

CLACKMANNANSHIRE COUNCIL

Report to People Committee

Date of Meeting: 16 September 2021

Subject: The Icelandic Prevention Model (IPM) across Clackmannanshire

Report by: Catriona Scott, Improving Outcomes Manager

1.0 Purpose

The purpose of the paper is to:

- Inform the People Committee on the Icelandic Prevention Model for children and young people in Clackmannanshire.
- Share the plans for implementation of the programme and the expected impact on the health and wellbeing of our communities.

2.0 Recommendations

- It is recommended that the People Committee note and comment on the contents of this paper.

3.0 Background

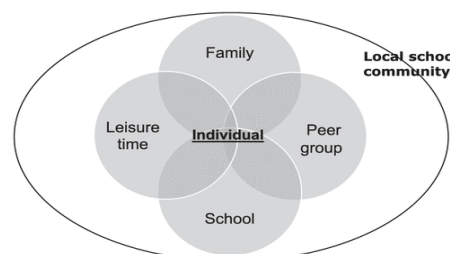
3.1 In the 1990s, Iceland had some of the highest rates of adolescent substance use in Europe. However by 2015, Iceland was ranked as having some of Europe's lowest rates. This change has been attributed to the 'Icelandic Prevention Model' (IPM), which has now been implemented in over 200 communities worldwide after Iceland pioneered the development of the Icelandic Model for Primary Prevention of Substance Use - a theory-based approach that has demonstrated effectiveness in reducing substance use in Iceland over the past 20 years.

3.2 The Icelandic Prevention Model (IPM) is based on a collaborative, early intervention model designed to influence risk and protective factors related to substance use within community, school, and peer and family contexts. It explores how to engage young people within the approach build on community capacity and assets and utilise the skills and expertise of local organisations to collectively influence wider policy implementation and improve outcomes. By

engaging with young people, whole communities, statutory and third sector partners, the IPM aims to reduce substance use and promote greater mental health and development.

3.3 Over 20 years of delivery, the IPM has developed three core pillars that are deemed to be essential for success:

- **Local evidence base** obtained via a cross-sectional survey of secondary school pupils, gathering data.
- **Community-based approach** in response to data, with appropriate interventions.
- **Maintaining dialogue** across research, policy and practice in substance use prevention.



4.0 Context

- 4.1** The IPM is one of the targeted approaches to support the effective delivery of substance misuse education in Clackmannanshire (**Appendix 1**) and aligns with the 2020 - 2023 Delivery Plan for the Clackmannanshire and Stirling Alcohol and Drug Partnership (ADP) promoting collaborative activities which address the determinants of health and which adopt a whole population and preventative approach where required.
- 4.2** The Scottish Adolescent and Substance Use Survey (2017) (SALSUS) identified that, while alcohol intake in young people has decreased in the last 10 years, in line with Scottish trends, the proportion of 13-15 year olds reporting wider substance misuse in Clackmannanshire is higher than the Scottish average.
- 4.3** On-going data capture and evidence from Public Health Information for Scotland (ScotPHO) and the Alcohol and Drug Partnership (ADP) also indicate the significant impact of parental substance misuse on children and young people who may be at risk from emotional and physical neglect.
- 4.4** In 2018, Clackmannanshire was approached by the Winning Foundation about being involved in a pilot approach in Scotland of the Icelandic Prevention Model. In 2019, Clackmannanshire was invited by the Winning Foundation to join them to hear more about the model and attend the Planet Youth Conference. The Head Teacher of Alloa Academy joined the delegation. Following further discussions with other authorities, Scottish Government and the Winning Scotland Foundation (WSF), a collaborative approach to the IPM has been developed.

5.0 Considerations

5.1 In 2021, the 'Planet Youth prevention model' will be introduced to Scotland under the name of 'Planet Youth Scotland' through a partnership involving WSF, five public sector organisations and a total of 12 secondary schools across these areas.

- Argyll & Bute
- Clackmannanshire
- Dundee City
- Highland
- West Dunbartonshire

5.2 One of the objectives is to help create the conditions that will allow young people to lead fulfilling lives and feel supported by their family, school and community. This in turn will empower them to make positive, informed decisions relating to their health, lifestyle and education.

5.3 During 2021-2023, all secondary schools will be engaging in the IPM approach, which incorporates five principles that guide the design of partnership and community-specific strategies:

1	Apply a primary prevention approach designed to enhance the social environment.
2	Emphasise community action and embrace schools as a hub of area's efforts.
3	Engage and empower community members to make practical decisions using local, high quality, accessible data and diagnostics.
4	Integrate researchers, policy makers, practitioners, and community members into a unified team dedicated to solving complex, real-world problems.
5	Match the scope of the solution to the scope of the problem, including emphasising long-term intervention and efforts to marshal adequate community resources.

5.4 As a component of the intervention, surveys will be distributed to capture risk and protective factors in relation to individual, family, peer, school, leisure time activities and community characteristics as well as baseline information regarding substance use behaviours and mental health and wellbeing for each Learning Community.

5.5 The data captured will provide diagnostic information to assist both educational establishments and partners to align potential solutions. Continual analysis and review, community-driven goal setting and wider strategic planning will support decision making and actions and inform the development of key local and national drivers such as The Promise*, Clackmannanshire's Corporate Parenting Strategy ** and UNCRC***.

*The Promise <https://thepromise.scot>

**Corporate Parenting <https://www.clacks.gov.uk/document/2323.pdf>

***UNCRC <https://www.gov.scot/policies/human-rights/childrens-rights>

5.6 The model recognises that the social conditions that promote substance use among young people emerge from multiple, complex sources over time. Therefore, solutions designed to counteract, mitigate, or eliminate these social conditions are built on community capacity and long-term commitments from all stakeholders. The Model is supported by the Winning Scotland Foundation and Planet Youth

<https://planetyouth.org/2021/05/25/stirling-university-studies-the-icelandic-model>

5.7 A core component of the IPM is to act on local evidence, gathered via an annual, cross-sectional survey of secondary school pupils, which is then analysed and reported at a local school-to-school level. The Model survey includes 70 questions, which can be adapted to suit local context and provides outputs such as: *Proportion of adolescents who have drunk alcohol / taken drugs and: Substance use without parents/carers knowing adolescents' whereabouts.*

5.8 Planet Youth surveys will be issued to pupils from S2 and S3 in the 12 secondary schools taking part, including Alloa, Alva and Lornshill Academies. The survey data will be confidentially processed at the University of Reykjavik in Iceland and the survey reports will be produced and returned in November 2021. The reports will provide a detailed insight into the lives and lifestyles of participating pupils.

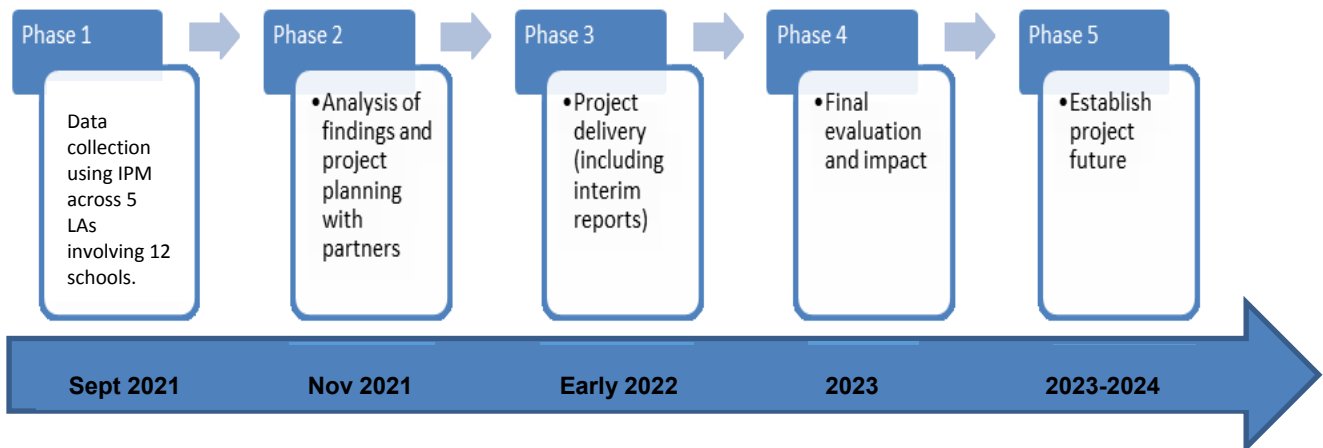
5.9 A local delivery partnership, likely to include representatives from education, health, social work, community, sport, arts and other public and third sector services, will be formed to analyse the data and to develop and implement measures that will address the needs and issues raised in the survey reports. Using this data, interventions utilised by IPM partnership may include:

- regular communication to parents, partners and young people
- increasing the availability of organised leisure, creative and active opportunities for young people
- strengthening the supportive network between schools, parents and community groups
- review and redesign of curriculum
- review of policy and practice

On going updates and reviews will form part of the IPM to ensure that all stakeholders are informed of progress and any actions align with strategic objectives.

6.0 Sustainability Implications

The IPM is part of a five year process. WSF and Clackmannanshire will commit to implementing phases 1 and 2 of the plan outlined below. If agreed / commissioned, a new partnership agreement will be prepared for activity beyond phase 2. **(Appendix 2)**



- 6.1. We are exploring the potential to create a knowledge exchange programme with Planet Youth sites in Iceland. The idea is that Clackmannanshire would be in touch with a locality in Iceland with similar demographics to our own high-school communities, but who are further down the line with implementation of the Planet Youth approach. The belief is that by ‘twinning’ our area with these more experienced partners, we will be able to learn from them, benefit from their experience and the good practice which has made their project a success.

7.0 Financial Implications

Cost of management and delivery of phases 1-2 of Planet Youth survey / Iceland project (re partnership agreement signed on 11/12/2020) £10,000.00

7.1. Staffing

There are no implications for staffing arising from this report.

8.0 Exempt Reports

- 8.1. Is this report exempt? Yes (please detail the reasons for exemption below) No

7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box)

- Clackmannanshire will be attractive to businesses & people and ensure fair opportunities for all
- Our families; children and young people will have the best possible start in life
- Women and girls will be confident and aspirational, and achieve their full potential
- Our communities will be resilient and empowered so that they can thrive and flourish

(2) **Council Policies** (Please detail)

8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes No

9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes No

10.0 Appendices

Appendix 1 - The effective delivery of substance misuse education in Clackmannanshire.

Appendix 2 – The Icelandic Model for Substance Use Prevention among Youth in Clackmannanshire 2 Year Plan

11.0 Background Papers

11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

Yes (please list the documents below) No

<https://www.gov.scot/collections/scottish-schools-adolescent-lifestyle-and-substance-use-survey-salsus/>


[Scottish Schools Adolescent Lifestyle and Substance Use Survey \(SALSUS\) 2015: Teenage life trends report](#)

[Clackmannanshire Health and Wellbeing Profiles – key indicators and overview](#)

Author(s)

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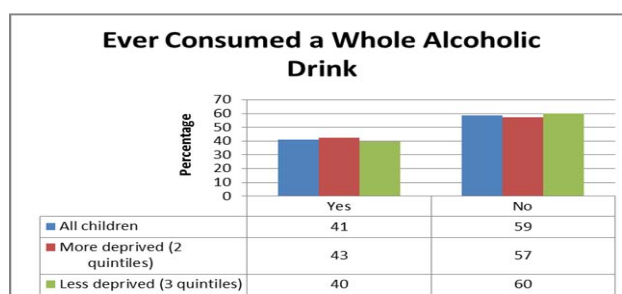
Approved by

NAME	DESIGNATION	SIGNATURE
Lorraine Sanda	Strategic Director (People)	

Substance Misuse and Education
May 2021
A Briefing to Outline the Current Context and Curriculum Supports across
Clackmannanshire

Context

Data from the last SALSUS (Scottish Adolescent and Substance Use Survey) (2017) highlighted that the impact of alcohol and drug use is a significant challenge for our 13-15 year olds, particularly for those living in our most deprived SIMD areas. While alcohol intake in young people has decreased in the last 10 years, in line with Scottish trends, the proportion of 13-15 year olds reporting wider substance misuse in Clackmannanshire is higher than the Scottish average.



On going data capture and evidence from ScotPHO

<https://www.scotpho.org.uk/media/1061/scotpho-hwb-profiles-aug2016-clackmannanshire.pdf>

and the Alcohol and Drug Partnership also indicate the significant impact of parental substance misuse on children and young people who may be at risk from emotional and physical neglect as well as managing fragile family relationships and friendships.

Rationale

Education supports a whole school approach that is central to the concept of positive health and wellbeing and choices.

All educational establishments are supported to provide substance misuse education that is integrated in a broader, consistent programme of education for Personal and Social Development. It is enhanced by a positive school ethos of safety, respect and support which is geared towards the development of decision making skills and a sense of responsibility.

This ethos creates an environment that expects and enables pupils to take responsibility for their own learning and behaviour, especially in relation to health-related issues.

A revised Substance Misuse Framework (2020), reinforcing wider partnership engagement and support, provides access to quality active learning methodologies that build on young people's previous experiences and provide differentiation and challenge. They allow for different learning styles and young peoples independence, supported by teachers and practitioners. These include:

- co-operative learning techniques

- development of critical skills, research and analysis of evidence based data
- use of problem solving/enquiry based learning
- peer education
- role play
- debates and discussions
- case studies

All practitioners are reminded that when planning, learning and teaching approaches should involve engagement with young people to take account of their voice and experiences. There is no “one-size fits all” approach, as each establishment context is different and may demand a range of targeted/bespoke inputs and interventions. Establishments are provided with up-to date data and research so that opportunities for learning reflect the needs of their local community and take recognition of learning abilities ,backgrounds, religion, ethnicity and values.

The knowledge and understanding, skills and attitudes developed and enhanced are closely related to the other aspects of the health and wellbeing experiences and outcomes. The opportunity to apply these skills and understandings in a range of contexts through cross -curricular and interdisciplinary approaches ensures that young people make connections between these different areas of learning.

They include:

- personalisation of learning which is delivered in ways which take account of the stage of development and understanding of each young person
- opportunities that are relevant and realistic and ensure that prior learning and achievement has been taken into account and been built upon
- appropriate personal support and pastoral care with an identified member of staff to ensure that young people feel supported when facing challenges and making choices

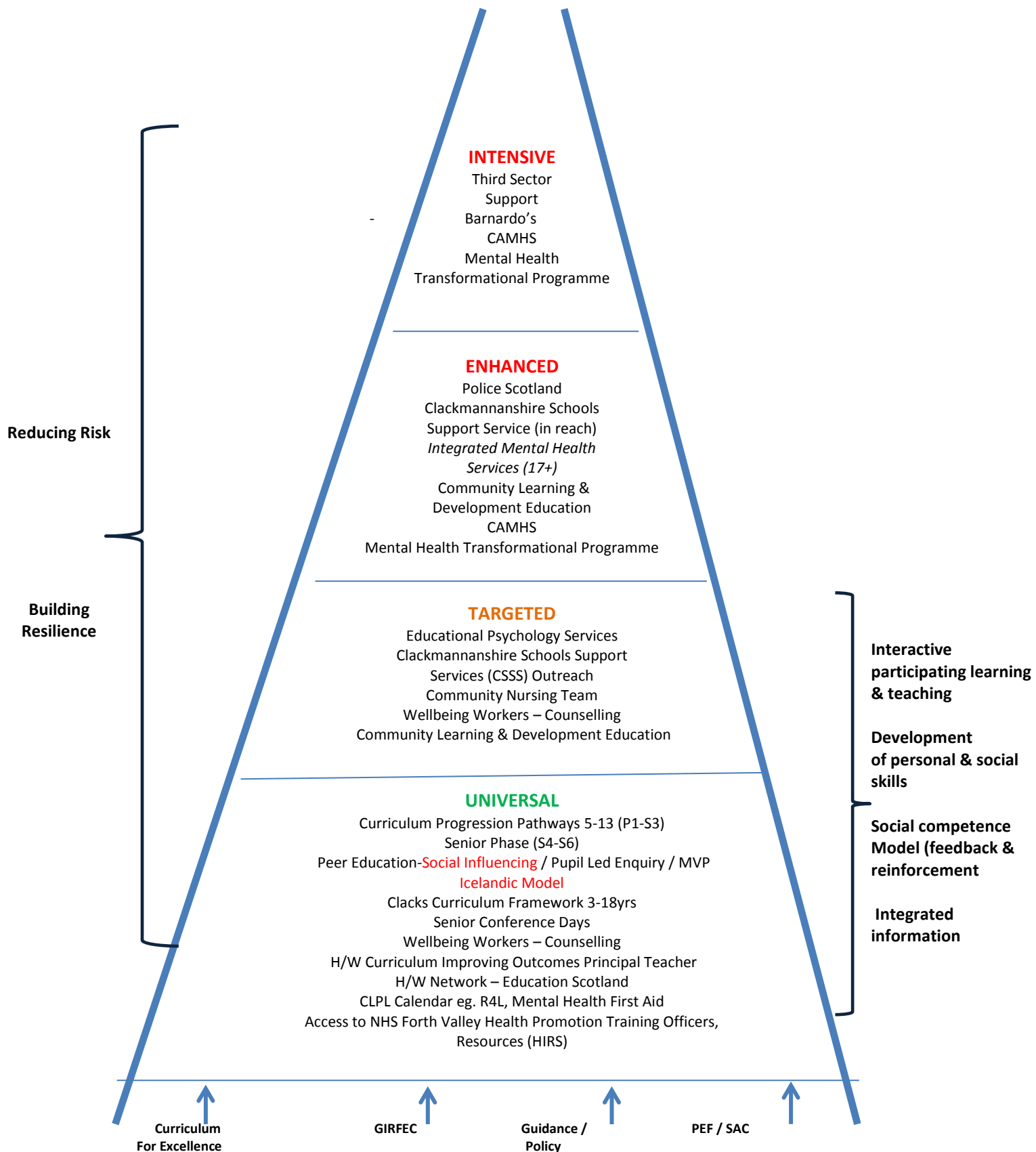
Close involvement with parents/carers and partnerships between teachers and colleagues such as health professionals, educational psychologists, sports coaches and youth teams ensure that all contributions come together in ways which achieve coherence and progression.

For our most vulnerable and at risk children and families, the GIRFEC Practice model of engagement and support is implemented.

Across Clackmannanshire this may involve Staged Intervention, a referral through the Vulnerable Children’s Panel, Internal/External Resource Groups to ensure that there is access to more targeted and enhanced support.

(See figure below Clackmannanshire -Support for Children and Young People with Substance Misuse concerns / issues 2021)

Clackmannanshire-Support for Children and Young People with Substance Misuse concerns / issues 2021



For 2021, there are a number of targeted approaches supporting the effectively delivery of substance misuse education across the curriculum.

These include:

- Icelandic Model
- Social Influencing
- National Health and Wellbeing Census

Icelandic Model

All Secondary Schools are currently participating in the Icelandic Model-a preventive model based on three pillars:

- (i) evidence-based practice
- (ii) using a community-based approach
- (iii) creating and maintaining a dialogue across research, policy and practice in substance use prevention

Guiding principles of the IPM

1	Apply a primary prevention approach designed to enhance the social environment.
2	Emphasise community action and embrace schools as a hub of area's efforts.
3	Engage and empower community members to make practical decisions using local, high quality, accessible data and diagnostics.
4	Integrate researchers, policy makers, practitioners, and community members into a unified team dedicated to solving complex, real-world problems.
5	Match the scope of the solution to the scope of the problem, including emphasising long-term intervention and efforts to marshal adequate community resources.

A core component of the Model is to act on local evidence, gathered via an annual, cross-sectional survey of secondary school pupils, which is then analysed and reported at a local school-to-school level. The Model survey includes 70 questions, can be adapted to suit local context and provides outputs such as: *Proportion of adolescents who have drunk alcohol / taken drugs and: Substance use without parents knowing adolescent's whereabouts.*

Using this data, interventions utilised by the Model may include:

- regular communication to parents
- increasing the availability of organised leisure opportunities for young people
- strengthening the supportive network between schools, parents and community groups
- review and redesign of curriculum
- review of policy and practice

Social Influencing

The Social Influencing programme was delivered in seven secondary schools across Forth Valley between September 2014 and May 2018. Two Clackmannanshire schools participated

in this programme (Alva Academy, Alloa Academy). The social influencing programme focuses on perceptions young people have of their peers' tobacco, alcohol and cannabis use. The process involved whole year groups of S2 and S3 pupils and consists of 3x50 minute interactive lessons. The first lesson is a survey of pupils' attitudes and behaviours towards tobacco, alcohol and cannabis. Lesson 2 is when the data is analysed by the pupils' themselves and used to create social norms marketing materials that promote the responsible and positive behaviours of the majority. Lesson 3 focuses on understanding how we can make errors and assumptions in our judgement about what is normal in our peer group. A further follow up lesson repeats the original survey a minimum of six weeks later to evaluate the impact of the programme. As the programme evolved over the years, core attitudinal questions changed to reflect current issues. The data collected from 2016 showed improvement in the four core attitudes surveyed with young people. A report on the impact of this short intervention programme was submitted to Forth Valley ADP.

<https://forthvalleyadp.org.uk/advice-support/social-influence/>

Moving forward Clackmannanshire Education Services will look to implement this approach with pupils at transition P7/S1/S2 to then link into the Icelandic model in our three secondary schools. The Forth Valley ADP have created a post to support LA's in moving forward with social influencing approaches however Covid -19 has had an impact on the implementation of this.

National Health and Wellbeing Census

The Scottish Government as well as the National Improvement Framework requires evidence to ensure their aims are being delivered as well as an increasing need for high quality improvement data at a local level.

The Children and Young People Health and Wellbeing Census aims to rationalise the range of school-based surveys such as SALSUS (Scottish Adolescent and Lifestyle and Substance Use Survey) , HBSC (Health Behaviours in School Aged Children) by providing a set of questions that all authorities will be invited to ask in their respective areas, which should result in comparable data being collected.

The Scottish Government has asked Clackmannanshire to undertake this census with pupils in their local authority area in Autumn 2019(DELAYED DUE TO Covid 19).

All P7, S2 and S4 pupils within funded primary, secondary and ASL schools in Clackmannanshire will be invited to take part in this census. Questions focus key themes to include:

- Relationships
- Sexual health(S2 and S4)
- Substance Use
- Food
- Health and Activity
- Friendships
- Parents/carers
- Communities

Clackmannanshire Council Education services will carry out this census by February 2022.

Once the census has been completed and all data returned, each local authority is expected to share this data with the Scottish Government's Education Analytical Services Division, which is part of the Scottish Government's Learning Directorate to inform policy and practice .

The Icelandic Model for Substance Use Prevention among Youth - 2 Year Plan

Action	Timescale	Key Staff and Participants
Meet with staff from Winning Scotland and Headteachers regarding key objectives of the Iceland Prevention Model (IPM) and discussion on how this will be taken forward and resultant impact/interventions.	April /May2021	C Scott (IOM) Grant Small (Impact & Delivery Manager, Winning Scotland) C Bruce (HT) S McEwan (HT) T Black (HT)
Agree key staff to lead the programme in schools and names of those to attend pre-survey training.	May 2021	Ray Hale (Alloa) Eilidh Abernethy (Alva) Patricia Gillon (Lornshell)
Planet Youth Comms Pack delivered to LA and details of key comms person for Clacks shared with Winning Scotland.	May 2021	Rick Orr (Development & Communications Manager, Winning Scotland) Karen Payton (Clacks/Press)
Pre-survey training for staff leading the programme in schools.	June 2021	Ray Hale (Alloa) Eilidh Abernethy (Alva) Patricia Gillon (Lornshell)
Briefing Paper written and act on feedback. Liaise with SW and ADP to ensure model aligns with the ADP and CSP.	June 2021	C Scott K Hills M Allan
Write a summary for partners and aims/actions for consideration in the CSP.	July 2021	K Hills
All Partner Meeting involving all five of the local authorities and partners to discuss best practice. Meeting with Elaine Lawlor / ADP.	August 2021	C Scott G Small K Hills/E Lawlor
People Committee Paper	16 th Sept 2021	C.Scott Elected Members
Comms to all partners and schools, parents/carers, Elected Members, media) outlining the programme, the benefits, the objectives and the support in place for young people.	September 2021	K Payton Alloa, Alva and Lornshell. Young people, parent, carers and families

The Icelandic Model for Substance Use Prevention among Youth - 2 Year Plan

<p>PHASE 1 Surveys issued to S2 and S3 Year Groups in Alloa, Alva and Lornshill. Data collection from all schools.</p>	<p>September 2021</p>	<p>Ray Hale (Alloa) Eilidh Abernethy (Alva) Patricia Gillon (Lornshill)</p>
<p>PHASE 2 Survey data will be confidentially processed at the University of Reykjavik. Analysis of findings and project planning with partners</p>	<p>November 2021</p>	<p>University of Reykjavik</p>
<p>PHASE 3 Project delivery (including interim reports). A local delivery partnership to include representatives from education, health, social work, community, sports arts and other public and third sector services will be formed to analyse the data and to develop and implement measures that will address the needs and issues raised in the survey reports.</p>	<p>Early 2022</p>	<p>Partners</p>
<p>PHASE 4 Final evaluation and impact of the IPM.</p>	<p>2023</p>	<p>C Scott Schools Partners</p>
<p>PHASE 5 Establish future project and activity based on impact/findings of previous two years.</p>	<p>2023-2024</p>	<p>C Scott Schools Partners</p>