Officers. The web-based training was launched during the summer of 2016 and so far about 1300 individuals have completed this training. This training is ongoing and this type of training can be customised to servers from other types of premises as well.

7 Control measures and enforcement

Goal:
Shifting the focus in enforcement from penalising to coaching.

Tasks:
- ✓ Apply cooperative enforcement in the daily routine of enforcement officers
- ✓ Assess settings and situations with the SARA model
- ✓ Use the outcomes of the SARA model to determine which type of enforcement is needed in which setting
- ✓ Provide enforcement officers with tools and a strategy of apply the cooperative enforcement

Enforcement is one of the pillars in the prevention strategy of the STAD approach. It is part of community mobilisation and complementary to the training of bar staff in responsible beverage service. Cooperative enforcement differs from "regular" enforcement, because it shifts the focus from penalising as a goal to compliance as a goal. That requires training (chapter 6 on training for responsible beverage service) in a new way of working.

In this chapter cooperative enforcement will be explained including what this means for traditional forms of enforcement. A tool for assessing situations is provided, with tips and tricks in how to recognise behaviour and how to act on it according to this way of working. The role of formal and social control will be described and how these types of control can be applied in different settings. Finally information on enforcement strategies and tools will be provided.

7.1 Cooperative enforcement

Cooperative enforcement is about increasing compliance of rules and regulations by working in a coaching way instead of a penalizing way. Having a conversation instead of one way communication from enforcement officer to the person providing beverage service is crucial. But if someone stays non-compliant, a penalty will follow: coaching, but only to a certain extent.

The nature of formal enforcement is, literally, enforcement. It is traditionally reactive instead of preventive. Enforcement officers are often not used to working with coaching communication styles, because their job is to enforce by using 'hard measures' like fines. Convincing them to learn and apply a more communication oriented workstyle can be a challenge. It can be experienced as difficult, or not a part of their job. Use the information already known from the STAD approach in order to convince them.

In the separate flyer 'Common myths on the STAD approach: a reality check' more information is given to convince partners to join in.

The involvement of enforcement officers working with cooperative enforcement in the STAD approach is essential. Not only for enforcement but also because of the impact they have on other stakeholders. Using conversation instead of penalty helps creating assured compliance: an ongoing process of complying with rules and regulations to manage negative risks and work on set goals. Ongoing training of and communication between stakeholders is very important. Working with cooperative enforcement helps to keep the conversation going, instead of stopping it when the fine is written.

Experiences with cooperative enforcement

Why talk instead of penalise? How cooperative enforcement can help increasing compliance and make the work of enforcement officers more efficient:
- Starting a conversation instead of directly starting to write a fine helps improve the relationship between enforcement officers and bar staff.
- Having a conversation helps creating awareness and gives the opportunity for enforcement officers to coach bar staff in compliant behaviour.
- Writing less fines means less administrative burden, which means more time to dedicate to other tasks.

7.2 Assessing the situation

7.2.1 SARA model

In order to decide which form of enforcement is needed in a setting, assessing the situation is necessary. A method to use to do so is the SARA model (https://popcenter. asu.edu/about/sara). The SARA model stands for:

Scanning
Analysis
Response
Assessment

This method can be used strategically or operational and consists of questions that need to be answered in order to assess the situation and determine how to act.

Theme	Questions	Possible problems/ answers
Scanning: Hotspot	What kind of hotspots are there? Where are these hotspots? At what time are they hotspots?	• Public disturbance • Physical or sexual assaults • Violence • …
Analysis: Underlying problem	What are the reasons for the place to become a hotspot? Are we able to respond?	• Overserving • Underage drinking • …
Response: Methodology	How and in what way should we respond?	• Sanctions • Meetings with owners • Supportive • Not supportive • Training • …
Assessment: Follow up	Did the response have effect?	• Yes • No • …

7.2.2 Age limit and overserving

Enforcement officers play an important role in detecting violations of rules and regulations regarding the age limit and overserving drunk patrons. In order to investigate if there is compliance it is possible to use methods like mystery shoppers (chapter 4 on needs assessment). But there are also more practical tools that can be used. For example the smiley system (mentioned in chapter 6 about RBS training) when it comes to recognising drunk patrons.

7.2.3 Formal versus informal control

Regulations on alcohol availability and the enforcement of these measures are important parts of preventing overserving drunk patrons and minors (see the logic model in chapter 2). There are two types of enforcement that can be applied in drinking environments in order to restrict the availability of alcohol: 1) formal enforcement and 2) informal enforcement. In this paragraph both types of enforcement will be described separately, but in practice they are intertwined. The availability of alcohol can be both commercial and social in the same setting.

Which form of enforcement is suitable differs per setting and how rules and regulations are supposed to be enforced. When alcohol is available in a licenced drinking environment, laws apply, which are enforced formally (by police, municipality, bar staff) and informally (peers, friends and family). In private settings informal control measures and enforcement is most important in restricting the availability of alcohol.

Formal control measures
Formal control measures can be found in legislation/regulations. For example a minimum age regulation or rules that prevent the overserving of alcoholic beverages. Also measures like price policies and the restriction of alcohol marketing and advertising belong to the formal type of measures. When thinking about the enforcement of these measures it is logical to think of parties like the police or municipal law enforcement officers. But also think of, for example, bar owners who are responsible for their staff to comply to regulations.

Informal control measures
Informal control measures address behaviour and social norms. These types of norms cannot be found in official rules and regulations. It is about how to behave in a way that is the standard within a country, culture or social group. Not only regarding the servers of alcohol, but also other "social sources'' of alcohol like friends and family. These informal control measures are meant to support them not to (over)supply alcohol (UDETC, 2011).

7.3 Setting and type of enforcement

7.3.1 Setting: Licensed premises at nightlife and event settings

The authority responsible for supervision and enforcement of the alcohol legislation varies per country. In most of the countries it is either the police, the municipality or both. When working with the STAD approach, arrangements can be made between formal enforcement officers and bar staff that do not put the law aside (they still have to comply), but use a different approach to handle non-compliance. An example is placing

no formal sanctions on participating bars when there is a breach of law, but instead coaching bars in order to increase compliance with rules and regulations. And of course, when bars keep non-compliant, formally sanctioning them.

The same laws and regulations regarding serving minors and drunk patrons apply to festivals and events. The challenge, however, is the high amount of temporary staff working at these events. Staff that are deployed at the event do not always have experience in serving visitors. It is important that all staff are aware of laws and regulations that apply in relation to serving alcohol. A communication-focused approach helps them to become and stay aware of do's and don'ts. For example: when noticing behaviour that is non-compliant with regulations start a conversation with bar staff, point out what needs to be changed and give them suggestions on how to do so.

7.3.2 Setting: Public settings like streets, parks and beaches

Not in every country drinking in public environments is allowed. Spain is a country where it is allowed. It is called 'botellon', the big gathering of young people drinking in public environments) is very popular. In this setting it is important to think about:

- Protocols for consumers inspection
- Collation of mystery shopping protocols to assess potential implementation
- Local police summer campaigns to check regularly and randomly the alcohol consumption in public spaces
- Municipal ordinance to regulate alcohol use in public spaces

The temporary and transient nature of the botellon makes it difficult for enforcement officers to effectively enforce rules and regulations. In addition to that it can occur that there is no licencing system available that controls the sale of alcohol or legislation that prevents consuming excessive amounts of alcohol or consuming alcohol by minors in private environments.

7.3.3 Setting: Home (pre-loading with friends at home or at private parties)

To apply the STAD model in the home setting, a different approach is required. Law enforcement is different, because this is a private setting. Parents are usually responsible in this setting for the alcohol consumption of their children. Enforcement needs laws and some form of external regulation but this is not the case in this situation. Meanwhile parents can be made aware of their important role in not serving alcohol to their underaged children or not overserving to intoxicated guests at parties that are hosted in their home. Different interventions to improve parental skills on defining borders on alcohol consumption, setting limits to the availabilty of alcohol at home and being a

good role model for their children are available. See http://www.emcdda.europa.eu/best-practice/xchange for an overview of parent interventions on this subject.

When drinking at student dorms or private parties alcohol is also quite often provided by hosts that are young adults themselves. Depending on the official status of the party enforcement laws might be applicable as well. For example, in the Netherlands alcohol laws also apply to serving alcohol at a students associations bar. If this is not the case enforcement is not possible in the traditional way though media strategies targeted at young hosts of private parties can be used. For example to raise awareness of the risks of binge drinking and present ways to prevent overserving to their intoxicated guests. See chapter 5 on partnership formation and community mobilisation.

7.4 Enforcement strategy and tools

Knowledge about types of control measures and enforcement is important in knowing who and how to mobilise the right stakeholders. Control and enforcement are not only reserved to official stakeholders like the police and the municipality. On a social level, control and enforcement also play an important role. The social environment of the drinker can have a big influence in which social norm is dominant.

When working on a strategy, make sure there is a structure in place in which every stakeholder knows their role and required skills. Collaboration and sharing of information are crucial in order to develop an enforcement strategy. Use an approach focused on compliance, and improvement of the atmosphere instead of hard enforcement of rules and regulations. And make sure the stakeholders that are subject to enforcement are provided with feedback regarding their behaviour; in line with the communication-focused approach.

As mentioned before, assured compliance (the ongoing process of complying to rules and regulations) is essential in the STAD approach. This can be achieved by regularly training enforcement officers and bar staff. Continuous communication between stakeholders helps to keep the agreed norms on top of mind and makes it easier to address each other in case a stakeholder does not comply. Written agreements and policy documents can help in providing a basis that can be used to refer to in these cases.

Visibility of norms

Making rules and norms literally visible can help increasing enforcement. During the pilot in The Netherlands, 'house rules' were visibly put up in sight of visitors, bar staff and security personnel. Bar staff were trained during the pilot, but security personnel were not. Still, the visibility of these rules led to doormen being more likely to refuse intoxicated patrons. It shows that continuously being reminded of the norms in The Netherlands helped increasing enforcement of rules and regulations.

WELKOM!
Onze huisregels

Onder de 18 jaar schenken we geen alcohol

Help het personeel en toon je ID

Er wordt geen alcohol geschonken aan dronken personen

Het is verboden drugs te gebruiken of in bezit te hebben

Volg aanwijzingen van het personeel op

Drink voldoende water of fris

Behandel elkaar met respect

Geniet van de dag! Hou het leuk voor jezelf en voor anderen

NIX18

8 Monitoring and evaluation

Goal:
Collecting output and outcome results of STAD.

Tasks:
- ✓ Determining what output and outcome results should be monitored and choosing the right instruments
- ✓ Composing a monitoring plan
- ✓ Keeping track of project activities
- ✓ Collecting information and repeating (parts of) the needs assessment
- ✓ Sharing result and using them for evaluation and adapting the project

Monitoring and evaluation are key elements of the STAD approach because the results of the project are crucial for evoking community mobilisation and adapting the project to different circumstances and developments. Besides that monitoring and evaluation are often required.

Monitoring and evaluation are thoroughly connected but it is important to distinguish that monitoring is a continuous process of keeping record of the proceedings of a project and its planned and unplanned effects. Evaluation is a periodic appreciation of the relevance, effectiveness, sustainability and efficiency of an intervention or project. To ensure that at the time of evaluation the right information is at hand it is important to compose a monitoring plan. This is a cyclic process (see infographic in chapter 1). This chapter describes the steps that need to be taken for monitoring and evaluation.

8.1 Determining output and outcome results to be monitored

When monitoring and evaluating projects it is important to distinguish output and outcome results. Output results describe what is accomplished, outcome results describe the actual effect of what is being accomplished. Below is an overview of possible indicators and sources for information on results.

Element of the STAD approach	Indicators	Type of result	Sources/ instruments
Community mobilisation: establishing a partnership	Number of partnership meetings	Output	Project data
	Attendance of partnership meetings	Outcome	Project data (attendance sheets)
	Letter of intent or written agreement	Output	Project data
	Number of stakeholders signing the letter of intent or written agreement	Outcome	Project data
Community mobilisation: engaging with target groups	Number of meetings with target groups	Output	Project data
	Community awareness on binge drinking within target groups	Outcome	Target group survey (see Needs Assessment)
Community mobilisation: media strategy	Number of communication efforts	Output	Project data
	Number of articles published/number of 'likes' and 'shares' on social media	Outcome	Project data/media analysis
	Community awareness on binge drinking	Outcome	Survey (see Needs assessment)

Element of the STAD approach	Indicators	Type of result	Sources/instruments
Training	Number of trainings carried out for different target groups	Output	Project data
	Attendance and appreciation of training by different target groups	Outcome	Project data (attendance sheets, evaluation forms, e learning registration)
	Number of people within target groups reached by tiered training	Output	Project data (attendance sheets, e learning registration)
	Percentage serving underage guests, percentage of serving obviously intoxicated guests, number of intoxicated guests refused at the entrance of licensed premises	Outcome	Test purchase studies (see Needs Assessment)

Element of the STAD approach	Indicators	Type of result	Sources/instruments
Enforcement	On and off premises/hotspots checked	Output	Project data Licensee board registration
	On and off premises/hotspots cited	Outcome	Project data Licensee board registration
	Percentage serving underage guests, percentage of serving obviously intoxicated guests, number of intoxicated guests refused at the entrance of licensed premises	Outcome	Test purchase studies (see Needs Assessment)
	Anchoring of enforcement activities in policies, job descriptions, work appointments	Outcome	Additional desk research
Overall	Numbers of alcohol related police call outs, crimes, vandalism, violence, ambulance call outs, hospital admissions	Outcome	Additional desk research (see Needs Assessment)
	Cost-effectiveness in terms of costs of executing the programme related to decrease in costs related binge drinking in terms of violence, accidents and health care	Outcome	Additional desk research
	Adverse effects (e.g. decrease of preloading at home due to strict enforcement on licensed premises)	Outcome	Target group survey (see Needs Assessment)

8.2 Composing a monitoring plan

Once it is clear what results should be monitored the monitoring activities can be described in a monitoring plan. The plan describes the information to be collected, the methods to be used, the moments to collect the information and the responsibilities regarding reporting project activities and storing results. It is important to reserve time and budget for monitoring in the beginning to make sure partners are capable of providing the information.

Project data
A lot of information on results can also be retrieved from project data. To make sure that the needed information is accessible, usable and well protected it is important to have a clear structure for keeping the project data up to date from the beginning. It is also important to have clear appointments about who is responsible for keeping these data up to date. This also means that the General Data Protection Regulation (GDPR) should be taken into account because the project data will include personal information.

Needs assessment
The overview shows that (partially) repeating the needs assessment can provide information on the outcome results. Comparing registration data from police, hospitals and ambulance over several moments before and after the implementation of the programme can give insight in developments regarding binge drinking though it is not possible to ascribe these effects solely to the programme.
Also stakeholder interviews, target group surveys and test purchase studies can be repeated to get information on the outcome of the project. See chapter 4 on the needs assessment for more information on using these methods.

8.3 Evaluate and adapt

It is important to determine fixed moments to evaluate the project periodically with the partnership using all the information that is collected by monitoring. During the evaluation output and outcome results should both be discussed and used to adjust the project and reconsider working appointments, the contents of the training, etc. It is important to clarify that the STAD approach is cyclic which means it is necessary to constantly adapt to developments from within the project as well as in the environment. The information on results can also be used to increase community engagement within different target groups so sharing results (even if they are disappointing) can also be a new motivator for the community to increase their efforts.

ANNEX 1

Based on experiences in the pilot a checklist was drafted to support municipalities planning on implementing the STAD approach in their community.

Start
- Identifying implementation area, setting and target group
- Assigning a coordinator
- Connecting with the community
- Preparing implementation (budget, timeline)

Needs assessment
- Assign a neutral research party
- Start with an initial assessment with a small group of local stakeholders to assess:
  - the gravity of the problem regarding binge drinking;
  - whether the area is suitable for an intervention based on the STAD approach.
- Perform an extensive needs assessment, consisting of:
  - at least desk research and stakeholder interviews;
  - additional surveys, observations, test purchase studies and breathalyser tests.
- Analyse results and report findings:
  - Overview of the problem in the pilot area;
  - Overview of interventions already in place;
  - Overview of preconditions for a successful implementation of the intervention based on the STAD approach;
  - List of stakeholders to involve.

Community mobilisation
- Organising a first meeting and establishing a partnership
- Composing a written agreement to be signed by all stakeholders
- Engaging target groups directly or via agents
- Developing and effecting a communication plan
- Stay in touch with the community continuously

Training
- Form a working group to develop and carry out the training
- Training of bar staff and enforcement officers
- Make participants familiar and able to work with the STAD principles
- Provide participants with tools they can use in practice

Enforcement
- Apply cooperative enforcement in the daily routine of enforcement officers
- Assess settings and situations with the SARA model
- Use the outcomes of the SARA model to determine which type of enforcement is needed in which setting
- Provide enforcement officers with tools and a strategy to apply cooperative enforcement

Monitoring and evaluation
- Determining what output and outcome results should be monitored and choosing instruments
- Composing a monitoring plan
- Keeping track of project activities
- Collecting information and repeating (parts of) the needs assessment
- Sharing results and using them for evaluation and adapting the project

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