

**Report of the Chief Constable to the Chair and Members
of the Operational Policing Panel
14th July 2009**

**Executive & Presenting Officer: Mr Dave Pickard, Assistant Chief Constable
(Crime Operations)**

Status: For information

Alcohol Abuse Update

1. Purpose

1.1 To provide the Chair and members of the Community Protection Panel with an overview of the current alcohol abuse initiatives taking place in the Force area.

2. Recommendations

2.1 That Members note the content of this report.

3. Reasons

3.1 National research and performance data indicates that the impact of harms associated with alcohol is affected by a number of factors. Alcohol-specific hospital admissions are 60% higher and alcohol-related hospital admissions are 35% higher in the NE than the national average.

3.2 Each year almost 1 million violent attacks are carried out by drunks - that's 2,470 a day, or 114 an hour.

3.3 Alcohol smuggling is a key contributor to organised crime – in the first six weeks of 2009, £2million worth of alcohol has been seized in the North East Region.

3.4 In nearly half (46%) of all violent incidents, victims believed offenders to be under the influence of alcohol. Over one third of offenders being supervised

by the National Offender Management Service in the North East are believed to be alcohol dependent. Alcohol 50 per cent cheaper than 25 years ago.

- 3.5 Between April and December 2008 the region's three police forces dealt with 4,533 domestic abuse incidents where alcohol was a factor.
- 3.6 In nearly a million violent attacks in 2007-08, the aggressors were believed to be drunk. (Source BCS 2007/08)
- 3.7 44% of young adults (18 to 24 year olds) were identified as binge drinkers (binge drinking is defined as 5 or more drinks in a row). This group was more likely to binge drink than any other age group and young males are more likely to binge drink (49%) than young females (39%).
- 3.8 Binge drinkers are more likely to offend than other regular drinkers. Young male binge drinkers are more than twice as likely to commit a violent offence as other male regular drinkers. Young adult binge drinkers commit a disproportionate amount of the total number of crimes (30% of all crimes and 24% of violent crimes.) Changes in binge drinking, in females in particular, show continuing increases in the north.
- 3.9 Force data indicates that in 2009 (January to April), on average, 309 crimes were 'committed under the influence' each month. This can be shown per District as:
- Hartlepool - 48 incidents per month on average
 - Redcar & Cleveland - 63 incidents per month on average
 - Middlesbrough - 136 incidents per month on average
 - Stockton - 62 incidents per month on average
- 3.10 The Cleveland Alcohol arrest referral and brief intervention scheme is one of nine Home Office funded pilot schemes set up in November 2008. The aim of the scheme is reducing alcohol related crime by delivering a brief intervention (BI) to arrestees who are brought into custody within the Force area which covers 4 BCUs, and 3 Custody Suites.
- 3.11 The Home Office provided an additional £1million to police and drug action teams for the roll out of the new alcohol arrest referral projects.
- 3.12 The scheme is voluntary, predominantly with the intervention being delivered while the offender is in custody. However a condition can be placed on an offenders bail for them to attend an intervention, or it can be part of a conditional caution. If the offender is charged to court then the court will be informed if they have attended and participated in the intervention.
- 3.13 1053 brief interventions have been delivered since the pilot began 10th November until 31st March 2009. This broken down by district in the table overleaf.

	Interventions carried out with offenders arrested
Middlesbrough	32%
Hartlepool	25%
Redcar & Cleveland	23%
Stockton	20%

- 3.14 At the start of this year, the project began analysing the custody records of all arrestees to ascertain whether or not the offence was alcohol related with the aim of identifying how much offending is alcohol related. To date there have been 2885 arrests (41%) which were categorised as alcohol related.
- 3.15 Over 40% of offenders given an intervention scored 20+ on AUDIT indicating they are dependant drinkers. This is a concern for two reasons: firstly, the pilot is aimed at harmful and hazardous drinkers as BI is not effective for dealing with dependant drinkers; secondly, there may be an effect on treatment provision within the community.
- 3.16 Over 56% of offenders who attended an intervention were unemployed.
- 3.17 At the present time the scheme delivers a comprehensive intervention which is of a high quality to all individuals who attend the appointment; however in some cases a second appointment with the Alcohol Arrest Referral Workers may be appropriate. The pilot is aiming to increase the number second appointments given and attended.
- 3.18 Due to the number of people who fail to attend their out of custody voluntary appointment, the pilot is looking to increase the number of appointments given for when the individual answers 47/3 bail or those that are given as a result of conditional bail.
- 3.19 A new regional Alcohol Steering Group, Balance, has been established. The group is led by senior representatives from PCT and Public Health agencies and is located in Darlington, Co. Durham. The Alcohol Group supersedes the current regional arrangements and will be responsible for the strategic response to alcohol related matters for the 3 police forces, 12 CDRP and 8 Health Trusts in this region.
- 3.20 The vision of the Balance team is to “inspire changes in the way we think about and drink alcohol to encourage people in our region to enjoy a good time but reduce their consumption – we will be happier, healthier and living in safer communities as a result”.
- 3.21 The Balance team has three strategic priorities:
- Inform, educate and influence
 - Good Practice and Innovation
 - Challenge
- 3.22 The Balance team is developing the “Big Drink Debate” questionnaire for the

NE region; a social marketing approach to alcohol awareness that replicates similar events elsewhere in the country. The questionnaire will seek to obtain the views and perceptions of the public in the region in order to provide a benchmark from which the impact of future initiatives can be measured.

- 3.23 Cleveland Police is taking in active part in the development of the questionnaire.
- 3.24 The Force response to the policing of alcohol problems within districts takes account of local arrangements and issues, and consistent with principles of the Safer, Sensible, Social strategy. With that in mind the following additional information is provided.
- 3.25 The **Force Licensing Group**, chaired by the Chief inspector, Community Development, Community Justice Department, brings together representatives from each district Licensing Unit, Legal Services and other relevant partners such as the SIA. The meeting provides a forum for sharing best practice and encourages consistency of approach between the districts.
- 3.26 Current examples of this group's work include the developing the partnership approach to night time economy management with the Security Industry Authority and registered Door Supervisors, Last drink questionnaires and the local impact of the 'Cardiff Model'.
- 3.27 The Cardiff Model was implemented in June 2005 by South Wales Police as a novel performance measure to tackle disorder in Cardiff city centre licensed premises. Results to date indicate real progress in reducing incidents of violence.
- 3.28 The model takes advantage of a new data sharing protocol between police and Accident & Emergency departments, from which detailed information on the time, place and nature of alcohol related disorder is collated. Combined with police data and analysis an accurate intelligence picture is derived (it is estimated that only 23% of incidents are reported to police).
- 3.29 GONE is currently highlighting the model as good practice for the region and the Licensing Group will continue to explore the potential and of the model and its impact for the Cleveland area.

4 Hartlepool

- 4.1 Hartlepool district has been proactively engaged in a number of enforcement campaigns to tackle identified issues within the district. The operations are targeted, intelligence led responses to combat sales of alcohol in contravention of the Licensing Act 2003.
- 4.2 Strong links are maintained between the Police and the Hartlepool Licensee's

Association. Agenda items include Ringmaster 10,000, Sexual Assault Referral Centre (SARC) promotional beer mats, 'Barred from One, Barred from All' and 'Raise the Bar on Security' initiatives.

- 4.3 Counter terrorism protective security advice (Operation Argus) was delivered to licensees within the Hartlepool area in November 2008 and was well attended.
- 4.4 Hartlepool has maintained the night time economy licensing patrols under the banner of **Operation Impact** and supported this with **Operation Exodus** – (Directions to leave a locality; S27 Violent Crime Act 2006). To date, 173 Directions to Leave have been issued, with 21 arrests for failing to comply with the requirements of the notice.
- 4.5 A joint operation with Security Industry Association investigators checked compliance in 17 different public houses in the town centre. 44 door supervisors had their credentials checked and all were found to be in order.

5 Middlesbrough

- 5.1 Middlesbrough goes "live" with the Cardiff Model in June 2009. Data will be collected from the Accident & Emergency department at James Cook University Hospital with regard to alcohol related admissions. Patients will be asked a range of questions regarding the incident and its location. Sanitised information will be shared with partners to target resources to locations both in terms of enforcement and treatment.
- 5.2 In line with the Licensing Act 2003 a risk assessment of every premises within M District including pubs, clubs, off licences, restaurants and takeaways has been undertaken. Each one has been assessed as high, medium or low risk. This determines how many joint enforcement visits will be made by the Police and Local Authority licensing teams. The conditions on a licence are checked at each visit. For minor breaches the premises are given 7 days to rectify the fault. If this request is not complied with then a prosecution or formal caution will be sought.
- 5.3 310 visits are programmed for each year not counting revisits (to check breaches have been rectified). This necessitates 3 nights a month for joint visits planned to cover a Thursday, Friday and Saturday.
- 5.4 Examples of prosecutions resulting from enforcement work in 2008 are:
 - The Blue Lounge – no CCTV - six month conditional discharges
 - Andiamos Pizzas – open without licence - 100hrs community service
 - Belle Vue Fisheries – open without licence - £350 fine
 - Market takeaway – open without a licence - £1,100 fine
 - Dial a Drink – Sell alcohol other than authorised - £560 Fine
 - A further 12 individuals were given cautions for conducting Licensable

Activity other than authorised.

- 5.5 Each month the District Licensing Unit receives a report from analysts detailing crimes and incidents at licensed premises. From this list a Top 10 premises list is derived. Formal meetings are held between the DLU and premises management representatives in order to problem solve. Where necessary, reviews under the 2003 Licensing Act are sought via Legal Services. In 2008/9 the following reviews have been brought with the following results:
- Borough Wines Off Licence - Licence revoked
 - The Red Rose - Licence revoked
 - The Cornerhouse - Licence conditions added
 - Walkabout - Pending
 - Warehouse - Pending
- 5.6 **Operation Impact** supports the town centre overlay policing arrangements on weekends through the provision of additional resources paid for by BCU funding.
- 5.7 **Operation Impact** supports a policy of targeting offenders by issuing a warning of action through Anti-Social Behaviour orders (ASBO) if further offending behaviour is identified. In 2008 a further 3 offenders have received ASBO.
- 5.8 Other initiatives include alcohol free Zones, speaking CCTV cameras, non-returnable bottle bins Door staff armbands and pub watch radio links.
- 5.9 Specific enforcement operations have taken place:
- **Operation London** - Test purchasing at 64 on and off licensed premises with 19 positive sales in the previous financial year all issued FPN.
 - **Operation London Corgi** - The use of a drugs dog operation in licensed premises this resulted in 6 people dealt with for possession of class A drugs.
 - **Operation London Vision** - High profile visits to licensed premises to identify underage drinkers in town centre. 48 under 18s located and taken home. 2 issued Fixed Penalty Notices for purchasing alcohol under age.
 - **Operation London Eye** - Covert observations on problem off licences. 1 sale of alcohol to an under 18 pending prosecution and 3 persons issued PND for proxy purchase for under 18s.
 - **Operation Blade** - Use of arch style metal detectors in pubs and clubs.
 - **Operation Corkscrew** - Alcohol seizures from under 18s drinking in the streets on Friday nights. 381 litres of alcohol seized and 157 children referred to local authority enforcement and outreach workers via AS13)
- 5.10 The District Licensing Unit in conjunction with Middlesbrough Council has arranged training and awareness sessions for those licensees and staff who may have converted their licence under the Licensing Act without the requirement to pass the National certificate for Personal Licence Holders.

- 5.11 Middlesbrough has two Pub Watch schemes – one covering the town centre area and the other, estates based premises.
- 5.12 '**Best Bar None**' was won by Teesside University Students Union and is now in its 4th year.
- 5.13 **Promotions** – Middlesbrough Police ran an advertising campaign on Galaxy Radio to coincide with underage drinking and support the policing operations targeting this problem. The campaign was funded by the Home Office and run under the banner of "**Think before you Drink**".

6 Redcar and Cleveland

- 6.1 Redcar and Cleveland district has a commitment to crack down on alcohol fuelled violence and disorder. **Nightsafe**, adopted in 2004, is the overarching district initiative which aims to educate, inform and robustly tackle unacceptable behaviour in and around licensed premises.
- 6.2 Key partners from Health, Local Authority, Fire and rescue Service have joined Police in spreading the 'sensible drinking message' across the district through a number of activities including:
- High profile police patrols - enforcement
 - Multi-agency licensing patrols - joint enforcement visits
 - Marketing / road show events - education
 - Public awareness campaigns - education
 - Test purchase operations - enforcement
 - Successful bidding for funding of Government initiatives
- 6.3 Funding drawn from Health, SRB, AMEC and BCU funding has enabled an additional police presence to be deployed as **Nightsafe** patrols in the district. The patrols are structured and have a strong foot patrol element that allows officers to enter licensed premises to both support licensees and staff and ensure compliance of licensing legislation. The patrols were operated on an overtime basis paid for by such funds.
- 6.4 Results of the **Nightsafe** initiative include:
- 58 arrests
 - 6 cautions
 - 9 summons
 - 541 licensed premises visits
 - 10 'directions to leave'
 - 196 stop checks / searches
 - 21 Anti-social behaviour forms submitted
 - 69 street alcohol seizures
 - 17 Fixed Penalty Notices for disorder issued.
- 6.5 A joint Licensing and Drugs Unit operation at the Redcar lap dancing club,

initiated following an anonymous letter of complaint to police, resulted in a male being sentenced to a three and a half years custodial sentence in April 2009 following a guilty plea.

- 6.6 Interaction with the public is a further feature of the patrols aimed at reassuring members of the public and reducing the fear of becoming a victim of crime.
- 6.7 In order to maximise the effectiveness of the operation a quarterly licensing report highlights problem areas, target individuals and disorder hotspots.
- 6.8 Test purchase operations run in conjunction with Trading Standards are aimed at Off-Licence premises with an aim of deterring under age sales of alcohol. Target premises are identified through information sharing arrangements between partners. Transgressors are named and shamed in the Trading Standards Newsletter.
- 6.9 Each of the four sub-districts has Pub Watch schemes that are well attended and supported by partners and licensing trade. The forums are used to discuss local issues affecting licensed premises and wider aspects of legislation changes.
- 6.10 The district is actively involved in the current **Responsible Sales of Alcohol** Campaign and a number of 'Dedicate Premises Supervisors' (DPS) have attended briefing sessions in respect of **Operation Argus**, hosted by Special Branch.

7 Stockton

- 7.1 **Operation Tranquillity** is the banner for extra officers patrolling Stockton town centre and Yarm High Street on Friday and Saturday nights providing a visible presence in the night time economy environment. This is now supported by **Operation Exodus** (Direction to leave) which has resulted in 228 directions to leave (S27 notices) between November 2008 and March 2009.
- 7.2 Stockton Borough Council are close partners in this regard and ensure that those issued with a direction to leave notice receive a follow-up letter advising recipients of their future conduct and potential consequences of any further transgression. Options to invoke Anti-social Behaviour Contracts or Anti-Social behaviour Orders are always considered.
- 7.3 Work is being undertaken to cross reference data of both individuals arrested for being drunk and disorderly with S27 directions to leave data in order to highlight those individuals causing problems whilst under the influence of alcohol.

- 7.4 An intelligence led approach has been taken in respect of Operation Exodus / Tranquillity patrol deployments. Licensed premises have been allocated bronze, silver or gold status through analysis of intelligence and incidents. Premises are visited with a frequency commensurate with their status in a methodology that reflects the Cardiff model.
- 7.4 The District Licensing Unit (DLU) operates a weekly rota of operations that includes test purchasing and licensed premises checks. As a result, two premises have been issued with S19 Criminal Justice and Police Act 2001 notices warning of legal action if premises fail to comply with licensing conditions. From the beginning of November 2008 to the end of April 2009, DLU officers have made 650 visits to licensed premises.
- 7.5 Some premises in the town centre have adopted the crime prevention initiative, 'chelsea clips'. The clips attach to the underside of tables and are used to hook handbags and other valuables beneath tables in order to prevent theft. Used in conjunction with crime prevention DVDs this has shown a reduction in the number of thefts of personal items in those premises employing the tactics.
- 7.6 **Operation Seller** (test purchasing) continues. The intelligence led initiative brings together reporting mechanisms from Police, the community, Hartlepool Borough Council Trading Standards and licensing Departments. The number of failures by premises has reduced and is believed to be linked to improved trade awareness and also the sanctions imposed previously on non compliant premises. One such sanction involved the Queen Victoria public house, which resulted in the DPS being removed and a three month suspension of the licence.
- 7.7 The **ThinkB4UDrink** campaign continues to promote the safe drinking message. Beer mats bearing the 'Olympic' message have been circulated in public houses supported by a TFM radio campaign advertising the existence of **Operation Exodus**. Further awareness campaigns are scheduled for the near future centred around drinking at home and underage drinking.
- 7.8 Pubwatch meetings are convened on a quarterly basis and include 'barring' meetings. Since November 2008, 30 individuals have been barred from licensed (Pubwatch) premises in the Borough of Stockton.

8 Legal Services

- 8.1 Work continues to ensure that future requirements and framework for the introduction of **Drinking Banning Orders** (DBO) are in place. There is, however, no indication at present as to when this power will be available to Police.
- 8.2 Conditions for applying for DBO will include proof that '*an individual has*

engaged in criminal or disorderly conduct whilst under the influence of alcohol and such an order is necessary to protect other persons from further conduct by him of that kind while he is under the influence of alcohol'.

- 8.3 It is anticipated that a lead officer will be identified within each district in order to proceed with prosecutions in this regard once the legislation permits. DBO are expected to replace the current option of seeking Anti-Social Behaviour Orders.

9 Implications

9.1 Financial

The Force response operates within existing funding arrangements and therefore, there are no financial implications.

9.2 Diversity & Equal Opportunities

There are no adverse community, diversity or equal opportunity implications.

9.3 Human Rights Act

There are no Human Rights Act implications arising from this report.

9.4 Sustainability

Alcohol related disorder and violence are priorities for the Force and are matters that require constant attention. Evidence from national and local data reinforces the need to maintain a focus on these issues.

9.5 Risk

In order to promote a safe, sensible and social drinking culture in Cleveland where violent and anti-social behaviour is not tolerated the widest range of interventions should be maintained. The impact of alcohol fuelled violence and disorder has a significant effect on the quality of life of people living and working in our area if left unchecked.

10 Conclusions

- 10.1 Alcohol leads to a range of public health problems. Alcohol affects all of society, from the burden on the NHS, economic burden due to loss of employment and reduced capacity to work through to other negative effects of alcohol on the social and behavioural welfare of communities.
- 10.2 The national strategy 'Safe, Sensible, Social; The next steps in the National Alcohol Strategy', published in June 2007 outlines a coordinated response across a wide range of community groups.
- 10.3 Public service Agreements (PSA) for 2008-2011 set out the key priority outcomes the Government wants to achieve in that spending period.

- 10.4 The stronger communities and better quality of life PSA aims towards 'having a safe, sensible and social drinking culture where violent and anti-social behaviour is not tolerated' – a sub-strand being 'reducing harms caused to the community as a result of associated crime, disorder and anti-social behaviour.'
- 10.5 There is a need for a continued focus on this issue, collaboration with other partners and a robust, multi-agency response in order to combat current trends.

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