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BACKGROUND

This short-term project came about by Soul City (SC) needing the Centre for Applied Legal Studies (CALS) to do some essential research and literature review around the topic of alcohol free schools and alcohol safe tertiary institutions in South Africa. This is to feed into a much longer term project - "Violence prevention through alcohol reduction" campaign that SC is running. The CALS/SC project was of 16 weeks duration. A draft copy was submitted to SC half way through the project to ensure that the research then was apposite to the needs of SC's bigger project. SC's feedback on the first draft helped us streamline the report according to their needs. The thrust from CALS was to conduct desk-top research on the subject. Analysis of the findings from this research formed the basis of the recommendations for practical measures that can be advocated by SC to effect change.

CHAPTER 1

METHODOLOGY

The data that makes up this report was collected through desktop research carried out between December 2009 and March 2010. The sole use of desktop research was concomitant with the requirements of SC and also because the method was appropriate for the limited time available in which to complete the project.

Research-based data was found from searching 'alcohol abuse' on Google Scholar. Results from one search led to another until there was clarity on the authors who had written extensively on the subject at hand. The search then drilled down on the work done by various authors as well as journal titles. Other research-based data came from surfing the websites of research institutes like the Medical Research Council (MRC) and the Human Sciences Research Council (HSRC). From these online searches CALS was able to get a picture of the patterns and prevalence, possible causes and the link of alcohol and violence and other social problems in South Africa. The data was categorised according to whether it was related to schools or to tertiary institutions.

Data on the legal framework was obtained from the websites of various government departments as well as searching for the relevant Acts by their names on the internet. This generated data in terms of legislation as well as policies which are relevant to the issue of alcohol use and abuse in the schools and tertiary sectors. University websites were also accessed for relevant policy documents regarding alcohol consumption.

The websites of various civil society organisations as well as players in the alcohol industry mostly generated data on efforts by the various stakeholders at reducing the consumption of alcohol and the treatment measures to combat abuse. Other data came from online as well as print news articles, which in most cases gave localised examples of the effects of alcohol.

The research literature was reviewed and emerging patterns of alcohol consumption in both schools and tertiary institutions are reported in this document. The legal framework and efforts currently in place to reduce alcohol consumption were analysed to see their strengths and weaknesses, as well as gaps in implementation to alleviate the problem. It is from this analysis that CALS was able to propose recommendations. These recommendations were based on:

- what were seen to be areas of weakness in implementation strategies that could be improved on
- practices that are reported to have worked elsewhere under similar circumstances.

All points referenced in the body of the report can be corroborated by referring to the list of References appended to the report from page 75.

CHAPTER 2

GENERAL INTRODUCTION

The issue of alcohol abuse among South Africans is complex. With roots in the apartheid era, it has remained a dark shadow on the nation, 16 years into its democracy. Alcohol abuse goes with a trail of damage for the individual consumer, his/her family, the community and even the nation, and the tragedy is that the country's youth across gender, race and social class are now caught up in the problem. Alcohol abuse has intertwined itself with poverty, crime and dysfunctional family life in a way that is difficult to determine cause and effect.

Alcohol is the primary drug of abuse in South Africa ^{1, 2}. The Department of Social Development (DSD) describes the prevalence of alcohol abuse as:

- the average per capita consumption among drinking South Africans is 20 litres a year, which is among the highest levels in the world
- many drinkers engage in harmful consumption patterns like binge drinking and drinking to intoxication (i.e. drinking to get drunk)
- binge drinking is most common among the youth, and is especially high (up to 25%) among males ².

High levels of alcohol consumption, particularly drinking to intoxication account for the most acute problems like accidents and injury ³.

Alcohol is easily accessible and available in South African communities. Parry (1998)⁴ reports South Africa has 23,000 licensed and between 150,000 and 200,000 unlicensed liquor outlets. This may be a gross underestimation. At the launch of Soul City's **Phuza Wize** campaign in Soweto, the national president of the South African Liquor Traders Association (SALTA), Saint Madlala, indicated that his association had a membership of 250 000. This shows South Africa has a liquor outlet for every 190 people.

Alcohol is implicated in many forms of interpersonal violence and aggressive behaviours, including:

- fire-arms related violence,
- family violence and violence-related injuries ⁵⁻⁷.
- interpersonal violence and self-imposed injuries, e.g. sexual violence, rape and child abuse. 9.1% of child sexual offences in 2001 involved the influence of alcohol⁸.
- male-on-male violence
- alcohol consumption at shebeens has been found to be particularly linked to murder⁸.

South Africa is known to be amongst the most violent places in the world and in the decade prior to 2006 the country consistently had one of the highest rates of recorded homicide globally⁸. Other studies also reveal a close connection between alcohol and violence, viz

- the Institute of Security Studies National Victim Survey of persons who were victims of serious assault
- the Non-Natural Mortality Surveillance System (NNMSS) (2002; 2003)
- the Medical Research Council (MRC) study of the early 1990s
- the HSRC national study of prisoners and parolees (1996).

In some parts of the country, more than 80% of all assaults and murders are alcohol-related⁹. Alcohol consumption does not only precede violent events, but the amount of drinking is also related to the severity of the violence¹⁰. Details of findings from these studies are in Appendix 2.

South Africa has particularly high levels of male-on-male violence. Interpersonal violence is a major cause of death among males. Findings from the 2004 NNMSS study show that the ratio of male:female deaths resulting from interpersonal violence is 6:1. Even though males are at higher risk of death or injury from interpersonal violence, they are largely the perpetrators of violence against women and children. Notably schools are not free of such violence.

Alcohol is known to place a huge burden on health, social welfare and the criminal justice systems of the country. This is due to the combined negative effects of alcohol on the physical, psychological as well as socio-economic well-being of individuals, families, communities and society at large. At least 5% of people who consume alcohol admit to having been injured or having injured somebody else in the preceding year as a result of their drinking¹. A person misusing alcohol can directly and always negatively impact on a minimum of 16 other people⁷. One study describes alcohol as a massive obstacle to a safe South Africa¹¹. There are also indications of a high correlation between alcohol abuse and various forms of anti-social behaviour¹. The abuse of alcohol increases the risk of injury and death from motor vehicle accidents, falling and drowning¹². A person is four times more likely to cause a car accident after drinking¹³, and alcohol abuse is a contributory factor to almost half of the traffic accidents in South Africa. This costs the country almost R20 billion¹⁴ every year.

The effect of alcohol on a drinker's family may include failure by a member to fulfil their social and financial obligations and/or lead to domestic violence¹⁰. A study by the MRC in the 1990s revealed that at least 67% of domestic violence is alcohol-related⁷. Alcohol intoxication is said to contribute to marital disharmony, domestic violence, and the general disintegration of family and community life¹⁵. Alcohol abuse is the main factor in the majority of cases in which women in South African communities are abused by their spouses⁹.

While these research findings are not directly linked to learners in schools or students in tertiary institutions, there is no logical reason why these findings would not also apply in the referenced context. The problem of alcohol abuse in both schools and tertiary institutions cannot be ignored. The youth in these institutions are the “adults” of tomorrow. They need protection from harm perpetrated by others as well as that which they may inflict on themselves. One way of offering such protection is through taking part in advocacy for alcohol-free schools and alcohol-safe tertiary institutions.

CHAPTER 3

ALCOHOL-FREE SCHOOLS

1. Introduction

Substantial research has been done on the issue of alcohol abuse among adolescents (and some into alcohol and other drugs), most of which has been from universities and other research institutions working from a medical perspective. The Department of Health (DoH) has been involved through funding of both research and treatment and putting in place policies for addressing issues related to alcohol and other drugs¹⁶. A number of the studies have been carried out in the Western Cape, particularly in Cape Town; a few are from Gauteng, KwaZulu-Natal and Limpopo provinces. Nothing has been found relating to the Northern Cape and North West provinces. None of the reviewed literature is produced by the Department of Education (DoE).

A lot of written prevention and treatment strategies are to be seen, for instance, through the DSD's National Drug Master Plan (NDMP). Little has been done on monitoring and evaluation of the same, so it is difficult to comment on the effectiveness of these strategies. 'Best practices' from countries with similar problems were researched and, these were incorporated in informing some of the recommendations. It is hoped that these recommendations will serve to guide advocacy campaigns for alcohol-free schools.

2. Prevalence

Alcohol consumption is prevalent in South African Schools, and shockingly even in primary schools. The situation is reported to be so bad that school principals have sometimes had to call in the South African Council on Alcoholism and Drug Abuse (SANCA) to help children suffering from hangovers¹⁷. The problem of alcohol abuse is not confined to a particular race or social class.

2.1 Alcohol abuse among the youth

This section draws on data from national surveys as well as articles based on smaller-scale research. The surveys that provide national statistics are:

1. South Africa Demographic and Health Surveys (SADHS) of 1998 and 2003

2. The First South African Youth Risk Behaviour Survey (YRBS) of 2002-2004.

Although these sources are quite old, they have been used at the time of collating this report, as no updated studies of this or a similar kind are available.

Research reports rising trends in alcohol abuse among youth (especially girls)¹⁸, as well as a drop in the age of first time drinkers of alcohol to be as low as nine years of age^{2, 17}. The South African Demographic and Health Survey (SADHS) of 1998 reveals that among the youth (aged 15-24),

- 23.5% of males and 8.5% of females are current drinkers and
- of those 29.3% and 30.1% males and females respectively engage in risky drinking during weekends^{2, 16}.

The statistics show that while a lower percentage of female youth consume alcohol, a great proportion of those who do - drink heavily. Drinking rates are reported to be higher in urban areas where alcohol is usually consumed at parties and social events, and is seen to have been supplied by host parents¹⁸. It is possible that alcohol is being taken to school as alcohol-laced juice¹⁸.

In 2002 the DoH and the MRC carried out the First South African Youth Risk Behaviour Survey (YRBS) among Grades 8-11 students throughout the country. Some of the findings were:

- 31.8% of male and 26.4% female students were current drinkers (i.e. had consumed alcohol within the month preceding the survey)
- There was a smaller difference in the prevalence of alcohol abuse among male and female learners compared to the 1998 SADHS report
- The Northern Cape had the highest prevalence rate at 54.4%, and was the only province where the prevalence of alcohol abuse was higher among females (59.2%) than males (46.4%)
- The national average for students involved in binge drinking was 23%
- Six of South Africa's nine provinces (i.e. the Free State, Gauteng, Mpumalanga, Northern Cape, North West and Western Cape) had binge drinking rates above the national average.

Smaller, localised studies paint an even dimmer picture:

- A HSRC nationwide study focusing on black students aged 10-21 revealed as many as 42.5% had used alcohol at some point in their lives¹⁹
- A study of Grades 8-12 learners (across races) from 16 High Schools in Cape Town reveals that 53.2% of respondents reported having consumed alcohol, while 26.2% had consumed alcohol within the week prior to the survey. 15.4% of the entire sample had been binge drinking during the previous fortnight²⁰
- Another study carried out among Grade 7, 10 and 11 learners from 35 high schools in Pretoria (ages 13-20years) revealed 62% of the

respondents had consumed alcohol on more than one occasion during the previous month, and that 40% had occasionally been drunk²¹

- Even among primary school learners drinking rates are as high as 27%, and of those 14% had drunk to intoxication¹⁹
- High risk drinking is common among learners from informal settlements¹⁹.

More information on the findings from these and other small-scale studies from various parts of South Africa are recorded in Appendix 1.

Between 1997 and 2001 an increasing proportion of South African adolescents were observed to abuse alcohol and other drugs, but alcohol was singled out as the most common substance of abuse²². The higher prevalence of alcohol abuse as compared to that of other drugs may be because of its ease of availability as well as social acceptability in comparison with other drugs⁵. Harmful drinking patterns have been observed among school learners of both genders. These harmful patterns have been observed to increase with age²². Some findings on drinking patterns are:

- 53.3% and 36.5% of Durban and Cape Town male learners respectively, are heavy drinkers²²
- The age of their first drink is as low as when they were 10 years old in some sectors of the South African population¹⁵
- Underage drinking has been observed in all sectors of South African society. The YRBS of 2002 revealed that a third of children under the age of 13 had consumed alcohol at least once²³. The percentage rose to 56% for those aged 17 and 23% of the youth involved in drinking had taken it to levels of bingeing.

The general picture from research so far undertaken in South Africa can be summarised thus:

- Underage drinking is common practice in South Africa,
- At least a third of school-going youth consume alcohol and many of them drink to intoxication,
- Even primary school learners are involved in alcohol abuse,
- Those youth who drink do so regularly, both during the week and weekends.

2.2 Alcohol abuse among educators

Alcohol use in schools is not just confined to learners. The HSRC (2005) reports on alcohol use among educators. From that study:

- 5.3% of educators are classified as high-risk drinkers
- drinking levels are highest among coloured and black males (18% and 16% respectively)

- younger educators drink more than their older counterparts
- educators in urban areas drink more than their counterparts in non-urban areas, and
- drinking rates are particularly high among educators in informal urban settlements (23.1% compared to 15.5% and 13.7% in formal and non-urban areas respectively).

These figures are particularly disturbing as alcohol abuse by educators is likely to affect their health which in turn is bound to affect the quality of education they will deliver. This can be clearly manifested, for instance, in frequent absenteeism which reduces the quality of the learning that they can dispense. Unfortunately the South African Council for Educators (SACE) Code of Professional Ethics does not directly address the issue of alcohol consumption by educators.

Lethoko (2002) indicates that SACE lacks adequate financial support for effective implementation of some of its crucial functions like the enforcement of its code of conduct. He also points to the slow response by the DoE officials - when principals report educators' irresponsible and unprofessional behaviour - as a contributory factor to weaknesses in policy enforcement. While these problems may not necessarily relate to misconduct associated with alcohol abuse, it is likely that educators get away with alcohol abuse for these very reasons⁶³.

3. Causes/Risk factors

The clear general message from the various studies is that youth in schools are abusing alcohol, even though the studies show different prevalence levels. Research indicates that the factors that lead to alcohol abuse by young people are varied and complex. It is important to identify what the causes may be. This will help identify appropriate interventions. The literature categorises the factors/causes into individual, peer, family, community categories. The complex ways in which these factors interplay should be always borne in mind in working out preventive strategies.

3.1 Individual factors

Young people including those of school-going age have a wide range of reasons as to why they consume alcohol. Some drink to:

- reduce tension and frustration
- relieve boredom and fatigue.

Alcohol is sometimes used as a means to escape the harsh realities of life⁵. Alcoholic beverages are also perceived to provide pleasure and are sometimes consumed as a sign of maturity or adulthood besides being imbibed for purely

social reasons⁴. Contributory factors to alcohol abuse among the youth^{12, 24} also include:

- Poverty
- low self-esteem
- general lack of purpose
- educational failure
- boredom
- physical and psychological problems.

3.2 Peers

An adolescent who has friends who consume alcohol is also likely to start drinking because of peer pressure^{4, 12} and the belief that *'everybody drinks'*. This can even turn ordinary school rivalry into serious incidents of violence. One example of this was widely reported in the media – the April 2005 incident involving a former St Stithian's learner who was assaulted by twenty St John's learners at a house party in Johannesburg. Reports indicate that alcohol was available at the party. Such incidents highlight a number of problems:

- Schools sometimes turn a blind eye to extra-curricula drinking
- Many wild parties involving alcohol and drugs happen after big school events
- It is common for learners to be involved in binge drinking on weekends
- It is common for learners to be involved in wild house parties without parental control
- Disproportionate levels of violence and even death are not uncommon at such parties
- Girls as young as 14 years are often seen at such parties.
- Learners even resort to measures such as applying for temporary passports specifically because it is easier to alter the date of birth²⁵.

Incidents like the one mentioned above show that alcohol consumption by learners does not always take place on school premises. In fact much alcohol abuse occurs outside school hours and school premises and so it is difficult for schools to regulate alcohol consumption directly. The Regulations for Safety Measures at Public Schools (as amended by GN R1128 in GG 29376 of 10 November 2006) does not permit either possession or consumption of alcohol during school activities within or outside school premises. This regulation does not however apply to independent schools. Parents therefore need to play an active role in protecting minors from alcohol-related harm.

3.3 Family

The research shows that family factors are critical. The break up of the family structure has been identified as a cause of alcohol abuse amongst adolescents²⁴. Problems in one's family may negatively affect a young person and lead them to alcohol abuse. Chaotic home environments, especially where parents abuse

alcohol, may lead children to follow the example set in the home. Ineffective parenting and child neglect lead to little parent-child attachment, and may lead adolescents to make poor choices of friends and also engage in deviant behaviour^{12, 24}. Exposure to drunkenness is also thought to lead to adolescent drunkenness, especially where family adult members are involved in similar behaviour patterns¹². There is a possibility that youth who abuse alcohol are already socially vulnerable, for instance if they come from broken families.

Some adolescents are actually introduced to alcohol consumption by family members. Research findings in the United States point to parents and relatives as the third most frequent source of alcohol for underage drinkers²⁶. Not much research has been done to investigate the source of the 'first drink' for many drinkers in South Africa, but parents and relatives have been implicated in introducing boys to alcohol²⁷. Research shows young people may get access to alcohol through being required to serve their parents' clients with alcohol, or being required to drink as part of some family ritual²⁷. This usually involves home-made brews, which the DSD (2006) describes as at times being more lethal than industrial brews.

3.4 School academic environment

None of the research used in this report actually cited alcohol consumption on school premises, but the fact that learners drink off site means they may also drink at school. Learners are more at risk of alcohol consumption where schools seem not to be active in maintaining order. When schools do not discourage alcohol consumption amongst learners, abuse is likely to occur¹². Availability of alcohol in and around school premises also facilitates abuse. According to Blaine (2008), large numbers of students in uniform are seen milling about in streets during school hours (Cape Town), while in Durban and Johannesburg there are shebeens just metres away from some schools^{6, 28}. In such cases students may spend break periods hanging around alcohol outlets. This calls for vigilance among staff to control learners' access to alcohol.

3.5 Community/ Society

From the research we can identify several risk factors associated with alcohol abuse among learners.

1. easy accessibility of alcohol
2. lack of recreational facilities
3. alcohol promotion
4. flavoured alcoholic beverages
5. economic value of alcohol.

3.5.1 Accessibility

Despite formal legal prohibitions, alcohol is very accessible to youth. They can get alcohol from bottle stores, supermarkets, bars and shebeens. Easy access to

alcohol increases the probability of use by young people¹². Some outlets sell alcohol to underage children, in direct contravention of the terms of their licenses. While the school is responsible for ensuring that learners do not access alcohol during school hours, it is the trader's responsibility to ensure they do not sell alcohol to minors.

3.5.2 Lack of alternative recreational facilities

The recreational use of commercial alcoholic beverages is also to blame for the abuse of the beverage by adolescents²⁹. In poorer communities which lack alternative recreational facilities adolescents are likely to engage in alcohol abuse¹⁶. As already mentioned consumption of alcohol is viewed by many as a social activity, and so where there are no alternatives, youth resort to alcohol as a form of recreation.

3.5.3 Alcohol promotion

Alcohol advertisements and promotions also play an important role in encouraging the young to drink³. Sarah Fisher reporting for an Open Society Foundation for South Africa & Dopstop Project (2004) believes children are taught to drink by the liquor industry via their advertisements. Adolescents and young adults have become the target audience for alcohol marketing¹⁵. Alcohol abuse by the youth is partly due to the portrayal of alcohol in advertisements and films as part of the upbeat lifestyle for young people^{12, 15}. This creates an intimate relationship between young people and alcohol because alcohol is portrayed not as a commodity but as a concept, an experience and a lifestyle¹⁵.

3.5.4 Flavoured alcoholic beverages (FABs)

Related to the issue of alcohol promotion and advertisements is the introduction of new alcohol brews that have high alcohol content, but mixed in a juice or soft drink base and aimed at attracting the youth²⁹. International research shows FABs are very popular with underage drinkers⁵⁴. Examples of these include wine coolers, alcopops, pre-mixed cocktails and energy drinks. Such drinks can get consumers intoxicated in a short period of time because they are very palatable and do not taste of alcohol¹⁵.

3.5.5 The economic value of alcohol

These socio-economic factors at both immediate community and broader societal levels are complicated by the contribution that the alcohol industry makes to the national economy. Alcohol is a dependable source of tax revenue for the government and provides employment for thousands in both the manufacturing and retail sectors, as well as indirectly through the hospitality industry¹⁵. Some alcohol outlets especially in the poorer areas are actually the sole source of income for families. It is important to note that there will be resistance to these strategies from various stakeholders who stand to gain commercially from alcohol. This has to be considered in working out preventive strategies against alcohol abuse among the youth. It is important to note that there will be

resistance to the strategies from various stakeholders who stand to gain commercially from alcohol.

4. Violence

Violence is widespread both in South African schools, as newspaper reports often show. The violence manifests itself through:

- bullying,
- stabbing,
- shooting, and
- sexual assault^{30, 31}.

Even though there is currently little research that attributes school violence to alcohol abuse, the link between the two cannot be completely ruled out. Violence involving learners is not confined to school premises and school hours, but quite often happens off site and after school hours and is linked to alcohol. Examples of out-of-school violence include:

1. The April 2005 case of a St Stithian's former learner who was severely assaulted and injured by St John's boys at a house party²⁵,
2. The September 2007 case of a King Edward VII (KES) Grade 11 learner who was stabbed to death and another seriously injured when trying to break up a fight involving KES and Athlone Boys' High School learners. This was at a house party³².

There is little quantitative data on the severity of the problem of violence in schools as there very few studies focusing on alcohol-related violence in schools. The 2002 YRBS seems to be the only national study on this subject matter. The survey reports "youth risks" involving assault, rape and other violent behaviour (where students can be either the perpetrators or the victims). Students who participated in the survey admitted to being members of gangs and to carrying dangerous weapons (see Table 1 below).

Risky Behaviour	National average (%)
Member of a gang	18.1%
Carried a gun	12.2%
Carried a knife	25.5%
Carried any other weapon	28.2%

Table1: Potentially violent behaviour among high school students³³

Newspaper reports also confirm that learners carry weapons³⁴. While these risky behaviour patterns are not always linked to alcohol abuse, it is important to note that substance abuse increases the risk of violence among learners, both within and outside school premises.

5. Other related problems

Among school-going youth, alcohol abuse (especially binge drinking) has been found to be associated with:

- truancy and absenteeism from school
- rowdy behaviour that makes teaching difficult
- leads to academic failure
- The need to repeat grades
- expulsion from school or an individual dropping out of the system altogether¹.

A two-year longitudinal study³⁵ revealed a strong association between binge drinking, dropping out of school and low academic aspirations¹².

The following are some of the effects of alcohol abuse by young people:

- Alcohol increases the risk of later addiction and abuse of other drugs^{2, 5}
- It leads to personal and social disorganization, and predisposes the individual to serious and even fatal diseases and accidents⁵
- It leads to the disruption of relationships with family, teachers and other peers
- It can lead to alienation from the non-alcohol abusing social world. This is shown to cause self-destructive behaviour, e.g. suicide^{5, 22}
- It can lead to involvement in crime. Learners admit to taking people hostage, sexual assault and carrying weapons (especially large knives and guns)³³.

Alcohol abuse among adolescents is linked to engagement in risky sexual behaviour, e.g. 2002-2003 studies in Gauteng point to strong links between adolescent drinking and involvement in risky sexual behaviour^{22, 29}. The frequency of alcohol use and quantities consumed have been found to be significantly associated with the number of sexual partners a person has had and engagement in sex that at a later stage gave cause for regret. There is a link between alcohol use and unplanned pregnancy as young people are likely to engage in unprotected sex when intoxicated⁶.

A study in the Central Karoo²⁴, shows young girls who drink are vulnerable to rape, and in cases where they fall pregnant damage is also extended to the unborn child. This damage can manifest itself as Foetal Alcohol Syndrome (FAS). The Central Karoo has the highest ever recorded levels of FAS in the world²⁴. FAS causes mental retardation and is thought to be related to crime, HIV/AIDS and substance abuse. FASfacts describe FAS not just as a mental disability, but as a social disorder linked to

- learning disabilities
- early school drop-out

- juvenile delinquency (especially early involvement in crime)
- poverty
- unemployment
- teenage and unwanted pregnancies
- gangsterism
- homelessness
- alcoholism³⁶.

This therefore suggests that efforts at reducing the prevalence of FAS may go a long way in reducing some of the country's social problems.

There has been very little research into the social and health consequences associated with alcohol use/abuse by young people in South Africa⁴. The World Health Organisation (WHO) however reports a strong correlation between adolescent drug abuse and problems like teen suicide, car accidents, school drop-out, depression, mood disorders and schizophrenia³⁷.

While relatively few South African high school students drive, amongst those who do drive, 7.8% admitted to having driven after consuming alcohol, while 10.6% admitted to having walked alongside a road after drinking alcohol³³. If the youth can get away with drunk driving, such a trend sets a behaviour pattern for the years ahead. Even those students who do not consume alcohol are not completely safe on roads where drunk driving is so common. Four learners from a school in Soweto (Johannesburg) were killed in an accident involving two allegedly drunk drivers who were racing each other³⁸. The learners were walking home after school. Learners are therefore at risk of alcohol related traffic accidents as drivers, passengers and as pedestrians.

6. Regulatory framework

Under the South African Constitution (section 28(1) (d)), every child has the right to be protected from maltreatment, neglect, abuse and degradation. In light of the pernicious effects of alcohol abuse (whether by the child itself or within the family) on all aspects of a child's life, the state, caregivers and educators clearly have a responsibility to ensure that children are protected from the dangers of alcohol abuse.

The regulatory framework within which the challenges associated with alcohol abuse in respect of children are addressed is comprised of a range of different legislative and policy measures. Some of these are measures that protect children generally from being exposed to alcohol, while others focus specifically on alcohol in the school environment. These measures should also be seen against the backdrop of the Government's developing strategy aimed at

mounting a comprehensive and integrated plan to deal effectively with all aspects of substance abuse in South Africa. This strategy, which is driven by the NDMP, under the Prevention and Treatment of Drug Dependency Act 20 of 1992, and the more recent Prevention of and Treatment for Substance Abuse Act 70 of 2008, is discussed in greater detail later.

The most important measures comprising the regulatory framework are:

6.1 Liquor legislation

The Liquor Act 59 of 2003, contains the following significant provisions-

- It prohibits the sale or supply of liquor to minors (the Act has the same prohibitions in respect of methylated spirits). **However, a special provision allows, amongst others, parents and adult guardians to supply moderate quantities of liquor to minors in certain circumstances** (section 10)
- It prohibits advertising liquor “in a manner intended to target minors” (section 9(1)(a)(ii))
- It prohibits the employment of persons under the age of 16 in any activity relating to the manufacture or distribution of liquor (section 8)
- The contravention of these provisions constitutes a criminal offence, with extremely stringent penalties, including a fine of up to R500 000 or R1 million or imprisonment for a period of up to one year, or five years, depending on which provision is breached.

While Provinces have the power to adopt specific legislation dealing with the retail sale of liquor, they cannot adopt laws in conflict with the prohibitions contained in the national Liquor Act.

6.2 The South African Schools Act 84 of 1996

A recent amendment to this Act (in 2007) makes provision for search and seizure and drug testing at schools (section 8A). These provisions focus on “illegal drugs” and “dangerous weapons”, and are clearly aimed at improving safety at schools. **From the definition of “illegal drugs” it does not appear to include alcohol.** A reading of the Regulations enacted to implement this provision of the Act (see below) confirms that these measures are not aimed at testing for alcohol. However, this does not preclude schools from adopting other appropriate measures to deal with alcohol-related issues.

This Act also provides for governing bodies of public schools to adopt codes of conduct (section 6). While no specific reference is made in the Act to the need to adopt an alcohol policy as part of a school’s code of conduct, such alcohol policies would clearly be in line with other provisions prohibiting alcohol at schools (see further below) and with the NDMP. It is important to note that the

code of conduct must provide for support measures or structures for counselling in respect of a learner involved in disciplinary proceedings (section 8(5)(b)). This places an obligation on schools to deal with alcohol-related disciplinary issues in a constructive, rather than a punitive manner.

An internet search for the codes of conduct of schools with websites revealed that a fair number of schools have such codes present. However not all of these schools include an alcohol policy as part of their code of conduct. From this search it was not possible to gauge the extent to which less well-resourced schools, such as township schools or rural schools generally have adopted alcohol policies, as websites for such schools do not seem to exist.

6.3 Education Laws Amendment Act 53 of 2000

It is an act of misconduct under this Act if an educator is under the influence of an intoxicating, illegal, unauthorised or stupefying substance, including alcohol (section 11 (p)). According to section 10 (e), however, it is a **serious misconduct** if an educator is in “illegal possession of an intoxicating, illegal or stupefying substance”. Educators found guilty of serious misconduct must be dismissed, according to the Act. **The difference in the provisions of these two sections is worrying as it would appear that possession of intoxicating substances is a greater offence than the actual intoxication.** Moreover, alcohol related conduct is not included in the serious misconducts (section 10(e)) but is included in 11(p). It is therefore not clear from this Act whether alcohol possession and intoxication is meant to be an ordinary or serious misconduct.

6.4 Regulations for safety measures at schools

Two sets of these Regulations have been promulgated under the South African Schools Act: one set of Regulations governs public schools, and the other governs independent schools. In many respects the Regulations are identical, save for some important differences described in more detail below.

The Regulations declare both public and independent schools to be “drug-free and dangerous-object free zones” (regulation 4(1)). There is no reference to “alcohol free zones” in this declaration, even though elsewhere in the Regulations, specific reference is made to alcohol. **This highlights a worrying gap that appears in the regulatory framework governing schools, viz. a tendency to focus on drug-related problems, and an oversight of the need to deal specifically with alcohol abuse, in schools.** This is a significant gap if one takes into account the research discussed earlier indicating the prevalence of alcohol abuse among school goers, and the role that alcohol plays as a gateway to drugs.

The Regulations prohibit any person from entering public or independent school premises under the influence of alcohol (regulation 4(2)(d)). However, although the Regulations include specific search provisions, these refer only to illegal drugs, and not to alcohol.

An important difference between the provisions governing public and independent schools relates to the possession of alcohol by persons at any school activity. Insofar as public schools are concerned, no educator, parent or learner may possess alcohol during any school activity (regulation 4(4)). A school activity includes educational, cultural, sporting or social activities, whether within or outside the school premises. This is a far-reaching provision. Its exclusion from the Regulations governing independent schools may be explained by the need for such schools to have greater freedom in undertaking activities aimed at raising school funds, given that they cannot rely on the state for funds. Such a restriction, it might be argued, would unduly limit such fund-raising activities.

Our research did not reveal the extent to which this provision is enforced in practice. In this regard, **it should be noted that a breach of this provision is not an offence under the Regulations.** Furthermore, the Regulations do not indicate any other form of enforcement. Most significantly the Liquor Act of 1989 (Act 27 of 1989), which is still in force in Provinces that have not yet adopted their own Provincial liquor legislation, a temporary liquor licence may be granted to the principal of an educational institution (section 27(c)). This clearly is a contradiction that requires attention if the state intends the provision in the Regulations to have any efficacy.

The Regulations require both public and independent schools to develop action plans to counter threats of violence that could have an impact on school activities, and to ensure the safety of learners, teachers and staff. The Provincial Head of Department must provide guidelines to assist this process. In addition, schools must also engage in advocacy campaigns around the right to be protected against violence. In light of the government's recognition of the link between substance abuse generally and violence, as reflected in the NMDP, these Provincial guidelines ought to include action measures aimed at curbing alcohol-related events that compromise the well-being of the school and the safety of attendees.

6.5 Regulations regarding devices to be used and procedures to be followed for drug-testing at schools

These Regulations have been promulgated under the South African Schools Act. They seek to effect a balance between the obligation to respect the right to privacy and dignity of learners, with the need to take preventive action to deal

with drug-related activities at school. It is essentially a balancing exercise between the rights of the individual learner concerned and the rights of the rest of the body of learners to a safe environment that is conducive to learning. As indicated earlier, the provisions do not cover testing for alcohol. However, an annexure to the Regulations (Annexure A) contains a fairly detailed and useful guide to educators of the common symptoms associated with both drug and alcohol use.

6.6 The Children's Act 38 of 2005

The Children's Act 38 of 2005 provides a general framework for dealing with children who may be victims of abuse or in need of care and protection. It is important to note that the provisions regarding the protection of children, discussed below, while on the statute books, have yet to be put into effect. In the interim, protective measures under the Child Care Act 74 of 1983 would apply.

The Children's Act expressly recognises that a child who is addicted to dependence producing substances and is without support to obtain treatment for such dependency is a "child in need of care and protection" and the protection and support mechanisms established under this Act would therefore be applicable. Any person who reasonably suspects that a child is in need of care and protection may report the matter to a police official or to a child protection officer. Educators have an obligation to make a report if a child is being subjected to physical injury or deliberate neglect. This may serve to protect learners who are the victims of violence as a result of alcohol abuse in the home.

However, the statutory protection measures under this Act can be drastic, and may involve court proceedings and the removal of children into alternative care. The Act therefore places an obligation on government at national level to devise prevention and early intervention norms and programmes to avoid the necessity of resorting to the formal, statutory protection measures. The DoE is specifically identified as one of the departments that must be involved in devising such programmes.

6.7 Draft policy framework for the management of drug abuse by learners in schools and in public and further education and training institutions

This policy emanates from the national Department of Basic Education (DoBE). Although the DSD, on its website, notes that this is a policy that the DoBE has adopted and distributed to schools, no reference is made to it in the DoBE's own website. The only copy that was accessible was undated, and referred to as a draft policy. The policy was developed in conjunction with the NDMP. Its key thrust is not only the support of learners who abuse drugs, "but also the majority of the learners and staff who do not use drugs but who may be affected by the

usage of drugs by others” (paragraph 4). It complements other policies and legislation on the control and management of drug abuse in schools especially the Regulations for Safety Measures at Public Schools, and those in respect of independent schools, discussed above. Although the policy refers throughout to “drugs”, the glossary indicates that this includes alcohol. However, the policy is generic in its approach and no specific guidelines for alcohol are included in it.

The following features of the policy are noteworthy-

- It is based on the recognition of the detrimental effects of drug abuse on the social, physical, emotional and psychological well-being of individuals
- It rejects a purely punitive approach in dealing with drug abuse and aims at ensuring that provincial departments of education support those who require help for drug dependency problems
- It identifies the need for schools to send out the clear message that drugs are not acceptable in South African schools
- It requires schools to develop clear intervention and prevention policies underpinned by a “restorative supportive orientation”. These must be communicated and disseminated in a “culturally appropriate and inclusive way”
- It recognises the importance of drug education and, in addition to it being included in the curriculum for Life Orientation, it recommends that schools should involve outside specialist organisations in their intervention programmes
- It identifies the importance of educating parents, as well as training and support for educators in both pre-service and in-service programmes
- While the policy specifies the need for the Department to support those who require assistance with drug dependency, it recognises that if an individual refuses assistance, appropriate and strict disciplinary measures will be taken
- It places an obligation on schools to develop a drug use, misuse and dependency management plan and provides that these should be subject to regular monitoring and evaluation.
- It provides that SAPS, the Departments of Health, Social Development and Justice should also be involved in developing supportive management plans.

No research or information from either the DSD or the DoBE on the extent to which this policy has been implemented and monitored was located. While it is clear from our research that many schools are adopting alcohol and drug policies, we have thus far not come across any research on the effectiveness of such policies.

6.8 The National Youth Commission Act No. 19 of 1996

The Act defines as “youth” any person aged between 14 and 35 years. This means the provisions of this Act cover persons in both schools and tertiary institutions. The Act provides for the setting up of a National Youth Commission (NYC) whose prime responsibility is to develop a national youth policy and a youth development plan, which has to be integrated with the Reconstruction and Development programme (section 3(b)). Other duties (section 8(1) (a) include

- assessing new needs of, and opportunities and challenges for the youth (v)
- carrying out and causing to be carried, out studies concerning youth affairs (vii)
- developing and conducting education and information programmes to foster public understanding of matters pertaining to the youth (xi)(aa; bb).

The NYC was set up as provided for in the Act, and the Commission had in place the National Youth Policy by 1997. It is not clear to what extent the duties stated in Section 8 of the Act have to date been carried out. A lot of studies have been carried out by research institutions and the DoH and the NYC could use findings from these to inform their strategies on both youth development and public education and information programmes.

6.9 Teachers’ Unions

The South African Democratic Teachers’ Union (SADTU) code of conduct makes no mention of alcohol abuse. The union undertakes to take disciplinary measures against members who do not abide by the provisions of its code. Lethoko (2002) however notes that the union rarely enforces these regulations, meaning that even if they were to include alcohol abuse in their code of conduct, they would still not act against members who breached it.

No code of conduct was found on the National Professional Teachers Organisation of South Africa’s (NAPTOSA) website.

7. National Strategy for combating substance abuse

The South African government has adopted both legislative and policy measures aimed at developing a cohesive and cross-sectoral national response to the problem of substance abuse. This strategy does not treat alcohol separately from other drugs of abuse. The legislative basis for this development is the Prevention and Treatment of Drug Dependency Act 20 of 1992, which will be superseded by the Prevention of and Treatment for Substance Abuse Act 70 of 2008 when it comes into operation. Along with these laws, two National Drug Master Plans have been devised, with the current one covering the years 2006-2011.

This development is based on the recognition that substance abuse is a major contributor to crime, poverty, reduced productivity, unemployment, dysfunctional family life, the escalation of chronic diseases, injury and premature death. In order to deal effectively with the range of problems associated with substance abuse, the government has recognised that a collaborative approach must be adopted, involving all levels of governments, across different departments, civil society and other community stakeholders, including schools.

The following are the most significant features of this initiative-

- While there is a specific focus on certain aspects of drug-related issues, such as the need to combat drug-related activities in the context of organised crime, there is express recognition of the need to develop programmes of action in respect of alcohol-related problems as well
- One of the main goals of the initiative is to facilitate co-ordinated efforts to combat problems associated with substance abuse, and to require government departments at all levels to integrate substance abuse issues into the mainstream of their development programmes
- The lead Department is the DSD. Other departments that are expressly drawn into the process include the DoBE; the DoH; the Department of Justice and Constitutional Development (DJCD); the South African Police Service (SAPS); the NYC; the Department of Trade and Industry (DTI) and the Department of Transport (DoT)
- Provinces must establish Provincial Substance Abuse Forums and must develop integrated Mini Drug Master Plans for each Province
- Local Government must establish Local Drug Action Committees, which must develop action plans in line with the relevant Mini Drug Master Plan
- There is express recognition of the importance of community-based intervention programmes and the importance of partnerships and collaboration with Civil Society Organisations. In fact, the 2008 Act requires that community action groups and non-governmental organisations are represented in Provincial Substance Abuse Forums
- Issues relating to the youth and substance abuse are identified as an area of national priority. The NDMP recognises that major gaps exist in intervention programmes for the youth, especially in rural areas
- The NDMP also identifies gaps in information regarding certain prevalent trends; the economic costs of substance abuse; effective community-based intervention approaches and the impact of current policies. It recognises the need for extensive research to be undertaken to fill these gaps
- There is recognition of the need to adopt specific prevention and intervention strategies to different at-risk groups
- The obligation rests on each responsible government department to provide the human, material and budgetary resources for purposes of implementing the programmes.

From the information available it is difficult to assess the extent to which the goals of this strategy have been or are being achieved. Our research of the websites of the various Departments involved (including the DoE) produced little information on the programmes and activities undertaken in furtherance of the national strategy. Even the DSD's website provided little information that was substantial and specific. At present, from information largely obtained from DSD documents, the following activities by various government and other sectoral role-players can be identified.

7.1 Government strategies

7.1.1 Department of Social Development (DSD)

This Department leads the campaign against substance abuse and is responsible for, among other things, the development and evaluation of programmes on prevention, early intervention and treatment of abuse-related issues (DSD, 2006). The DSD has a special focus on the youth and hopes to prevent drug abuse among youth through

- use of drama, music and sport
- use of restorative justice
- vigorous law enforcement
- ensuring effective drug education programmes in schools
- public education programmes especially focusing on the youth
- involve youth in life skills and other programmes to promote a healthy lifestyle².

7.1.2 The Department of Basic Education (DoBE)

The DoBE addresses the alcohol abuse issue through the Life Orientation learning arena. The curriculum is aimed at providing knowledge on drug use so as to help learners make informed choices when confronted with drug-related problems². As Life Orientation is an examinable subject, it is likely that the content on drugs is taught at all levels and in all schools. Whether the intended objectives of the inclusion of this content are achieved cannot be currently determined no information on any evaluations focusing on the Life Orientation intervention.

Outside the school curriculum DoBE has engaged other stakeholders in improving safety in schools. In 2002 the Department together with SAPS produced a workbook entitled *Signposts for Safe Schools: Enabling safe and effective teaching and learning environments*. The aim was to provide a guide for school managers, governors, educators, parents and police in the development of their school safety programmes. A Safe Schools Programme was launched in February 2008 in view of recognition by the DoBE that learners and educators

needed support in the area of safety in schools. The programme is meant to address safety and security and “other key issues” that hamper the attainment of quality education in schools. At its launch the programme worked with nine schools, one from each province, and identified the challenges they are facing in relation to aspects of safety. The DoE gets support for the Safe Schools Programme from the Royal Netherlands Embassy and the Centre for Justice and Crime Prevention (CJCP). Implementation is done in partnership with the United Nations Children’s Emergency Fund (UNICEF). The participating schools are given safety infrastructure, i.e. fences, gates, security lights, metal detectors and the services of security guards. School management and learners are then trained to deal with crime and violence.

Alcohol is not specifically mentioned as a problem in these strategies. It is not clear if it is included in the “other key issues” stated above. The success of this programme to an extent depends on its ability to address the root causes of safety issues that are faced by schools. The link between alcohol and violence was discussed earlier in this report and it is likely that abuse of alcohol by school students and educators contributes to violence in schools.

The DoBE and UNICEF also work in partnership in Super Sport’s “Let’s Play” initiative which is aimed at enhancing recreation through sport and play.

In addition, the DoBE has implemented various legislative and policy measures discussed under the “Regulatory Framework” section, above.

Other measures include initiatives by provincial education departments. For example the Western Cape has devised strategies involving five levels of support to resolve and prevent problems of drug (including alcohol) abuse in schools³⁹. These include classroom-based and school-based strategies as well as those based at youth care and education centres. The Western Cape’s Safe Schools Programme and other strategies are discussed below.

The Western Cape Safe Schools Programme

This initiative by the Western Cape DoBE is aimed at ensuring a safe school environment for successful teaching and learning. It includes the installation of security systems in schools as well as addressing the social environment through:

- behaviour and attitude change programmes, whose strategies include support in conflict management, trauma counselling, entrepreneurial training and sport and cultural activities
- working with schools to mobilise community support for safe schools
- the establishment of a Safe Schools Call Centre which receives calls from learners experiencing abuse or other forms of violence
- school leadership management training on effective governance.

The DoBE works in partnership with Community Policing Forums, Neighbourhood Watch and other community organisations.

As is the case with the national DoBE School Safety Programme, the Western Cape provincial programme also does not specifically refer to alcohol-related problems. Security systems and involvement of the community may help to keep students within school premises and reduce their chances of purchasing and drinking alcohol during school hours. This has the potential of making schools both alcohol free and safe.

7.1.3 Department of Health (DoH)

The DoH has a long history of involvement in issues of drug (including alcohol) abuse, and their efforts have been on the increase since 1994¹⁶. Following recommendations in the report of the DoH's Mental and Substance Abuse Committee, the DoH has been involved in raising awareness of drug abuse problems, prevention, treatment and rehabilitation of substance abusers as well as in the facilitation of cooperation between the Departments of Health and Welfare. Part of the involvement of the DoH is through funding of research initiatives and involvement in collaboration with both local interest groups as well as international organisations (e.g. the United States Institute on Alcohol Abuse and the WHO)^{29, 29}.

No further information was available from the DoBE website.

7.1.4 The Department of Justice and Constitutional Development (DJCD)

No information on the NDMP was available on the DJCD website. However, the National Prosecuting Authority (NPA), which has the responsibility of prosecuting offenders, falls under this Department. Their responsibilities would include the prosecution of offences under the Liquor Act relating to, *inter alia*, the supply of liquor to minors. We have not been able to access any statistics on related prosecutions or conviction/acquittal rates. It is therefore difficult to assess the extent to which these criminal provisions are being enforced.

In addition, the DJCD implements diversion programmes within the criminal justice system for young and non-violent offenders. This includes the diversion of drug-dependent offenders to treatment programmes rather than to prison.

7.1.5 National Youth Commission (NYC)

The Commission's function is to assist in developing a youth development policy with reference to, among other things, substance abuse and related matters. They are mandated to work with youth who are both in and out of school².

The first National Youth Policy was developed in 1997. Since then revisions have been on-going and to date there is a five-year National Youth Policy covering

2009-2014⁴⁰. Health, education, safety, security and justice as well as sports and recreation are among the policy's key strategy areas. The health strategy area identifies youth engaged in alcohol and substance abuse as needing particular attention. It recommends that the National Youth Health Action Plan identifies research data on youth health matters including those related to alcohol and drug abuse. The document also recommends that community structures be established to support those struggling with alcohol and drug abuse.

The safety, security and justice strategy area acknowledges that youth are often directly affected by issues of crime and justice and are exposed to threatening or dangerous environments. There is also an acknowledgement that some youth participate in crime and that this is to an extent a result of alcohol abuse. The document recommends the need for safety and security for young victims as well as justice and rehabilitation for young perpetrators.

The National Youth Policy was formulated before the first NDMP (1999-2004), but there is evidence of alignment between the objects of the second NDMP and the National Youth Policy. Although no further information could be found on the NYC programmes, its policy gives provision for compliance with its NDMP obligations, which could in turn contribute to the reduction in the prevalence of alcohol consumption among school students.

7.1.6 Department of Safety and Security (DoSS)

The Department's involvement is mainly through the SAPS. It has five key programmes:

- Administration
- Visible Policing
- Detective Services
- Crime Intelligence
- Protection and Security.

All the five programmes have drug reduction strategies². Part of SAPS's direct contribution to alcohol-free schools is through their Youth Desk running at various stations throughout the country. It appears each station has the liberty to work out how they run their Youth Desk. Examples found were the Linden and Meadowlands Youth Desks (both in Johannesburg) where efforts were made to promote awareness of the dangers of alcohol and other drug abuse among school students as well as awareness of the dangers of possessing guns. If SAPS continue to strengthen such preventive forms of policing as well as community liaison, they may make a significant contribution towards reduction of alcohol consumption amongst the youth.

The SAPS is responsible for investigating crimes. This would include the investigation of offences under the Liquor Act in relation to minors. However,

there was no information pertaining to the NDMP on the DoSS website. As with prosecutions of these offences, therefore, it is difficult to assess the extent to which they are being enforced.

7.1.7 Department for Sport and Recreation (DSR)

There was no information pertaining to the NDMP on the DSR website. Insofar as this Department is involved with drugs, its emphasis appears to be on combating the prevention of illegal drugs and substances in sport. The Department has a potentially significant role to play in helping to channel the energies of the youth of this country away from substance abuse towards sport as an uplifting factor in life.

The South African Rugby Union and Tag Rugby Association embarked on a Tackle Safety project piloted in 40 Western Cape schools and involving 24,000 learners⁴¹. Participating schools are all under the Safe Schools Programme and the project gets support from the United Nations Office for Drugs and Crime, the Western Cape Provincial Government, SAPS and Choice for Life Organisation. The project uses sport to steer youth from drugs and crime but at the same time to expand their sporting opportunities. Coaches for this project are from SAPS, a strategy meant to build trust between children and the police. Choice for Life Organisation delivers the anti-drug and anti-crime message. This strategy is said to have been successfully used in the United Kingdom⁴¹.

The Tackle Safety project has potential to make a significant contribution in the reduction of alcohol consumption and crime among learners through

- its potential to work with large numbers of learners, hence the information has a larger audience
- bringing together police and learners in a friendly environment
- the attraction of sport.

Soul City could partner with this and other sports organisations to promote sport and at the same time steer youth away from the lure of alcohol. This could be a way of ensuring the DoBE, and SAPS fulfil their obligations under the NDMP.

7.1.8 Department of Trade and Industry (DTI)

This Department is responsible for the regulation of the liquor industry through administering and enforcing the Liquor Act No. 59 of 2003 through the National Liquor Authority (NLA)¹⁴. Both provincial and national governments are responsible for the regulation of the liquor industry. The Liquor Act aims at reducing the socio-economic costs associated with alcohol abuse and to promote the development of a “responsible and sustainable liquor industry”¹⁴. The Act also makes provision for the public participation in the liquor licensing process. Reference has already been made earlier to the specific provisions of this Act prohibiting various alcohol-related activities in respect of minors. Enforcement of

relevant laws however needs strengthening as reports show that traders continue to sell liquor to school children²⁸.

7.2 Civil Society

Civil society works closely with DSD². Some of the key players are discussed below.

7.2.1 South African National Council of Drug Abuse and Drug Addiction (SANCA)
Through its Teenagers Against Drug Abuse (TADA) programme it has set up youth action groups in high schools which aims at preventing substance abuse amongst this age group. They run a programme with young adults aimed at identifying early warning signs of alcohol dependency. SANCA also provide training and support for youth as well as prevention and awareness for parents and educators. Although this programme has not been evaluated it appears to be useful.

7.2.2 Open Society Foundation (OSF)

In 2000 the OSF worked on a project in Durban aimed at improving school security and safety at 14 schools. They worked with SAPS Youth Desk and the Community policing forum. Participating schools formed School Security Committees comprising, learners, educators and members of the School Governing Bodies (SGBs). The committees then had to develop Safer School Plans. In 2004 the OSF Criminal Justice Initiative in partnership with the Dopstop Association also organised a forum for discussion and debate on issues pertaining to alcohol and crime. Participants at the forum included researchers and practitioners in the field, mainly from the Western Cape.

7.2.3 Arrive Alive

Arrive Alive provides online road safety awareness information including highlighting the fact that alcohol is a contributory factor in road traffic accidents. They work in partnership with the DoT and their strategies include:

- giving information on the provisions of the Road Traffic Act of 1989
- publishing news items on road safety related issues
- supporting schools in setting up scholar patrols
- supporting individuals and institutions who take the initiative to arrange road safety conferences in South Africa.

7.2.4 FASfacts³⁶

FASfacts is aimed at educating the public on the negative effects of alcohol consumption during pregnancy, in a bid to reduce the prevalence of FAS. They currently only work in the Western Cape. FASfacts uses experiential learning to convey the message to Grade 6 and 7 learners, working youth, adults, parents,

and people in farms and farming communities. They use rap songs and talks on both radio and television. They also make use of the electronic media, and their songs are downloadable from the internet. FASfacts have also produced a film highlighting the negative effects of alcohol.

7.2.5 Life Talk

Life Talk started as the title of a book *Life Talk for a Daughter* by Izabella Little. More books, *Life Talk for a Son* and *Life Talk for Parents* have since been published, and the work has expanded to include talks and workshops. The books, talks and workshops give parents, teachers and teenagers guidelines for dealing with challenges faced by adolescents and young adults. Areas of focus include teenage drinking, drugs, enhancing communication and coping with peer pressure. Life Talk has been featured on South African radio stations and television channels and they produce a newsletter featuring teen-related challenges. The newsletters have a section for questions and answers. Life Talk believes parents and teachers can work together to overcome not only alcohol-related, but also other problems that teenagers face in the world today.

7.3 Research institutions

The contribution of research institutions in South Africa is focussed primarily on increasing awareness and knowledge in respect of, *inter alia*, prevalence and trends of alcohol use/abuse, and the effectiveness of intervention and prevention strategies. Comparison with relevant research in other parts of the world informs on the effectiveness of preventive strategies and 'best practices' that could be implemented locally. Some of the most active research institutions in South Africa in this arena are:

- South African Community Epidemiology Network on Drug Use (SACENDU)
- The MRCs Alcohol and Drug Abuse Research Unit established in the 1990s
- The Foundation Alcohol-Related Research at the University of Cape Town,
- The HSRC
- Council for Scientific and Industrial Research

Five international substance abuse conferences have been held in South Africa since 1994 and the number of peer-reviewed publications on substance abuse-related topics has also increased²⁹. Details of related efforts in the field are outlined in Appendix 3.

7.4 The media

The media has a significant contribution to make in raising public awareness of the alcohol problem. The print media often carries news items which inform on the extent of alcohol-related problems. Although media reports do not give a clear picture on prevalence, the reports help highlight the challenges and bring out some individual cases that would not otherwise come up in a survey. Electronic media is extensively used through the development of websites. Both government departments and independent organisations use electronic media to disseminate information on their activities in respect of alcohol-related matters. Government departments also make use of the radio to disseminate information on the dangers of alcohol⁴². Research institutes make research reports available on line which increases the accessibility of such reports to the public.

7.5 Alcohol industry

7.5.1 Industry Association for Responsible Alcohol (ARA)

ARA seeks to reduce alcohol-related harm through combating the misuse and abuse of alcohol and promoting responsible use. They are involved in broad-based strategies reaching out to schools, universities, families, and alcohol traders. Their outreach methods vary, ranging from posters in trains and taxis, radio and television adverts and the production of training materials. For 16 years ARA has been involved in life-skills education in schools through the Horizon Lifestyle Education Project, which has been instrumental in implementing life skills education in all grades. The programme has reached about 1000 schools⁴. In 2006 ARA partnered with the Western Cape DoE in piloting the Prevention of Underage Drinking project, which is a part of the Safer Schools Project.

In May 2008, ARA launched the booklet *Teenagers and Alcohol*. The booklet informs parents and teenagers about the harmful consequences of alcohol use and offers practical guidance to parents on initiating conversations with their children on alcohol related matters. The booklet is free and can be downloaded from the internet.

7.5.2 South African Breweries (SAB)

SAB has an on-going programme on countering alcohol abuse among the country's drinkers. In 2009 they launched a R50 million campaign targeting drivers and pregnant women. Their aim is to raise awareness about the negative consequences of irresponsible drinking.

8. Analysis of the regulatory framework and related strategies

8.1 Legislative Framework

8.1.1 The Liquor Act No. 59 of 2003

In prohibiting the sale and/or supply of alcohol to minors, the Act contributes towards protecting both minors who drink by prohibiting their access to alcohol as well as minors who would otherwise be in the same environment with peers who drink alcohol in schools. The Act also makes it illegal to employ a person under the age of 16 years in activities related to the manufacture and distribution of alcohol which again reduces the minors' access to alcohol.

However the employment cut-off age has a loophole in that minors who are 16 years or older, but below the age of 18 can be lawfully employed in the alcohol related industry. This gives them almost unlimited access to alcohol. This may still lead to underage drinking.

Another major problem of the law is that it is poorly implemented, especially, policing and prosecution of vendors who supply alcohol illegally to underage youth. The penalties on conviction should be sufficiently serious to deter the convicted vendor and others from engaging in this activity.

8.1.2 The South African Schools Act 84 of 1996

The Schools Act has provision for support and counselling of students struggling with drug problems. School Governing Bodies (SGBs) are required to adopt policies on how to deal with issues of illegal drugs. A gap in the Act is its failure to list alcohol among items that may be lawfully seized if a student is found possessing the said item. The exclusion of alcohol testing in Annexure A of the South Africa Schools Act is in contradiction to the Regulations for Safety Measures at Public Schools, in the same Act, which prohibits educators, parents, learners or any other persons to possess or use alcohol during any school activity.

While the relevant policies are strong on drug abuse, the problem of alcohol abuse tends to be side-lined. For example, alcohol may be included in the definition of "drugs" in some policies and regulations, but there is little or no attempt to treat the problem of alcohol abuse specifically. There are many differences between alcohol and drugs, with young people being exposed to alcohol use as an acceptable activity for parents and other adults. Thus alcohol use is not portrayed as a strict "no – no" as is the case with drugs. For this reason, different approaches are required to prevent and deal with alcohol abuse than might be the case with drug abuse. This differentiation is not apparent from the current relevant policies and guidelines. The regulations also seem to overlook the association between drugs and alcohol, and it is likely that the

students who are involved in drug abuse started their downward spiral with alcohol. Another gap in the same legislation is the difference in provision between public and independent schools in terms of use and possession of alcohol during school activities. The reason for this differential treatment is not stated.

8.1.3 Education Laws Amendment Act 53 of 2000

As already said in Section 6.4 of this report both the possession and consumption of intoxicating substances by educators constitutes an act of misconduct, but is it not clear whether alcohol consumption constitutes serious misconduct. Clarity on this aspect is vital so that it becomes clear how seriously the DoBE views alcohol possession and consumption by educators while they are on duty. This will make it easier to evaluate how effectively these regulations are enforced.

Implementation of regulations regarding the use of alcohol by educators is also a problem. No statistics are available on teachers disciplined for alcohol, and this is a problem as it is difficult to determine the extent of the problem. Even when disciplinary measures are taken, indications are that they are not taken seriously. In the Eastern Cape, for instance, two teachers (one of them a deputy principal) seem to have got off lightly with R50 fines for being drunk in class⁴³. Such examples by educators have negative implications on the achievement of the objectives of ridding schools of alcohol as well as of achieving safety.

8.1.4 The National Drug Master Plan

The NDMP is recognised as the centre of government intervention against alcohol and other drugs. The strengths of the plan lie in its orientation towards collaboration among government departments as well as with civil society and community organisations. This realisation of the weakness of fragmented efforts may go a long way in reducing levels of alcohol consumption in society at large.

As already noted there seems to be little acceptance among policy makers of the harm related to alcohol as a substance of abuse. The NDMP lacks a specific focus on alcohol related issues and does little to address alcohol abuse among learners. Alcohol consumption among school-going youth needs to be given special attention due to high prevalence rates. The plan should also address the link between violence and alcohol more thoroughly. The NDMP lacks specificity on monitoring and evaluation capability of suggested interventions.

8.2 Efforts by other stakeholders

8.2.1 Civil Society

The strength of strategies from civil society lies in their readiness to engage both schools and communities. Their outreach to communities usually involves all stakeholders from learners, parents, educators, SAPS, government departments, and community organisations. Their interventions involve schools directly and they work in collaboration with different government departments. Interventions by civil society organisations are varied.

8.2.2 The Alcohol industry

With a vision of promoting responsible alcohol use among South Africans, the alcohol industry claims to use a variety of dissemination strategies and collaborate with relevant government departments to put across their message. ARA for instance, works directly with schools and tertiary institutions holding awareness campaigns about the dangers of alcohol abuse. SAB activities however lack a direct focus on education institutions. The concentration of youth in schools and tertiary institutions should naturally attract the alcohol industry to carry out awareness campaigns in these locales. The exclusion of education institutions in the industry's strategies could otherwise be interpreted as a way of protecting the large market that is formed by young people.

9. Effectiveness

The issue of effectiveness of different strategies is implicitly included in the analysis of current strategies to reduce alcohol abuse among adolescents. The identification of strengths and weaknesses of different strategies in a way helps to identify what works and what does not. Only a few of these strategies have been evaluated, so there is very little information as to whether current efforts can be rendered effective or otherwise. The DSD promises regular monitoring and evaluation of strategies laid down in the NDMP 2006-2011². This is yet to come to fruition. Appendix 3 gives details of some work done and results of evaluation, where these were done.

Anecdotal evidence has shown community-driven campaigns to be effective in addressing alcohol abuse problems²³, but strategies currently in place would not really be regarded as effective. The DSD (2006) expresses concern that intervention programmes are not reaching all youth, especially those living in the rural areas. One of the greatest limitations is in terms of language. Most outreach programmes are in English and only a handful in any of the other official languages. Issues of lingual diversity have to be considered in both planning and implementation of any interventions regarding issues of alcohol abuse so that programmes effectively reach all communities. The national and provincial

Departments of Welfare have however done exceptionally well in using various language for information and dissemination (see Appendix 3). However their work was on the use of drugs and not on the issue of alcohol specifically.

10. Recommendations

South Africa generally acknowledges the existence of problems associated with excessive alcohol consumption among its citizens. However it has yet to fully accept that the problem also exists among school-going youth which has a negative impact both in the present and the future. Acknowledging that learners abuse alcohol is a step towards working out solutions. It is also important to acknowledge the impact of alcohol abuse by important adults in the lives of the learners. This includes parents and teachers. Research evidence points to high rates of drinking among both male and female learners, and across race and social class. While there is little research evidence to support association between alcohol abuse and violence in schools, anecdotal evidence points to this association. It is in the light of the fact that South Africa has a problem that is not fully acknowledged that we make the following recommendations that Soul City could use in their advocacy for alcohol-free schools.

10.1 Schools and the DoBE

As schools are under the jurisdiction of the DoBE, we suggest that the department takes a visibly leading role in ensuring both safety of learners and educators in schools and ensuring schools are alcohol-free. We recommend that Soul City lobby for:

- **Greater recognition by DoBE of the potential harm caused by alcohol abuse by learners, and for specific measures to address the problems**
- **Schools (both public and independent) to be declared alcohol-free zones**
- **The law to treat both public and independent schools in the same way**
- **The Education Laws Amendment Act to be clarified so that both possession of alcohol and intoxication on the part of the educators are viewed as equally serious cases of misconduct**
- **Schools to extend disciplinary measures for incidents involving alcohol (including underage drinking) to outside school premises and school hours**
- **All schools to be security fenced and for movement in and out of schools to be controlled**
- **Search, seizure and testing regulations to be put in place for alcohol in the same manner as for illegal drugs and dangerous weapons**
- **Regulations on searches and seizures to be enforced on a daily basis,**
- **Schools to use breathalysers and carry out random alcohol tests, so that cases of suspected alcohol consumption by both staff and students can be verified**
- **Schools to identify alcohol vendor sites in the vicinity and build relationships with them to prevent the sale of alcohol to learners**
- **Notice boards should be erected at each school identifying all prohibited items, including alcohol**
- **DoBE to fund research in schools to get a clearer picture of the prevalence and causes of alcohol-related problems among students, and the extent to which students are involved in violence (both as perpetrators and as victims), and in other social problems**
- **National and provincial DoBE to fund research on monitoring and evaluation of the implementation by schools of alcohol-related policies.**
- **Provincial and district management to work towards improving attendance and discipline by educators and principals so that learners are not left to their own devices**
- **School management to include rules regarding alcohol in admission forms so that learners and parents are informed of the school's position regarding alcohol in schools**
- **DoBE to ensure schools have plans for dealing with possession of weapons, alcohol and drugs, and plans for dealing with truancy, gang membership and related activities. This must be included in the admission forms**
- **DoBE to equip schools for greater involvement of learners in extramural activities as a way of diverting their attention away from alcohol**
- **The senior primary and high school day be extended to 8 hours to reduce the amount of time that learners may otherwise spend loitering between school and home.**

- **DoBE to collaborate with the DoH to provide information on treatment facilities for those with alcohol problems**
- **Schools to partner with parents and alcohol traders to prevent the sale of alcohol to minors**
- **Schools to recognise that off-site alcohol abuse is widespread and is often associated with male-on-male violence and that in partnership with parents and learners, schools need to adopt effective strategies for dealing with this problem**
- **Schools to treat alcohol abuse as a problem that requires strong partnership between the school, parents and learners, and the community in which the school is situated**

10.2 SACE and Teachers' Unions

These organisations are the custodians of the teaching profession and need to be seen to be taking an active role in promoting professional standards. Soul City's advocacy campaign could include the following:

- That SACE includes a clause on alcohol in its code of professional conduct.
- That all teachers' unions have a code of conduct which includes an unequivocal stance against alcohol possession, consumption and abuse during school activities.
- That SACE and teachers' unions take disciplinary measures against members who are in breach of the codes.

10.3 The Department of Social Development

The DSD is in charge of spearheading and monitoring the implementation of all government strategies against drug (including alcohol) abuse. We suggest that Soul City advocates for the following steps to assist in the reduction of alcohol abuse by school students:

- The DSD recognises the need to treat alcohol abuse specifically and not simply as a sub-category of general drug abuse.
- The Department comes up with a national master plan specifically addressing alcohol issues,
- DSD specifically address the alcohol abuse in schools as an existing problem that needs intervention now, and establishes an action plan in this regard in partnership with the DoBE.
- The DSD work in collaboration with provincial and local governments to address issues of poverty, unemployment, and provision of alternative recreational facilities especially for the youth.

10.4 The Department of Safety and Security

Soul City could lobby for the development of partnerships between SAPS and schools at community level. Such partnerships could use creative methods like sports in linking SAPS with schools. This could help in diverting the attention of learners away from alcohol use.

10.5 The Department of Justice and Constitutional Development

Soul City could lobby the NPA to prioritise the prosecution of vendors who sell alcohol to minors. Guidelines should be devised to encourage prosecutors to use expert evidence on the harm caused by underage alcohol use to warrant harsh sentences.

10.6 Provincial governments

Provincial governments are responsible for the licensing of alcohol traders. To assist in the realisation of alcohol-free schools, they could:

- **Enforce regulations about licensing outlets outside given minimum distances from nearest schools, so that schools and areas within their vicinity are truly alcohol-free**
- **Set maximum numbers of alcohol outlets within a given area to reduce accessibility of alcohol**
- **Outlaw unlicensed alcohol trading by imposing heavy penalties on those who fail to comply**
- **Improve the levels of unannounced inspections to vet compliance with the prohibition on selling alcohol to youth**
- **Enforce the withdrawal of liquor licences for vendors who breach this prohibition.**

10.7 The National Youth Commission

School learners form a significant component of the total youth population. The NYC should have comprehensive alcohol-prevention plans for in-school youth. Soul City could advocate that the NYC contributes to the goal of alcohol-free schools in the following areas:

- **Assisting schools in developing greater variety of sport and recreation facilities, especially for poorer schools**
- **Carrying out campaigns in schools against underage drinking as well as educating youth on the dangers related to alcohol abuse**
- **Work-shopping learners in anger management to develop conflict resolution skills.**

10.8 Parents

Parents have the capacity to contribute to the problems related to alcohol abuse by their adolescent children. Soul City could partner with civil organisations that deal with family issues and could run regular meetings with them to encourage the following:

- **Taking an active interest in children’s school activities as a way of showing support for their children. This has potential to increase the children’s sense of self worth and may keep them away from viewing alcohol consumption as a way of ‘fitting’ into social life**
- **Knowing and caring for their children’s struggles and supporting them through those struggles. Research shows some adolescents consume alcohol to ‘escape’ from problems**
- **Taking an active interest in children’s school as well as out-of school activities so that they have an idea of what is transpiring in the children’s lives**
- **Limiting the amount of pocket money given to children. If children have large amounts of money available they are not forced to make choices between spending it on alcohol or other desirable objects**
- **Spending time with their children, both after school and during weekends, so that children feel loved and cared for. This also helps parents to notice any unusual behaviour which may point to alcohol abuse**
- **Seeking professional support for themselves and their children if they suspect alcohol-related problems**
- **Be willing to cooperate with school authorities and teachers in all matters, and especially those related to alcohol abuse.**
- **Making an effort to know their children’s friends so that they know the type of influence their children are getting**
- **Being exemplary role models for their children particularly in their own relationship to alcohol. Research reveals some youth say they were introduced to alcohol by parents or other relatives**
- **Teaming up with other parents to adopt a common policy for their children on alcohol use. This prevents the problem of children saying, “all my other friends are allowed to have a alcoholic drink at parties”**
- **Getting buy-in from the school to endorse and encourage parents to adopt a common policy on alcohol after hours and on weekends.**

Parents should focus on a preventative approach towards alcohol abuse in their families rather than wait reacting only once it is detected. Prevention of alcohol abuse is definitely better than a cure. In families where parents use alcohol, the message moderation should be exemplified by word and deed.

10.9 Communities

In an atmosphere of alcohol abuse families suffer emotionally and sometimes even physically from abuse. Communities are not spared the strain as alcohol abuse can bring with it gangsterism and crime in the neighbourhood. Young people can terrorise whole communities, e.g. through bullying, holding others hostage, theft, burglary and rape. Research suggests community driven

strategies are effective in preventing alcohol abuse¹². Community-driven strategies are considered effective because:

- Community members have experiential knowledge about the problem as it manifests in the neighbourhood and so their suggested solutions are likely to be relevant
- Community members know the area well. Thus the community can effectively police activities in their neighbourhoods
- The involvement of locals makes the tasks of monitoring and evaluation a lot easier.

Soul City may thus closely work with communities in their advocacy campaign. Community involvement can contribute towards the achievement of alcohol-free schools as well as achieving the security and safety areas surrounding schools. This can be done through:

- **Organising communities to voice their protest against alcohol outlets that do not comply with legislation,**
- **Mobilising communities to participate in decisions on the registration of alcohol outlets in their communities by, for example, ensuring that certain areas are made alcohol-free zones. If this is not possible to monitor alcohol outlets to comply with stipulated trading hours**
- **Boycotting unlicensed traders**
- **Organising support workshops for parents/families to spread information on support available to struggling individuals and their families**
- **Mobilising locals into participating in alcohol abuse prevention and treatment programmes**
- **Partnering with community police stations to ensure effective law enforcement around alcohol-related issues**
- **Taking part in community events that encourage healthy living and provide the youth with outlets for other activities e.g. community fun sports leagues; youth centres etc.**

When communities come together and cooperate they wield enormous strength and are likely to be heard. The residents of Meadowlands (Soweto) for, instance, have appealed to the Liquor Board to enforce the laws on the sale of alcohol to minors²⁸. The community's stance may contribute to stricter law enforcement of liquor legislation in the Gauteng.

10.10 The Alcohol Industry

The position of the alcohol industry seems to oscillate between maintaining profits and promoting responsible alcohol consumption. If alcohol manufacturers

are in favour of the latter, more unequivocal action is called for from the alcohol manufacturers especially in the following areas:

- Avoiding advertising that targets the youth market. The industry may need to acknowledge valid research findings that link advertising to alcohol consumption by youth. This is an issue Soul City could engage on with the government to prevent youth-directed advertising campaigns
- Reducing the alcohol content in alcoholic beverages
- Restricting or prohibiting the manufacture of flavoured alcoholic beverages. At the very least these drinks should have reduced alcohol content.

Soul City may therefore include these recommendations in their advocacy.

11. Conclusion

Ridding South African schools of alcohol is an enormous project, made even more complex by the substance's acceptability by society. Being available at home, consumed by parents, teachers, and peers puts adolescents in a situation where they can hardly see the consumption of alcohol as a possible problem. Education and awareness are the key areas that need strengthening and should not only be aimed at young people. Efforts should be spread into families, schools, and communities. The government has a key role to play through passing relevant laws and policies, and enforcing and monitoring their implementation. Prevention strategies should be participatory and evidence/research based, paying attention to context. The broad social strategy as suggested by the current NDMP² must aim at reducing the risk factors and enhancing protective factors. Some of these are highlighted below:

Risk factors

- **Poverty**
- **Unstable and abusive family environment**
- **Child neglect**
- **Lack of enforcement of regulations governing safe environments at school**
- **Monitoring of advertisements targeted at the youth by the alcohol industry**

Protective factors

- Strong family bonds
- Parental monitoring of children's activities and peers
- Clear rules of conduct for family members
- Parental involvement in the lives of children
- Strong links with schools and religious organisations

These protective factors can be strengthened through strong collaboration with civil organisations, the alcohol industry, SAPS, schools, family and individuals. Change in attitudes towards alcohol needs to start from the individual moving out to the broader society.

CHAPTER 4

ALCOHOL-SAFE TERTIARY INSTITUTIONS

1. Introduction

While alcohol abuse among young people attending tertiary institutions in South Africa is an area of major concern, not much research has focused specifically on this issue. As a result, the information contained in this report on the prevalence and effects of alcohol abuse are drawn from general studies, such as the WHO's 2004 Global Status Report on Alcohol. Some of the information has also been drawn from research on the issue that has been conducted in other countries. It was difficult to find many research outputs linked to alcohol and tertiary institutions which are governed by the Department of Higher Education (DoHE).

The information contained in this section of the report must be read in conjunction with the general information contained in Chapter 1. We will focus in this section on issues that have particular relevance to alcohol abuse in the tertiary environment.

2. Prevalence

There is little research-based evidence on the prevalence of alcohol abuse in South African tertiary institutions. Only one nationwide study (by the HSRC) has been undertaken in respect of alcohol consumption among the youth in general⁴⁴. Other available research evidence is based on small samples, at

- Rhodes University,
- University of Cape Town,
- University of Stellenbosch,
- University of the North²⁷.

The media is also a source of information on alcohol-related issues at tertiary institutions. A number of online news articles giving information on the situation at universities were accessed. The rest of the sources used in this report focused on alcohol abuse by young people. In this case, age was used as a general guide as to whether participants in the research might have been tertiary or high school students. So, while some of this information may not specifically be about students in tertiary institutions, the general patterns of alcohol use and abuse may be similar to that of students given the similarities in age. A lot of the research from the health sector does not treat alcohol abuse separately from that

perpetrated by the use of other drugs. We have tried as far as possible to select information from these sources that pertains only to alcohol.

2.1 The general picture

The majority of students at tertiary institutions have reached the age of legal alcohol consumption which currently in South Africa is 18 years of age. For this reason, consumption patterns become particularly relevant. Little is known about consumption patterns among young people in South Africa because very few representative surveys on alcohol consumption have been conducted²⁹ thus far. Much less is known about the actual prevalence of alcohol misuse on campuses⁴⁵. The international pattern however reveals that young people drink in order to get drunk. There is a high prevalence of drunkenness and a trend toward the use of spirits (e.g. hard liquor) among the youth in many countries³⁷.

Of all substances abused in South Africa, alcohol is the most popular among the youth¹³, and this sets in place high consumption patterns and related problems in adulthood⁹. Even though there is a lack of comprehensive data, evidence suggests South Africans generally do not drink responsibly²⁰. 40% of South African young men and 15% of young women drink alcohol and a large number of them drink heavily. Young males drink more frequently than their female counterparts, and are more likely to engage in higher risk behaviour, but females are more likely to drink greater quantities⁴⁶. According to the South African Demographic Health Survey (SADHS) of 1998, a third of South African drinkers consume alcohol at risky levels, and engage in binge drinking²⁹. Other harmful patterns revealed by the same survey include:

- Frequent drinking without consumption of food
- Drinking in public places
- Communal drinking (drinking from a common container)
- High levels of drinking at social events, e.g. weddings and funerals.

Drinking levels vary across Provinces. The 2008 HSRC National AIDS Survey suggests that in the Western Cape, the Northern Cape, the North West and Free State provinces more than 10% of those who consume alcohol engage in binge drinking. Higher levels of drinking have been observed in urban than rural areas. Research points to an increase in both general alcohol consumption and heavy drinking especially among the black youth^{22, 29}. Above all, South Africa has hazardous drinking patterns, shown by

- Drinking first thing in the morning
- Drinking to intoxication, and
- Drinking without the consumption of food⁸.

Young adults have the highest prevalence of problem drinking especially binge drinking¹³. A study on college students in the United States indicated that they

binge drink more often than their peers who do not attend college²⁶. Whether this would be true also in the South African context would have to be ascertained through research.

Terms used to describe drinking as defined by Young & de Klerk (2007)

Hazardous drinking

Refers to drinking that exceeds the recommended weekly limits of 14 and 21 units of alcohol (for women and men respectively), where 1 unit = 10mg of pure alcohol. A standard glass of wine = 2 units and a bottle of beer = 2 units). Binge drinking is included in this category.

Harmful drinking

This is drinking that is already causing mental health damage to the drinker. The drinker could already show signs of dependence on alcohol.

Dependent drinking

This is defined by a cluster of symptoms including a strong desire to use alcohol, impaired control over alcohol use, physiological withdrawal when alcohol consumption is reduced, greater tolerance of alcohol, neglect of alternative interests and persistence with drinking despite clear evidence of harmful consequences.

2.2 Prevalence in South African tertiary institutions

Alcohol abuse is a serious problem in South African universities¹³. One study revealed that students are known to sell alcohol from their campus rooms (i.e. they are running shebeens on university campuses)⁴⁷. In tertiary institutions drinking is said to be higher among new students who learn to do so especially during orientation week. This is particularly the case in historically black institutions¹³. There is however general lack of research-based evidence or information emanating from tertiary institutions in this respect. With a few exceptions, e.g. Rhodes University, University of Free State and University of KwaZulu-Natal, university authorities are generally silent on this matter.

2.2.1 Rhodes University

The problem of alcohol abuse at this university has a long history, and was manifest through “excessive drinking, rowdy and dangerous student behaviour...which brought the university into disrepute”⁴⁸. Rhodes has a reputation as a “drinking university”^{45, 48}. The university leads in alcohol consumption amongst all South African universities. It is the number 2 university in the world in terms of per capita alcohol consumption and incidence of alcohol abuse, the first place going to the University of California⁴⁹.

A survey on alcohol usage at Rhodes University revealed that half of the respondents admitted to either hazardous or harmful drinking, or worse still, were alcohol dependent. Male students are more at risk of alcohol abuse than their

female counterparts. The survey also revealed a lower pass rate among male students, which points to a possible connection between alcohol consumption and classroom performance. No significant difference was seen in alcohol use between undergraduate and postgraduate students. Students living outside university residences were found to drink more excessively than those in university residences⁴⁸.

2.2.2 University of Stellenbosch

Pluddemann et al (1999)²⁰ carried out a study among second year students (aged 19-25 years) from the University of Stellenbosch. Their findings show that:

- 21% of female respondents were non-drinkers, 39% were moderate drinkers, and 40% were severe drinkers
- 16% of male respondents were non-drinkers, 27.5% were moderate drinkers, and 56.5% were severe drinkers
- 33% of the male drinkers reported drinking at least 3 times a week, and 30.5% were binge drinkers
- 12% of males said they always drank to intoxication.

These findings point to a severe alcohol abuse problem at Stellenbosch⁴⁹.

2.2.3 University of Cape Town

Data about drinking patterns at the University of Cape Town is from a small study by Nkhoma & Maforah (1994)²⁰. They studied black students living in a self catering residence. Their findings were that:

- 75% of the respondents used alcohol, and 50% of these were moderate to heavy drinkers.
- Drinking was mostly carried out at parties (according to 60% of the drinking respondents).
- 55% reported they drank during weekends, while 25% reported drinking throughout the weekend (Friday to Sunday).

2.2.4 University of the North (Limpopo)

Data on drinking patterns at the University of the North (now University of Limpopo) is from a small study carried out among Northern Sotho and Tsonga speaking students²⁷. This study found that-

- Amongst the male students, 79% had consumed alcohol at least once in their lifetime and 57% had done so within the previous month. The rates were 26% and 5% respectively among female students
- 34% of males had started using alcohol between ages 10 – 16years and 47% had started at 17years or older. For females, the rates were 13% and 10.5% respectively

- 46% of the respondents were introduced to alcohol by friends and acquaintances, and 6% by a family member or relative. None of the female respondents were introduced to alcohol by family members.

While research evidence is not available for other institutions, news reports point to the prevalence of alcohol abuse both on and off campus⁵⁰ other than institutions named above.

3. Causes/Risk factors

While alcohol consumption may be one's personal choice, research has shown that there are factors which may often lead to abuse. These can be referred to as risk factors¹². Broad socio-economic factors will be discussed first, and then those factors that closely relate to the situation in tertiary institutions will be discussed.

3.1 Broader Socio-economic factors

The alcohol industry is a large employer, both directly in manufacturing, bottling operations and indirectly in farming, the hospitality and retail sectors. The industry is a dependable source of tax revenue for the government^{15, 20}. Participation of the industry through funding sports, educational and other social events encourages a favourable attitude towards alcohol, fuelling an increase in consumption by young people. The link between entertainment and sport with alcohol is particularly significant within the tertiary sector as students generally have time to engage in these activities, both on and off campus. The poverty that also prevails amongst some sections of South Africa's population has contributed to the growth of informal trading in alcohol which provides "jobs" and income to many²⁰. The informal alcohol traders (shebeens) are particularly difficult to regulate in terms of hours of business as well as enforcement of restrictions on the age of consumers. This has the overall effect of increasing access for young people to alcohol, leading to abuse.

The factors that contribute to alcohol abuse in tertiary institutions will be discussed under the following categories, which are:

- Societal/community factors
- University environment
- Parental/familial alcohol consumption
- Peers/friends
- Individual factors¹².

3.2 Societal/community factors

The ease with which young people can access alcohol determines the likelihood of them abusing it¹². The numerous pubs and bars located near universities are partly to blame for alcohol abuse by university students⁴⁸. Some of these bars close very late⁵⁰ which gives students more time available for alcohol consumption. Drinking patterns are also influenced by the beverage's affordability^{26, 29, 51}. A Rhodes university student is quoted as saying, *"It's like the community is throwing alcohol at us, it's their only way to make money"*⁴⁹. Business people (including alcohol traders) see tertiary students as a good market and may therefore want to see their businesses thrive even at their customers' expense. This apparent laxity on social mores governing drinking significantly contributes to abuse²⁰. Alcohol abuse is viewed as a "measure of manhood"²⁷. There is little disapproval of heavy student drinking from society, particularly because society tends to expect and condone wild and reckless behaviour by students.

The involvement of high-profile members of society in instances of alcohol abuse works negatively against attempts at orienting young adults from alcohol abuse. The recent court cases involving a High Court Judge⁶⁴, a senior political party official⁶⁵ and a Metro Police Chief⁶⁶ give the youth impression that it is not a problem to drink and drive. Such impressions can be counter-acted with positive effect, however, if prosecution authorities are seen to implement the law stringently against high profile members of society who commit criminal acts involving alcohol abuse.

3.2.1 Easy accessibility

In some sections of South Africa there is scarcity of the **legitimate** supply of alcohol. The Western Cape for instance has 5330 licensed outlets and an estimated 20,000 shebeens. Thus only a quarter of all liquor outlets are licensed⁷. As already mentioned, it is difficult to monitor unlicensed outlets in terms of their compliance with trading hours and other legislation. Such unlicensed outlets are not only found in the townships, but in the suburbs as well. Unlicensed outlets operate in areas frequented by students. For example, in February 2010 there was a major police clamp down on illegal traders in Melville and a number of these were closed down. Unfortunately this was not done for regular law enforcement, but to prepare for the upcoming soccer World Cup⁵². Melville is close to the University of Johannesburg and the University of the Witwatersrand.

3.2.2 Low cost of alcohol

When alcohol is easily accessible and costs less, students are likely to consume more. "When beer is cheaper than...bottled water, getting drunk costs less than going to a movie"⁵³. The sale of discounted beer particularly on university campuses and their surroundings encourages binge drinking among students.

Equally dangerous is the sale of alcohol in large quantities. High rates of binge drinking have been linked to bars and restaurants where alcohol prices are low⁵³. The availability of free drinks usually offered at social functions also encourages heavy drinking¹⁵.

3.2.3 Alcohol as recreation

Another factor leading to abuse is the recreational use of commercial alcohol²⁹. Alcohol is seen as a popular pastime in South Africa, and is generally associated with fun and enjoyment²⁰, especially among the youth. Under such social environments drinking competitions may be held and contribute significantly to binge drinking¹⁵. Much student entertainment on university campuses centres on drinking and the availability of large amounts of alcohol.

3.2.4 Alcohol promotion

There is a link between alcohol consumption among the youth and advertising⁵¹. Alcohol promotions feature through various forms of the media, billboards or campaigns in liquor stores and bars. The youth have increasingly become the target audience for alcohol related marketing. Advertisers create an intimate relationship between youth and alcohol by portraying alcohol as an integral part of the lifestyle of choice for trendy young people³. Marketers present the relationship between consumers and alcohol products not as commodities but as concepts, experiences and lifestyles³. The sponsorship of sports teams and tournaments by the alcohol industry also creates a generally favourable attitude towards alcohol by both society and young people²⁰. These and other marketing strategies contribute to an increase in alcohol consumption by young people.

3.2.5 New alcohol products

There has also been an increase in the variety of alcoholic beverages which are especially appealing to the youth e.g. wine coolers, alcoholic carbonated drinks (alcopops), and premixed cocktails. These products are generally known as flavoured alcoholic beverages (FABs). These are said to have higher alcohol content than ordinary beer and they get the consumer drunk faster but without the taste and feel of alcohol³.

3.2 University environment

A tertiary institution can contribute to the problem of alcohol abuse. When authorities are silent about the problems associated with alcohol abuse, students are more likely to indulge in the use/abuse of alcohol¹². A great number of South African university authorities do not acknowledge that there are drinking problems at their institutions. As a result -

- Students are neither adequately informed about the dangers linked to alcohol abuse, nor are they given any support
- Students, especially in South Africa's historically black institutions abuse alcohol more because liquor policies in these institutions are lax and flexible. It is believed that drinking is done more responsibly in historically advantaged institutions¹³.

A lot of alcohol abuse at tertiary institutions occurs during orientation of new students. Some charity programmes, e.g. the Remember and Give Society (RAG) are largely associated with the availability of vast quantities of alcohol, which can lead to alcohol abuse. At Rhodes University, RAG was banned in the 1980s because of its negative impact on both alcohol abusers and even those who did not drink⁴⁸. Orientation and 'initiation' of new students, especially in residences, may even involve forcing First Year students to consume alcohol. This was corroborated by evidence from three former Wits University students.

Little support seems to be available for students in such situations, as authorities are either not aware of the problem (which seems unlikely), or they simply regard excessive use of alcohol as an acceptable orientation tradition⁶⁷.

No information on the prevalence of alcohol abuse amongst academic and non-academic staff at tertiary institutions was found. Given the examples of irresponsible alcohol consumption among some high-profile members of South African society^{64, 65, 66}, it is likely that some staff members also abuse alcohol. Academics are role models to students and non-academic staff, and their attitude and behaviour regarding alcohol use is of great importance.

3.3 Parental/familial alcohol taking

Young people whose parents or care givers use alcohol are very likely to do so too¹². A study at the University Limpopo, reveals 6% of the drinking respondents said they were introduced to alcohol by a family member or relative²⁷. In other cases exposure to alcohol by family members comes about by being sent on errands to buy alcohol, being taught to brew home made alcohol, serving alcohol to parents' customers and friends. All of this leads to abuse by young people²⁷. The respondents in Peltzer and Phaswana's (1999) study also revealed that some traditional ceremonies encouraged young people to consume alcohol. Graduates of traditional initiation schools, for instance, are required to drink alcohol as a sign of manhood.

3.4 Peers/friends

Young people may abuse alcohol as a result of peer pressure. Among the reasons why young people drink are to be sociable, to identify with a certain group and to overcome shyness¹³. The pressure that a young adult may feel to belong to a given group, often leads them to alcohol abuse. Anecdotal evidence show that students in male-dominated programmes like Engineering are often under greater pressure to drink⁶⁷. The study at the University of Limpopo shows that 46% of the drinking respondents were introduced to alcohol by friends and acquaintances²⁷.

3.5 Individual factors

When young people are involved in rebellious and deviant behaviour they are likely to end up abusing alcohol¹². A short term focus on life and a poor sense of well-being have been seen to contribute to alcohol abuse by young people¹². Some studies report that students abuse alcohol for distraction and use it as a coping mechanism, e.g. to forget worries; get relief from anxiety, depression, loneliness, self doubt and to gather courage²⁷. Strong involvement in religious activities has, however, been found to reduce young people's likelihood to abuse alcohol⁵⁵.

4. Links between alcohol and violence

There is, to date, little research on the link between alcohol and violence in tertiary institutions. Media reports however confirm this link;

- In the 1980s (exact year not given) during a RAG week at Rhodes University administration staff arrived at work to find a naked female student tied to columns outside the administration building⁴⁹. This incident occurred as a result of drunken behaviour. RAG was subsequently banned at Rhodes in the 1980s.
- In 2008, three UKZN students died in separate alcohol-related incidents in Durban bars⁵⁰.

Dlamini (2006) quotes the Deputy Dean of Student Affairs at UKZN as saying that most disciplinary cases at the university involved offences committed under the influence of alcohol. Such offences include:

- Damage to university property,
- Assault and threats of assault to other students

Violence is not the only problem associated with alcohol. Other problems will be discussed in the next section.

5. Other related problems

The problems related to alcohol abuse will be discussed under the following headings:

- Problems relating to the individual
- Problems relating to academic work
- Problems relating to family
- Problems relating to the community/society

Categorising the problems in this manner assists in determining appropriate strategies to address them. It also helps to work out interventions that are category specific thus improving the effectiveness of those strategies.

5.1 Problems relating to the individual

Research in the United States and the United Kingdom suggests that students are particularly at risk of alcohol-related harm due to harmful drinking patterns⁴⁸. Binge drinking is said to be the leading cause of death and injury among students⁴⁸. Students who abuse alcohol are likely to become victims of crime e.g. rape, theft and robbery. A study by SAPS in 2007 shows that that 50% of rape victims were 'high or drunk' at the time of the incident¹¹. Drunken students are easily coerced into unprotected sex, increasing their risk of contracting

HIV/AIDS¹³. When alcohol misuse is coupled with poor nutrition, it compromises the immune system and increases the chances of opportunistic diseases²⁹. Such risks are more a result of the consumption of large quantities of alcohol rather than from simply drinking frequently.

5.2 Problems relating to academic work

Heavy intake of alcohol has an impact on academic performance. At Rhodes University alcohol abuse has been identified as being associated with absenteeism and poor academic performance⁴⁸. It is likely that students who have difficulty in adjusting to the academic rigours of universities are prone to drinking because of stress, which in turn reduces their ability to learn. It is therefore a vicious circle. It also points to another reason why university authorities should take the problem seriously as it affects the core business of universities. The DoHE should also be equally concerned about students' alcohol consumption patterns. The Deputy Dean of Students at UKZN has indicated that most disciplinary cases at the university involve students who commit violent acts while under the influence of alcohol. This has an impact on the students' academic performance¹³.

5.4 Problems relating to the community/society

Students at colleges with high rates of binge drinking experience a lot of second hand alcohol effects, such as verbal, physical and sexual assaults and even property damage²⁶. Students living amongst a high proportion of binge drinkers experience more incidents of assault, unwanted sexual advances and disturbances that cause a disruption in their studies⁴⁸. Jonathan Jansen, the newly appointed Rector of the University of the Free State, associates alcohol abuse with racism and sexism⁵⁶.

Communities surrounding colleges experience the negative consequences of students' heavy drinking, especially communities that have numerous alcohol outlets²⁶. Alcohol abuse requires the presence of a larger number of police and makes intensive demands on hospitals, local courts and social welfare payments. The citizens of Grahamstown have complained about unacceptable noise levels and rowdy, drunken behaviour of students in the town⁵⁷. There is need for research to quantify the negative effects of alcohol in communities surrounding tertiary institutions.

6. The Regulatory Framework and related initiatives

The South African Constitution (section 24(a)) gives everyone the right to an environment that is not harmful to their health and well-being. The Constitution also includes the right to further education (section 29(1) (b)). Inherent in this is the need to ensure that the environment on tertiary campuses is conducive to the

full enjoyment of all aspects of the higher learning experience, both academic and social.

The Liquor Act, as well as some policy documents from universities, addresses some of the challenges involved. However, our assessment at this stage is that far more measures need to be adopted in order to deal more effectively with the problem of alcohol abuse in the tertiary environment.

6.1 The Liquor Act No. 59 of 2003

The objects of the Liquor Act are:

- to reduce the socio-economic and other costs of alcohol abuse. This is to be done through (among others), regulating the manufacture and distribution of alcohol and giving room for public participation in the liquor licensing process
- to promote the development of a responsible and sustainable liquor industry (section 2). The Act has provision for allowing new participants in the industry and at the same time developing an ethos of social responsibility amongst the players.

The Act prohibits advertising that is done in a misleading manner (section 9).

The intent behind these provisions is laudable. However, the tertiary environment presents substantial commercial opportunities for the alcohol industry. For this reason, there will necessarily be an inherent tension in the industry between their obligation to conduct their trade responsibly, and their financial goals. This is a critically important factor in assessing possible strategies to make tertiary institutions alcohol-safe zones.

6.2 The National Drug Master Plan and related legislation

The strategy of the South African government to develop a cohesive and integrated plan to combat substance abuse is discussed in detail in the schools section of this report. In respect of the tertiary educational environment, it appears that little, if any, attention has yet been paid by the DoHE to devise strategies to give effect to the plan. Given the autonomy of tertiary institutions, the DoHE will need to consider alternative measures to the ones that have been adopted in the schools context. It will be of fundamental importance for the DoHE and tertiary institutions to engage as partners in dealing with the challenges.

6.3 Policies at tertiary institutions

6.3.1 Rhodes University Policy for the Responsible use of Alcohol (2007)

Rhodes University has adopted a policy on the responsible use of alcohol. The university requires that it is observed by all students. The University indicates that the policy will be reviewed every three years. Implementation and evaluation of the policy is done by the office of the Dean of Students. The policy is aimed at-

- Controlling the marketing, promotions and sponsorship of alcohol on campus;
- Increasing awareness and education about the dangers of heavy drinking;
- Encouraging alternatives to drinking;
- Creating an environment free from the pressure to drink;
- Limiting harm in the drinking environment;
- Providing support services for those experiencing alcohol-related problems.

The policy includes suggested strategic interventions in order to implement each of these objectives. The Rhodes University policy has provision for review every three years. Since this policy was only effective at the beginning of 2008, it has not yet completed its first cycle and is therefore not yet due for review.

The Rhodes University policy on alcohol acknowledges that students “are young adults, able to make choices” (paragraph 2). The University encourages an informed, mature and responsible approach to moderate alcohol consumption,

taking into account the impact of drinking on academic achievement, personal safety and addiction as well as student attrition. A gap in the policy, however, is the assumption that all university students are above the age of 18 years and thus legally eligible to consume alcohol. The policy also gives no specific monitoring and evaluation strategies. This is important in informing the review process.

A copy of this policy is attached as Annexure 1.

6.3.2 Rules for Students of Stellenbosch University

The University of Stellenbosch has a policy on alcohol and substance abuse, “drafted in accordance with relevant legislation, and from an awareness of the damage that South Africa faces as a result of alcohol abuse”^{58 59}. The university seeks to promote the responsible use of alcohol while at the same time preventing abuse. The use of alcohol by persons under the age of 18 years is strictly prohibited. The policy points to an association of alcohol abuse with the following problems:

- noise,
- vandalism and other destructive behaviour towards others and self,
- violation of the human dignity of others,
- use of obscene language,
- intimidation,
- sexual harassment
- drunken driving
- any other behaviour posing a threat to the safety and well-being of self and others.

The University makes it clear that the excessive use of alcohol or illegal substances will not be accepted as an extenuating circumstance where violation of university regulations is concerned.

The policy (Annexure 2) prescribes a broad-based strategy which demands action plans from the different stakeholders. These include -

- The division for Student Affairs is responsible for the enforcement of Rules for Students.
- The Student Accommodation Office is responsible for Rules for University Residences.
- The Substance Abuse Committee is responsible for sensitising students to the dangers of alcohol and substance abuse.
- The Community Forum on Substance Abuse is made up of the University’s Substance Abuse Committee and stakeholders from broader Stellenbosch community e.g. SAPS, Stellenbosch Traffic, Municipality officials, community organisations, representatives of local schools, representatives of health and social services.

- The Centre for Student Counselling and Development (CSCD) is involved in gathering information on the prevalence of alcohol and substance abuse on campus. It runs educational, therapeutic and evaluation programmes on issues of alcohol and drug abuse. The CSCD also gathers information on programmes and strategies used on other university campuses to deal with alcohol and substance abuse.
- The Risk and Protection Services which collects statistics on alcohol-related incidents and communicates them to the University community through newsletters, notices and the university newspaper. They identify individuals who need guidance and help. They act as liaison with SAPS, and refer individuals struggling with alcohol problems to the CSCD, rehabilitation centres and outpatient clinics.
- The Sport Bureau, which has regulations regarding abuse of alcohol and other drugs by both spectators and participants.
- The RAG Committee are required to comply with all relevant legislation regarding alcohol use. They are not allowed to advertise the sale of cheap alcohol and must hold an alcohol awareness campaign at the time RAG activities are presented.
- The Students' Representative Council's projects and activities should contribute towards the prevention of alcohol and substance abuse. The planning of activities should take place in consultation with the Substance Abuse Committee.
- The Head Students' Committee are responsible for the enforcement of residence rules.

This policy sounds good on paper, but one cannot be sure if the approach would work on large campuses that have fewer students based in residences.

6.3.3 University of the Witwatersrand's general rules for student conduct

The general rules pertaining to students at Wits University do not allow students to bring liquor into university premises without the written permission of the Registrar or the Residence Hall Coordinator (in the case of halls of residence). Unlike the case with the University of Stellenbosch, the Wits general rules make no reference to an alcohol policy. The rules however prohibit the possession of dangerous objects (paragraph R5). This could minimize both intentional and unintentional injury in cases where students consume alcohol.

6.3.4 University of the Free State

No official documents pertaining to alcohol were found on the university's website, but an undated speech given by the Dean of Student Affairs points to the existence of an alcohol policy at the university⁶⁰. The policy is said to have been compiled through the collaborative efforts of both students and the office of

the Dean of Student Affairs. The policy gives guidelines on the use of alcohol on campus and includes the following in its provisions:

- only authorised points of sale will be permitted on campus
- alcohol will be available during fixed times but is not allowed in residence rooms
- alcohol-related functions are regulated and temporary alcohol licenses have to be obtained from the Dean of Student Affairs, and the country's liquor laws apply.
- alcohol can only be sold to persons above the age of 18 years.
- no senior student under the influence of alcohol may have contact with first year students.

No reference in the article is made to any support that may be available to help those who struggle with alcohol-related problems.

The Rector's address (on October 17, 2009) also points to alcohol abuse problems at the University and the steps being taken to reduce the problem at the institution. With effect from the 2010 academic year, no alcohol will be allowed in residences and 'initiation' of First Year students is outlawed. The Rector reminds everyone, "*We are not in the business of producing alcoholics; we are in the business of preparing leaders for the twenty-first century*"⁵⁶.

6.3.5 University Fort Hare

The University's General Rules Applicable to Student Discipline are silent about issues pertaining to alcohol use. Rules on alcohol abuse are contained in the University's Sport Code of Conduct⁶¹ which participating students have to sign. Student participating in sport are required to present a 'wholesome public image'. The code refers to national legislation which prohibits the purchase and consumption of alcohol by persons below the age of 18 years. Those legally eligible to consume alcohol are not allowed to drink while travelling with or representing their teams. The code of conduct also discourages excessive drinking.

If this is all the University of Fort Hare is giving students in terms of awareness of the dangers of alcohol then it is way too little. The university seems to be more concerned about the university image than the safety of students.

6.3.6 University of KwaZulu-Natal (UKZN) Policy on Sale and Consumption of Alcohol

The UKZN policy provides for the sale and consumption of alcohol only at licensed premises. Both purchase and consumption are prohibited for people under the age of 18 years. No alcohol is permitted in residences. Alcohol can be sold and consumed under temporary licenses at social functions and sporting events, in which case no glass containers are allowed

Generally, the Information available thus far points to a lack of collaborative strategy by tertiary institutions in addressing problems related to alcohol abuse. There also appears to be a policy gap on the part of the DoHE in as far as issues of alcohol and other drug use is concerned.

The motivation for the lack of specific alcohol policies at some universities, as compared to the existence of specific policies at other universities, is not clear. Is it because historically there is a bigger problem at universities with specific alcohol policies, or is it because those universities that have no specific policies have done no research to ascertain the extent of the problem? More research into alcohol consumption patterns among students at the different tertiary institutions may feed into the answer to this conundrum.

6.4. The Industry Association for Responsible Alcohol Use

The Industry Association for Responsible Alcohol Use (ARA) sponsors student-driven campaigns to raise awareness of the dangers of alcohol abuse in tertiary institutions using the **Buddy Campaign**. This campaign has been running since the late 1980s⁶². The campaign uses a peer-to-peer network to encourage students to help one another to overcome alcohol challenges and consume alcohol responsibly¹³. The campaign gives special attention to First Year students by engaging them in alcohol-free events. Each university devises its own plan to be facilitated by their respective students.

ARA has noted that in 2009 UKZN, Rhodes and Stellenbosch were most consistently involved with the Buddy Campaigns and in showing initiative at promoting responsible alcohol use on their campuses⁶². The Buddy Campaign activities at these universities include mentoring First Year students on life skills, which emphasises responsible alcohol use.

We have not come across any research indicating the effectiveness of such campaigns and strategies.

6.5 Civil Society Organisations

No examples were found of civil organisations that specifically work with or on tertiary campuses with regards to alcohol issues.

7. Analysis of the regulatory framework and related initiatives

7.1 Government

The current laws and policies on alcohol-related matters do not make any special reference to tertiary institutions, which is unlike the case with schools. **This is a gap in the policy provisions.** The fact that the majority of tertiary students are above the legal drinking age makes government assume that no specific measures are necessary to address drinking problems at tertiary institutions. Yet tertiary students are still young and easily influenced, subject to peer pressure, and are therefore a vulnerable group. In addition the state (and tax payers) pay huge subsidies for students. It therefore makes economic sense that the government should have policies in place to deal specifically with alcohol abuse prevention amongst this group. If abuse patterns set in at university level, these problems are likely to persist in adulthood and thus impact negatively on employment, health services, etc.

Tertiary institutions have a potentially large alcohol market but the Liquor Act is silent about any regulations regarding licensing of both the institutions and the traders near campuses. The NDMP plan does not include any alcohol reduction strategies for tertiary institutions despite the fact that it is the focal point of the national strategy against alcohol and other drug use. The NYC is also silent about its plans for tertiary institutions.

7.2 Tertiary institutions

Tertiary institutions respond to alcohol-related problems differently. No information on any collaborative strategies on alcohol was found on the Higher Education South Africa (HESA) website. In the absence of a collaborative strategy it will not be possible to analyse their policy frameworks collectively. The analysis will look at each institution separately.

7.2.1 Rhodes University

Rhodes University has to be commended for acknowledging the existence of an alcohol problem at the institution. It has an alcohol policy in place which is to be reviewed every three years by the office of the Dean of Students. The policy provides for increasing awareness of the dangers of heavy drinking and seeks to limit harm in the drinking environment. Aims 3, 4, and 5 are consonant with the constitutional right of every citizen to an environment not harmful to health and well-being. The interventions proposed in the policy address the different objectives and propose a supportive structure for students struggling with alcohol problems. If the policy is properly implemented, the university may achieve a safer environment for their students. Besides the existence of the policy, Rhodes is the only tertiary institution where research was carried out by the office of the

Dean of Student Affairs to ascertain the prevalence of the alcohol problem. The findings of the research were not only made public, but also discussed with the students - a necessary step in increasing awareness.

Dlamini (2006) reports the situation at Rhodes has actually improved owing to the multi-faceted intervention which includes radio advertisements promoting responsible drinking and counselling services.

The Rhodes University policy however does not specify monitoring and evaluation strategies. It also does not include any strategies to prevent underage drinking, thus assuming that all its students are legally eligible to drink. This may not necessarily be the case.

7.2.2 University of the Free State

The alcohol policy of the University of Free State specifies days and times when alcohol points of sale shall be open. The policy stipulates that alcohol is not to be sold to persons below the age of 18 years, thus giving protection to minors. The policy makes reference to the country's liquor laws which gives the impression they are making students aware of the broader context within which all citizens are expected to operate. This policy directly addresses the issue of violence on campus and gives special protection to first year students.

The speech of the Dean of Students from which the policy provisions are derived makes no reference to psychological or clinical support that may be available for struggling students. It is therefore not clear if such support is available.

7.2.3 University of Stellenbosch

The University of Stellenbosch probably has the most comprehensive alcohol policy among the tertiary institutions studied. They address the alcohol and substance abuse problem both as a local (university) problem as well as a national problem (as indicated by the policy's repeated reference to relevant legislation). The policy points to an acknowledgement that a uni-directional intervention may not adequately address the substance abuse problem and thus the university collaborates with SAPS, surrounding schools, rehabilitation centres, outpatient clinics, community organisations and other universities. The policy has in place a multi-pronged strategy including prevention (through awareness campaigns) and clinical treatment and rehabilitation of troubled individuals. Irresponsible drinking at Stellenbosch University has subsided owing to the availability of counselling services and other strategies discussed earlier¹³.

If the alcohol and substance abuse policy at the University of Stellenbosch is implemented as planned, it can contribute significantly to both the reduction of alcohol abuse as well as to increased safety at the institution.

7.2.4 Other Tertiary Institutions

Other tertiary institutions had just a few specific rules about alcohol, or none at all. The scant attention paid by the other universities to alcohol issues on their campuses points to the assumption that either there is no problem in the alcohol consumption patterns among their students, or if there is, then the university authorities do not care. The following gaps were identified in such policies-

- The available rules contribute very little to awareness and give no support for any students who may have problems with alcohol consumption.
- There is little consideration of safety issues
- There is lack of evidence of student involvement in both its drafting and implementation.

7.3 Civil Organisations

There is hardly any evidence from this research project to show the involvement of civil organisations in alcohol and substance abuse problems in tertiary institutions. Most work by these organisations is community based. Only the University of Stellenbosch seems to have a working relationship with civil organisations, but the extent of this relationship could not be determined in this research. Civil organisations that work with youth could include tertiary institutions in their programmes to take advantage of the possibility to reach out to the thousands of young people at these institutions.

8. Effectiveness

There is a paucity of research on the effectiveness of the policies adopted by tertiary institutions on alcohol abuse. There is also a paucity of research in South Africa on the kinds of strategies that are most likely to lead to positive interventions and a change in attitude on the part of tertiary students. The advantage of the tertiary environment is that levels of education are higher, which may lead to more effective alcohol education campaigns. Information alone or 'scare tactics' do not necessarily lead to behavioural change⁷.

While it is yet to be ascertained whether the same holds true in the South African context, studies clearly indicate that substantial challenges arise in relation to finding strategies that will be effective in reducing alcohol abuse and thus promoting alcohol-safe tertiary environments.

An added negative factor is that implementation of the relevant laws, such as drink driving laws, are very weak. According to South Africans Against Drunk Driving (SADD), South African laws on drinking and driving are formulated to be amongst the best in the world, but they are not effectively enforced. Poor law

enforcement encourages the view that it is acceptable to drive while drunk. This problem has particular relevance in the tertiary sector, as many students are old enough to drink and old enough to drive. Poor law enforcement in respect of drunk driving reduces the number of external factors that might lead students to reduce their alcohol intake. However, university authorities could take some responsibility in remedying this problem by finding creative on-campus solutions to this problem. Facilitating student taxi services involving licensed student taxi drivers, for example, would provide a service for students who wished to drink but not drive and at the same time would provide additional income for students who operate the service.

9. Best Practices

Given the absence of a common approach to alcohol abuse in the South African tertiary context, reference may be made to approaches adopted in other countries as possible indicators of what might be adopted as best practices here. In citing the information that follows, however, we recognize that it is necessary to exercise caution in assuming that what has worked (or not) in other countries may work (or not work) in South Africa.

9.1 Restrictions in alcohol on university campuses

The University of California, which has the highest incidence of alcohol intake among tertiary institutions in the world, has a very strict alcohol policy. The minimum age of alcohol consumption is 21 years. Alcohol companies may sponsor university events but their logos may not appear alongside the university emblem⁴⁹. From our research to date it is not clear to what extent these policies have led to a decrease in alcohol consumption.

9.2 Raising the minimum age of alcohol consumption

Raising the minimum drinking age is viewed as the single most effective method to combat alcohol use and its consequences among young people²⁶. In the United States this law led to a decrease in traffic deaths involving drivers aged 18-20 years, reduced alcohol consumption among those under the age of 21 and the social and health problems of the same age group. For it to be effective, the law on minimum drinking age has to be accompanied by strict enforcement of the prohibition on attempts to purchase or consume alcohol by underage drinkers²⁶. Such a change would require a concerted national effort and not only a change in the law in South Africa but also the will of the law enforcement arm to implement the law. In the South African context, this would be quite an extreme measure, and given the general problems in enforcing alcohol-related laws, there is no guarantee that it would be effective. We would recommend more realistic measures, at least as first-stage interventions.

9.3 Last drink surveys

In New Zealand and Australia, the police adopt the strategy of collecting and collating information regarding the 'place of last drink' in the case of traffic accidents and violence involving alcohol. This helps identify areas where interventions are likely to be most effective⁸. This is known as the Last Drink Survey (LDS) and has been followed since 1991. LDS data is forwarded to local committees involved with licensing and they target the traders for responsibility training. LDS is said to have led to a decline in police callouts to problem premises⁸.

In the tertiary context, an adaptation of this approach might be considered at least in so far as it would be of great assistance to university authorities to undertake research on their campuses to identify "hot spots" of alcohol abuse. For example, orientation week events, student bars, drinking in residences, particularly where this is linked to violence. This would enable the authorities to devise particular interventions aimed at these "hot spots".

9.4 ALCOLOCKS

Alcohol interlocks (ALCOLOCKS) is a form of an intervention strategy, which acts almost as an in-built breathalyser, causing the car to lock when the driver has exceeded the alcohol limit. These are fitted to the cars of repeat drunk drivers and to drivers of public transport vehicles. They have been used in Australia, Canada, USA and many European countries. SADD reports that they are said to decrease repeat offences by up to 64%. This might be considered as an option for repeat offenders generally in South Africa, but this is not the best practice with particular relevance for the tertiary sector.

Other 'best practices' might include:

- Prohibition, although this is controversial and supports an alcohol-free rather than an alcohol-safe approach.
- Restricting access to products by quota, i.e. restricting the amount of alcohol that may be purchased.
- Restricting trading hours.
- Increasing the minimum age of consumption.
- Using alcohol tax for skills training, school-based programmes and programmes to address domestic violence⁷.

While some of these measures may be useful to consider in determining possible strategies for dealing with the problems associated with alcohol abuse in South Africa, it will be extremely important to bear in mind that in terms of effectiveness, local strategies must match local conditions. Therefore, in devising the recommendations for purposes of the following stages of this project, we will seek to ensure that any intervention strategies that we suggest are context specific.

10. Recommendations

Tertiary institutions are a second home to thousands of young people who are often away from direct parental guidance and control, yet they have the freedom of choice on the consumption of alcohol. The effect of peer pressure is likely to be great for these young people. While they are considered to be adults capable of taking care of themselves, students in tertiary institutions need support in their transition from adolescence to adulthood. In addition, traditionally, society shows great tolerance for wild (and drunken) behaviour by students. To a great extent therefore a social change in attitude is required.

Tertiary institutions are centres of student, as well as non-student adult population concentrations in that they are also made up of adult academic and non-academic staff, as well as older graduate students. All these people are exposed to an environment where alcohol use is widely accepted, and they are not immune to abuse. Alcohol outlets in some institutions are open during lecture hours. This facilitates easy access to alcohol for staff and students during teaching and working hours. Promoting safety and responsible alcohol use at tertiary institutions should therefore be a major priority. In this section we will suggest strategies that could be adopted by different stakeholders and which Soul City could use in their campaign for alcohol-safe tertiary institutions.

One strong message that Soul City should send out is that although an element of wild behaviour by students is generally tolerated, this often serves to conceal very serious problems involving alcohol use and violence on campuses. These problems need to be taken seriously and addressed and not simply dismissed as “student antics”.

- Institutions should be clear about their particular “responsible alcohol use” message, i.e. what it means and what is expected of students and the university community. Everyone should understand it and be able to take it on board.
- There should be a zero tolerance policy by all tertiary institutions to incidents of alcohol abuse that inflict harm on others, particularly where it involves violence. This should be regarded as a serious disciplinary offence at all institutions.
- Tertiary institutions need to promote a responsible alcohol use message. This needs to be done prominently and actively, and particularly (although by no means exclusively) in orientation weeks and other periods where drinking and violence are major risks, such as RAG week.
- This campaign should have strong and visible support across the whole spectrum of the tertiary community. Institutions should in particular consider drawing into the campaign sports leaders on campus and those in charge of other activities that have a high profile and are synonymous

with heavy drinking e.g. Orientation and RAG committees. Student Representative Councils (SRCs) can play a crucial role in such campaigns as the message should be seen to be coming from the student body rather than being dictated from above.

- One of the problems in the tertiary sector is that there is very little research on and understanding of the extent and causes of the problem of alcohol abuse and violence on tertiary campuses. This is ironic in that tertiary institutions are expected to be research leaders. Tertiary institutions should use the resources available on their campuses to undertake relevant research, particularly research that will lead to the development of effective intervention strategies. Universities could, as an incentive, offer research grants for such research to academics and post-graduate students. We would suggest that such research should be cross disciplinary to ensure that all relevant aspects of the problems are investigated.
- Findings from research on alcohol-related problems should be disseminated to and discussed within the tertiary education sector. HESA could be used as a forum for this.
- Academics should also be encouraged to use teaching as a means of giving prominence to the issue. Student practicals and assignments in, for example, psychology, sociology and even economics, could easily be adapted to take up the theme. This would facilitate the integration of the pursuit of academic knowledge with student awareness. Institutions could create specific teaching awards to encourage staff to devise creative ways of incorporating the issues into their teaching programmes as an incentive.
- The DoHE should also be lobbied on the issue. Our research shows that there are no specific strategies or policies in place addressing the issue of alcohol abuse and the link to violence at tertiary institutions. The problem has a major negative impact on academic success for students, and on their well-being. It is an issue which requires urgent departmental attention.
- Tertiary institutions should all follow the examples of Rhodes and Stellenbosch and adopt alcohol policies appropriate to the institutions. This should be taken through bodies such as HESA.
- Tertiary institutions should consider implementing different practical measures to reduce the problem, e.g.
 - Reducing the number of alcohol outlets on campuses.
 - Reducing trading hours and prohibiting the sale of alcohol during the teaching day.
 - Introducing a fixed “lowest sale price” level for all alcohol on campus to prevent access to cheap alcohol. Soft drinks should be cheaper than the lowest price of any alcoholic drink.

- Prohibiting any sponsorship that offers cheap or free alcohol, or requiring all alcohol-related sponsorships to undertake equally prominent responsible alcohol use campaigns and initiatives.
 - No alcohol outlet on campus should be allowed to serve only alcohol. Food and soft drinks should also be available and water fountains should be placed on the premises.
 - Campus security should be increased during periods and at events which have a high risk of alcohol abuse and violence. Their priority should be to prevent and/or intervene where violence erupts or is likely to erupt. Proper training should be provided to security personnel to enable them to deal with situations of violence effectively.
 - Student support should be spread wider to include halls of residence. Residence authorities should be more available to support struggling students and should effectively enforce policies against alcohol abuse. Appropriate training should be given to residence authorities to enable them to deal with problems arising from alcohol abuse within residences.
- Tertiary institutions should develop specific support structures for victims of alcohol-related harms, as well as for students and staff who have alcohol dependency problems. In other words, the institutions' response should not be solely punitive, but should offer rehabilitation as an option.

11 Conclusion

Alcohol abuse among students in South African tertiary institutions is acknowledged to be a problem. Although little is known on the extent of violence at these institutions, it is likely that a lot of violence-related disciplinary issues may be a result of alcohol abuse. This is perhaps a particular area for urgent research by tertiary institutions. The problem cannot be solved by one sector of society; neither can any one strategy fit all situations. Research, awareness campaigns, policy development and implementation, counselling, treatment, law enforcement and community mobilisation, all need to be collectively and continuously carried out. The dissemination of research findings needs to be widened to cover those who may not have access to academic journals. The use of different types of media and languages could enlarge the audience. When interventions are designed to suit local conditions, all stakeholders involved, and law enforcement strengthened it is likely that a reduction in alcohol abuse can be realised. The goal of all stakeholders in tertiary institutions should be the promotion of attitudes of responsible alcohol use and the protection of all members of society. Safety for all is key in shaping both intervention and advocacy strategies.

Health promotion, including education on the health impacts of alcohol abuse, should be an on-going activity at all tertiary institutions, and should cover students and academic, as well as non-academic, staff. Collaboration amongsting all institutions, regular monitoring and evaluation cannot be overemphasised. These are key to achieving effectiveness and to inform policy and implementation reviews.

Appendix 1

Alcohol abuse among learners: Research Findings

Study	Affiliation of first author	Focus	Findings
Rocha-Silva, de Miranda & Erasmus (1996)	HSRC	Nationwide study among black youth aged 10-21 years, conducted in 1994	<ul style="list-style-type: none"> • 42.5% reported having used alcohol at some point in their lives • Higher alcohol use by youth in urban than rural areas for both males and females (50.9% and 40.9% - urban M & F; 47.2% and 29.3% - rural M & F)
Flisher et al (1993) in Pithey & Morojele (2002)		Grades 8-12 students (across races) from 16 High Schools in Cape Town. Conducted 1990 .	<ul style="list-style-type: none"> • 53.2% of respondents reported ever having used alcohol • 26.2% had used alcohol within the week prior to survey • 15.4% of entire sample were involved in binge drinking in the previous fortnight • Highest rate of binge drinking amongst English-speaking males
Flisher et al (1996) in Pithey & Morojele (2002)		Grades 8-12 students (across races) from 16 High Schools in Cape Town. Conducted 1990 .	<ul style="list-style-type: none"> • Statistically significant relationship between alcohol bingeing and sexual intercourse. Greater correlation among boys • Similar results found by Morojele et al (2000 in Pithey & Morojele, 2002)
Flisher et al (2003)	Department of Psychiatry and Mental Health, University of Cape Town	High school students in Cape Town, conducted 1997	<ul style="list-style-type: none"> • 31% prevalence rate • Lower rates for black females • Recent / current use of alcohol significantly associated with number of days absent from school and number of years lived in a city. • Recent /current use of alcohol also significantly associated with repeating a grade.
Parry et al (2004a)	Alcohol and Drug Abuse Research Group, Medical Research Council	Adolescents aged 11-17 from 9 district communities (across different income groups) in cape Town	<ul style="list-style-type: none"> • 43% had used alcohol before • 27.8% had used alcohol in last month • 34.4% had been drunk in their lifetime (= 79.5% of those who had consumed alcohol previously) • 25.6% had been drunk>10 times in their lifetime • having been drunk was more likely to be associated with <ul style="list-style-type: none"> -being white and being older -having friends who drink -living in communities where both police and neighborhood members fail to respond to youth drinking -living in communities where there is easy access to alcohol among youth -not attending any religious service at least once a week -Exposure to public drunkenness on a daily or weekly

Study	Affiliation of first author	Focus	Findings
Parry et al (2004b) – MRC surveys from 1997- 2001)	Alcohol and Drug Abuse Research Group, Medical research Council	High School students in Cape Town, Durban and Gauteng Province	<ul style="list-style-type: none"> High levels of alcohol misuse among high school students Alcohol most common substance of abuse
Nesser et al (2001)	Department of Criminology, University of South Africa	Grade 7, 10 and 11 learners from 35 High schools in Pretoria (ages 13->20). Conducted in 2000	<ul style="list-style-type: none"> 62% said they had consumed alcohol on a few to several occasions during the past month 40% had occasionally gotten drunk
Morojele et al (2000) in Pithey & Morojele (2002)		Comparative study of female school leavers in formerly “white”, “coloured” and “African” school; 3 schools in Cape Town. Conducted in 1997	<ul style="list-style-type: none"> P12 of Pithey & Morojele (2002)
Peltzer & Cherian (2000) in Pithey & Morojele (2002)		Students from 3 high schools in Pietersburg (urban, ages 17-25years) and 3 high schools in rural Limpopo Province (ages 17-26years)	<ul style="list-style-type: none"> Higher levels of current, past and lifetime use of alcohol among urban than rural students (p12)
Visser & Moleko, 1999)	Department of Psychology, University of Pretoria	Grade 6 & 7 learners in 4 Pretoria schools who largely come from informal settlements (ages 9-22years, but majority between 12 and 14 years)	<ul style="list-style-type: none"> 27% indicated they had consumed alcohol, 14% of which consumed to intoxication in the last month 23% of drinkers consumed alcohol to forget their problems and 21% for fun 24% of learners are sexually active General lack of accurate information about the transmission of HIV, e.g. 40% did not think that at their age they could contract HIV while 28% were unsure
Onya & Flisher (2008)	School of Public Health, University of the Limpopo	High school students in rural Limpopo Province	<ul style="list-style-type: none"> 6.4% prevalence Higher prevalence rates among males
Madu & Matla (2003)	Department of Psychology, University of the North	High school students in the Central Region of Limpopo Province	<ul style="list-style-type: none"> 39.1%prevalence Higher prevalence among males Drinking mostly done at parties and during weekends Mean age for first alcohol consumption 15.33years 24.1% of those who drink experience unplanned drunkenness and 14.1% experience irritability
Parry et al (2004b)	Alcohol and Drug Abuse Research Unit, Medical Research Council	Adolescents aged 11-17 years in Cape Town	<ul style="list-style-type: none"> 1/3 of participants indicated they had been drunk at least once in their lifetime Likelihood to get drunk was associated with age and association with friends who drink Having been drunk was also associated with being exposed to public drunkenness on a daily or weekly basis Attendance at religious services was significantly protective against drunkenness
Morojele & Brook (2006)	Alcohol and Drug Abuse Research	Durban and Cape Town adolescents aged	<ul style="list-style-type: none"> Significant association between frequency of alcohol (and other drug) use and multiple

	Unit, Medical Research Council	between 12 and 17yrs	<p>victimization. The greater the frequency of drinking, the likelihood of multiple victimisation.</p> <ul style="list-style-type: none"> • It is not only the use of alcohol (and other drugs) by the adolescent that is associated to their victimization, but use by those in their social environment as well, e.g. parents and peers. • Ready availability of drugs also linked to increased likelihood of victimisation.
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Appendix 2: Relationship between alcohol and violence

Study	Findings
SAPS (2001)	<ul style="list-style-type: none"> • 9.1% of child sexual offences in the Western Cape involved the influence of alcohol.
Institute of Security Studies national victim survey of persons who were victims of serious assault	<ul style="list-style-type: none"> • In 40% of cases the assailant was under influence of alcohol • 1/3 of the victims conceded to having been under influence at the time of the assault
Non-Natural Mortality Surveillance System (NNMSS) (2002)	<ul style="list-style-type: none"> • 46% of non-natural deaths involved persons with Blood Alcohol Content (BAC) at or above the legal limit
Non-Natural Mortality Surveillance System (NNMSS) (2003)	<ul style="list-style-type: none"> • For all causes of death 49% had positive BAC.
MRC in the early 1990s	<ul style="list-style-type: none"> • 70% of domestic violence cases were alcohol related.
Human Sciences Research Council (HSRC) national study of prisoners and parolees (1996)	<ul style="list-style-type: none"> • Just fewer than 50% of respondents had consumed alcohol or another drug just prior to the crime for which they were incarcerated. • Drinking was linked to crimes of rape and housebreaking.
Parry et al (2004)	<ul style="list-style-type: none"> • Arrestees admitted the influence of alcohol for 49% of family-related offences, 25% of weapons-related offences, 22% of rapes, 17% of murders, 14% of assaults and 10% of robberies. • Arrestees said alcohol gave them the courage to commit crime

Appendix 3

National strategy for combating substance abuse

Agent	Work Done	Evaluation
Dept of Welfare (both provincial and national)	<p>Embarked on a national school-based education initiative, "I'm addicted to life", launched May 1995. Targets teenagers aged 11-20: through</p> <ul style="list-style-type: none"> • Both on radio and TV in the 11 official languages (for radio) • Anti-drug posters and information leaflets distributed to all schools country-wide • Video and teacher's manual produced 	<p>Done by a market research company. Findings:</p> <ul style="list-style-type: none"> • 96% of respondents from around the country had heard of the campaign • Campaign viewed as a good idea <p>NB: Evaluation was not rigorous enough. Could have included changes in knowledge, attitudes, intentions and behaviour.</p>
Dept of Education	<ul style="list-style-type: none"> • Working through Curriculum 2005 which includes life skills education component on the prevention of substance use and abuse. • International Centre for Alcohol Policies (ICAP) based in Washington also working with DOE North West to design life skills pilot programme aimed at primary age learners. This involves: <ol style="list-style-type: none"> 1. life skills materials development, 2. training teachers in the use of these materials 3. testing the materials in the teacher's classroom for one academic year. 	No indications of evaluation
Soul City	Aired a series on alcohol on TV over 3months	Was evaluated but results not available from literature
Industry Association for Responsible Alcohol (ARA)	<ul style="list-style-type: none"> • Runs Buddy Campaigns on university and technikon campuses • Show dangers of alcohol misuse and abuse • Support life skills programmes throughout the country, reaching about 1000 schools 	<p>Evaluated by HSRC in 1993</p> <ul style="list-style-type: none"> • Increased awareness of the dangers of alcohol
SANCA: Programmes of primary Prevention Through Stories (POPPETS initiative)	Aimed at pre- and early primary school children (5-9 years). Uses puppets stories and games to address issues of self image and peer pressure.	No indications of evaluation.
SANCA: Teenagers Against Drug Abuse (TADA)	<ul style="list-style-type: none"> • Sets up youth action groups in high schools. Aims at preventing substance abuse among teenagers and promoting alternatives • Provides training and support for groups 	Not formally evaluated, but thought to be very useful

Appendix 4

Documents Relating to Alcohol Abuse Regulatory Framework (Schools)

Acts of Parliament

1. Constitution of the Republic of South Africa No. 108 of 1996.
2. Prevention and Treatment of Drug Dependency Act 20 of 1992.
3. Prevention of and Treatment for Substance Abuse Act 70 of 2008.
4. Liquor Act 59 of 2003.
5. South African Schools Act 84 of 1996.
6. Education Laws Amendment Act 53 of 2000.
7. The Children's Act 38 of 2005.
8. Child Care Act 74 of 1983.
9. The National Youth Commission Act 19 of 1996

Policy Documents

1. National Drug Master Plan, 1999-2005.
2. National Drug Master Plan, 2006-2011.
3. Regulations Regarding Devices to be Used and Procedures to be Followed for Drug-Testing at Schools.
4. Draft Policy Framework for the Management of Drug Abuse by Learners in Schools and in Public and Further Education and training Institutions.

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