



Nottinghamshire

POLICE & CRIME COMMISSIONER

ALCOHOL CONFERENCE REPORT

September 2013



Nottinghamshire Inaugural Alcohol Conference

Introduction

In March 2012 the Government published its Alcohol Strategy. This plans to “Turn the Tide” against irresponsible drinking and identifies the need for long term and sustained action by local agencies, industry, communities and the Government. It plans to address alcohol fuelled crime, reduce the number of increasing risk drinkers, tackle binge drinking, reduce the number of alcohol related deaths and reduce the number of young people drinking. The Strategy focuses on three main methods of achieving this: taking the right action locally, sharing responsibility with industry and supporting individuals to make changes to their habits and behaviour.

On March 28th 2013, Paddy Tipping, Police and Crime Commissioner for Nottinghamshire launched his Police and Crime Plan for 2013-2017. In this he makes a commitment to reduce the impact of drugs and alcohol on levels of crime and anti-social behaviour. There is a wealth of experience and the strategies already being published in the city and county is clear evidence of this. The Commissioner intends to take action against damaging alcohol use and build upon the good work already being done.

His action plan aims to ensure communities use alcohol in a safe, healthy and socially responsible way. As part of his wide reaching consultation the Commissioner has met with various organisations including Street Pastors, The Mary Magdalen Foundation, Mansfield BID, security services companies, Licensing representatives and domestic violence champions. Information from these meetings alongside the valuable work completed by committed partners during Nottinghamshire’s Inaugural Alcohol Conference will form the basis of any future action plan and strategy.

Nationally:

According to HM Government: the Governments Alcohol Strategy March 2012:

- There were 1 million alcohol-related violent crimes and 1.2 million alcohol-related hospital admissions in 2010/11 alone;
- 22,000 preventable deaths per year are associated with alcohol;
- Around half of all violent crimes and a third of all reported domestic abuse cases are alcohol related;
- £21billion annually is the estimated cost to society in addressing alcohol related harm;
- Up to 70% of accident and emergency admissions at peak times are alcohol related;
- £95 million is spent each year on specialist alcohol treatment;
- Over 126,000 admissions to hospital are for mental and behavioural disorders from alcohol misuse. This is a significant 75% increase in 10 years.

Locally:

- A conservative estimate indicates that approximately 21% of adults in Nottinghamshire are drinking at increasingly high levels which increase their risk levels significantly for mental and physical problems.
- Nottingham City has an exceptionally high density of pubs and clubs compared with elsewhere in the region and a high density of off licenses;
- Almost half of Nottingham City residents perceive people being drunk or rowdy in the city centre as a fairly or very big problem

- There has been a significant increase in calls to report street drinking to the police in the last year; a third of street drinking incidents were outside of the city centre
- Nottingham City has a significantly higher rate of alcohol related hospital admissions than England and it is increasing by approximately 11% each year
- 20% of all violent crime in the city occurs within the city centre and is linked to the night time economy
- Alcohol is the primary substance of choice for young people across Nottinghamshire, and is also the substance of choice that they are most affected by in relation to estimates of problematic parental use
- 200,000 working days are lost each year through alcohol misuse and there is a rising number of alcohol-related hospital admissions (up 33% over 5 years)
- There is an apparent North/South divide across Nottinghamshire County with 43% of all alcohol related hospital admissions coming from Mansfield and Ashfield
- Bassetlaw has the highest rate of under 18's alcohol specific hospital related admissions

Information from:

Nottinghamshire County / City Joint Strategic Needs Assessment 2011/2012.

Safe. Responsible. Healthy: Nottingham's approach to alcohol 2012-2015.

Nottinghamshire County Joint Strategic Needs Assessment 2012

This is my NHS: <http://www.nottspct.nhs.uk/healthy-living-advice/alcohol-information.html>.

Nottinghamshire County Joint Strategic Needs Assessment 2012.

Alcohol needs assessment 2011/12

Nottinghamshire's Response

Joint Strategic Needs Assessments have been undertaken to assess local need and the Nottingham Crime Reduction Partnership, Nottinghamshire Police, Nottinghamshire County Council and Bassetlaw all have alcohol strategies either in their own right or within their substance misuse plans. These are complemented by other local and agency strategies, all with common aim of reducing the harm caused by alcohol use, whilst recognising the positive contribution alcohol trade can make to the local economy. The Commissioner will work alongside these plans helping bring together partners to address common concerns and gaps in services

Nottinghamshire's Inaugural Alcohol Conference

On 1st July 2013, the Commissioner, together with the Police and Crime Panel hosted Nottinghamshire's inaugural Alcohol Conference. Key speakers included John Carnochan from Glasgow's Violence Reduction Unit, Iain Armstrong from Public Health and local policy makers Dr Chris Kenny from Public Health Nottingham City and County and Christine Oliver from the Crime and Drugs Partnership. All presentations are available to view on the Commissioner's website <http://www.nottinghamshire.pcc.police.uk/Home.aspx>

The purpose of this conference was to give the opportunity for representatives including the key speakers, and those from across Nottingham and Nottinghamshire to come together to share good practice and inform the development of a new action plan to address alcohol related concerns in the region. The Commissioner aims to secure commitment from agencies and businesses alike to act upon the conclusions. The feedback from the conference along with input from key agencies across the region formed the building blocks of the action plan which has subsequently been developed.

Delegates included those at the sharp end of problematic alcohol use such as health workers and substance abuse charities through to those responsible for law enforcement such as the police and trading standards. Representatives from the trade and security industry were present along with representatives from voluntary organisations such as Street Pastors who have first-hand experience working with those trapped in unhealthy lifestyles and the social causes behind this.

The afternoon saw eight workshops run by agency and business leads addressing various key themes which allowed delegates to identify their own key areas of concern, areas of good practice and objectives that they would like to see supported through a new action plan. All workshop leads were asked to facilitate discussion and identify key objectives that the group agreed were a priority

for them. This has been fed back to the Commissioner's office to inform the action plan. Throughout the day all delegates were invited to complete an alcohol survey which is currently being distributed throughout Nottinghamshire by the Commissioner's office to gain the views of the general public.

Conference Alcohol Survey Results

Of the 105 delegates and workshop leads who attended the conference, 40 completed the Alcohol Survey. The findings from this from this survey are detailed below.

- **Q1 Do you feel that alcohol use is a problem in your neighbourhood, town or city?**

Yes, a problem	32 (80%)
Not a problem	6 (15%)
Not completed	2 (5%)

A number of respondents whilst indicating that they felt alcohol use was a problem in their area did not give details of the exact location. Of the respondents who provided details:

- 9 indicated that alcohol was a problem in their neighbourhood
- 7 indicated that alcohol was a problem in their town
- 12 indicated that alcohol was a problem in Nottingham city centre

The majority of respondents felt that there is a problem with alcohol consumption in the area that they live, with a small majority highlighting Nottingham city centre as a particular area of concern.

- **Q2 Do you feel there should be more or less controls over:**

	More	Less	Don't Know	No response	Total
Hours of sale	28 (70%)	5 (12.5%)	2 (5%)	5 (12.5%)	40
Drink driving	30 (75%)	0	7 (17.5%)	3 (7.5%)	40
Marketing & promotion	26 (65%)	4 (10%)	3 (7.5%)	7 (17.5%)	40
Drinking in public	31 (77.5%)	1 (2.5%)	3 (7.5%)	5 (12.5%)	40
Under age drinking	33 (82.5%)	2 (5%)	2 (5%)	3 (7.5%)	40
Adults buying for young people	32 (80%)	0	2 (5%)	6 (15%)	40
Minimum pricing	29 (72.5%)	5 (12.5%)	3 (7.5%)	3 (7.5%)	40

There is significant overall support for more control over our alcohol consumption. In particular results demonstrate concern over young people's access to alcohol with the majority of respondents supporting more controls over underage drinking (82.5%) and adults buying alcohol for young people or proxy sales (80%). Additional controls over drinking in public were also felt to be important by 77.5% of respondents.

- **Q3 What do you believe should be done in Nottinghamshire to reduce the impact of alcohol** (tick all that apply)

	Yes	No Response	Total
Increased public awareness	24 (60%)	16	40
Greater control & legislation	18 (45%)	22	40
Education of children & young people	37 (92.5%)	3	40
Greater enforcement & prosecution	16 (40%)	24	40
Investment in treatment and abstinence services	29 (72.5%)	11	40
Other (please specify)	11 (27.5%)	29	40

11 “Other” comments were received which included:

- 3 suggested increased partnership working such as “targeted partnership working”, “.....need to work in greater partnership with each other, sharing information and strengths.....” and “public awareness events with partnerships present”
- 2 advocated reducing the opportunities available to purchase alcohol “reduce the number of licensed premises in the City centre” and “less opportunity to purchase – less off licences”
- 2 favoured supporting good practice in premises and included a reference to “Best Bar None”
- Individual comments were received which included “minimum pricing for supermarkets”, “very early intervention to change culture and social attitude.....”, “more work with women and families” and “national advertising needed as done with stopping smoking.....”

Respondents strongly believed that it is important to invest in early intervention – the education of children and young people – to reduce the impact of alcohol harm (92.5%). There was also strong support for further investment in treatment and abstinence services (72.5%). This type of approach was more popular than enforcement activities (40%) from this group of respondents.

- **Q4 Who do you think should cover the cost of policing the night-time economy** (tick all that apply)

	Yes	No	No Response	Total
Central Government through National funding	25 (62.5%)	5 (12.5%)	10	40
Local people from Council Tax charge	17 (42.5%)	11 (27.5%)	12	40
Local levy on retailers, pubs and clubs	26 (65%)	6 (15%)	8	40
Taxation on brewery trade and point of sale	30 (75%)	5 (12.5%)	5	40

75% of respondents supported taxation on the brewery trade and point of sale to cover the costs of policing our night time economy and there was also strong support for levies on retailers and pubs and clubs (65%). A local council tax charge was the least popular option with 42.5% of respondents supporting this.

- **Q5 What are your views of the current opening hours for selling alcohol?**

	About right	Open too long	Not open enough	Don't know	No Response	Total
Supermarkets/convenience stores	11 (27.5%)	26 (65%)	0	1 (2.5%)	2 (5%)	40
Local neighbourhood / Village pubs	26 (65%)	8 (20%)	3 (7.5%)	1 (2.5%)	2 (5%)	40
Town or City Centre Pubs	13 (32.5%)	23 (57.5%)	1 (2.5%)	0	3 (7.5%)	40
Nightclubs	12 (30%)	25 (62.5%)	1 (2.5%)	0	2 (5%)	40
Petrol station shops	11 (27.5%)	20 (50%)	1 (2.5%)	6 (15%)	2 (5%)	40

The view of most respondents is that supermarkets and convenience stores and nightclubs are open for too long. Views were more divided on town and city centre pubs and petrol stations, however generally people felt that the opening hours of local pubs were about right.

These results show that most respondents at the conference believe that alcohol use is a problem in our neighbourhoods, towns and cities and evidence the cross sector support the Commissioner has in taking action to address this. Whilst there is no overall consensus of the best way to approach this, the results of this survey indicate particular concerns about underage and proxy alcohol sales and a strong preference for an increased focus on early intervention, education and prevention activities. There is also solid support for investment in treatment and recovery services. These themes were echoed in the outcomes of the workshop discussions.

Workshop Summaries

Domestic Abuse

This workshop was run by Rachel Adams and Jennifer Holly. Rachel works as a Community Safety Officer (Domestic Abuse) within Policy Planning and Corporate Services at Nottinghamshire County Council. Jennifer coordinates AVA's Stella Project, and over the past three years has focused on working with agencies across England to improve responses to survivors and perpetrators of domestic and sexual violence who are also affected by substance use and mental ill-health

The group identified key themes of improved training and increased knowledge of different agencies roles. A specific request was for the consistent application of ACPO guidance on how to manage cross and counter allegations of violence between couples which are common when alcohol use is involved. There were questions raised around how data is managed and shared, for example that collected through the MARAC process and whether this could be better used. Communication and developing trusting relationships were seen as vital as was the need for strong and committed management. The provision of childcare when accessing services and gender specific workers were identified as gaps and discussion highlighted the lack of support and education available for young people.

Mental Health

Apollos Clifton Brown ran this workshop. He is the Substance Misuse & Service Manager for the Last Orders alcohol services and has 10 years experience managing alcohol treatment services for people with complex needs, including dual diagnosis, poly use and palliative care clients.

A wide ranging discussion took place around mental health and alcohol. It was felt that recent training showed that mental health staff in acute settings did not know the basics on delivering appropriate alcohol screening and advice for patients in their care. Consequently mental health worker's could not offer strategies to enable patients to make better informed choices. The delegates

felt there was too much emphasis on dependent drinkers within mental health settings, where referrals to the Dual Diagnosis team produced valuable results, but could only treat 'the tip of the iceberg'. It was also felt that despite alcohol being a factor in assessing risk to self, it is often difficult to complete a mental health assessment with someone who is intoxicated. The group felt that this too frequently led to a position where people who appeared to be at risk of harm themselves, were refused an adequate mental health assessment or were deemed to be drinking too much to access mental health counselling services. The good work that the dual diagnosis team do in coordinating substance misuse treatment for those in formal mental health settings was recognised, but as they can only work with those with a care coordinator, it was felt that this excluded a large portion of the population with complex needs. The group discussed whether there was a need for an equivalent of the dual diagnosis team for patients who require EIPS (Early Intervention in Psychosis) and wellbeing therapies to ensure a more consistent and coordinated approach for people who would benefit from both alcohol treatment and mental health support. Finally the group discussed the potential advantages of routine prescribing of a vitamin injection to help prevent Wernicke's encephalopathy, an illness specifically associated with alcoholism.

The Impact of Alcohol on our Towns and Cities.

This was a busy workshop run by Superintendent Linda McCarthy, Nottinghamshire Police and is responsible for 24/7 response policing, Events Planning and the Proactive Licensing Team. Linda's portfolio includes Force lead for Alcohol, and Violence (Public Space).

Communication, intelligence sharing and joint working were seen as crucial to effective working within this workshop. One example given was the Pubwatch scheme, this is felt to be extremely effective but it was suggested that it had been at a disadvantage since the police had taken more of a "backseat role" and are not attending as many meetings. Schemes such as the street pastors are felt to have a positive impact on our streets at night and there was support within this group for more effective regulation of our towns' and city's bars, pubs and clubs. Later drinking was identified as a challenge along with the sale of cheaper alcohol in supermarkets allowing for pre-loading. There was discussion on the planning of our towns and cities and striving to ensure that

those who visit are able to enjoy their time. Schemes such as Purple Flag, Best Bar None and Pubwatch were popular amongst the delegates and it was felt that social media could also play a role in getting across the message relating to safe and healthy alcohol consumption. A focus on young people and crime initiatives was discussed, with the view that there is a need to engage with young people. The group was supportive of a minimum unit pricing policy

The Impact of Off Licence Sales

John Maher, Trading Standards Officer for Nottinghamshire County Council ran this workshop. For the past 4 years John has been the policy lead for Trading Standards (TSD's) in Nottinghamshire County regarding the legal controls relating to a range of age restricted products, including alcohol. As such, he represents Nottinghamshire at the Trading Standards Department East Midlands coordination group on age restricted products and has implemented a 'systems thinking' approach to tackling age restricted product access for Nottinghamshire County TSD's.

There were several key themes discussed within this workshop. The first of these was illegal off licence sales and sales that avoid off licence checks. There were concerns about alcohol delivery services giving access to underage drinkers and that bans on multi buy offers can be circumvented by various means. It was felt within this workshop that a minimum unit pricing policy could increase alcohol theft and also illegal alcohol sales. Proxy sales were also highlighted as a problem and the impact of the large numbers of students within the city was discussed. Role models for young people were high on the agenda and education was felt to be an important factor in managing young people's drinking habits. This workshop also identified the importance of gathering data and sharing information across the industry to co-ordinate a response. Social media was viewed as popular effective medium through which to communicate.

Working with Families

This workshop was led by Laurence Jones, Group Manager for targeted Support and Youth Justice Services for Nottinghamshire County Council. Laurence is a member of the Nottinghamshire's Safeguarding Children Board and lead commissioning manager for young people's substance misuse treatment and services for children affected by parental drug and alcohol use.

Discussion in this workshop centred around four themes; schools, intergenerational alcohol problems, children affected by adult alcohol use and young people's own use of alcohol. The need for services to take a holistic approach, the importance of community strategies and the need for professional support were identified as gaps. Children's wish for adult guidance and intervention was also noted. Routine screening for signs of alcohol misuse by early years professionals and confidence in acting when problems are disclosed were identified as key ways forward and the importance of all young people having good quality alcohol education was agreed to be crucial.

Defining the Problem and Recognising Success – Enforcement and Regulatory Powers

This workshop was led by Andy Burton, Chief Inspector, Performance and Insight Manager, Nottinghamshire Police, together with his colleague Mike Swanwick.

The group identified the challenges that arise from the city and the county taking different approaches to alcohol misuse; but acknowledged the need for a localised response. There was a lack of confidence that resources followed need and it was suggested that other factors influence the setting of priorities and allocation of resources. It was recommended that accurate data collection and sharing of intelligence are required to address this problem. The changing nature of alcohol consumption was discussed with pre-loading and late night drinking in particular highlighted. This group was clear that if licensing laws were to be effectively enforced then there needed to be 'buy in' from all agencies. Strong and consistent leadership was felt to be crucial together with a consistent message both locally and nationally. Key principles recommended included sharing of information and good practice, effective monitoring and enforcement of drinking environments and quick responses with effective pathways for those needing further support. Other priorities highlighted were good education programmes for young people and extending diversion schemes to more minor offences such as drunk and disorderly. It was felt that any strategies need to focus on long term changes and medium and short term wins. It was identified that there needs to be an overall shift in public attitude and an emphasis on increased social responsibility by individual, families and communities.

Delivering Effective Treatment and Support.

Hayden Duncan together with Ed Taylor from Public Health England led this workshop. Their role is to support Centre Directors to work effectively with local authorities and other key partners, including criminal justice, employment agencies, service users and families. They develop priorities for alcohol that support the evidence-based interventions for addressing alcohol-related harm, specifically developing the prevention agenda.

This workshop highlighted the need for services to be better integrated and the number of different alcohol strategies was highlighted as a challenge in meeting this outcome. It was suggested that these strategies could be aligned across the county. Data gathering and working from a clear evidence base were strong themes and it was felt that any plan should draw on the various Joint Strategic Needs Assessments that are available. The group identified transition from youth to adult services as a problem and they felt that the prevention agenda needs to be a higher priority. The effectiveness of Identification and Brief Advice (IBA) was highlighted and the group was keen that all frontline workers were able to provide this service along the lines of the NHS policy of “making every contact count”.

Industry Perspectives

This workshop was led by James Anderson, a partner at Popplestone Allen Solicitors. James has many years experience in licensing law, acting for a wide range of clients, based mainly in London, from individuals to major operators although most of his clients are either pubs or restaurants. James also lectures and trains local authority councillors and officers on licensing and gambling issues and speaks at a variety of licensing functions across the country.

The industry workshop focused on the perspectives of those working within the alcohol trade. This workshop felt strongly that there was already good work being done within their trade that needed to be acknowledged. It was felt that this perspective was often lacking and they highlighted the pub as a benefit to communities, supporting community relationships, raising money for charities, benefitting the economy and providing a safe environment in which to consume alcohol safely. This last point was felt to be all the more important with the rise of increased drinking at home triggered by cheaper prices in the supermarkets. The group identified the action taken by the industry voluntarily to address increasing concerns about alcohol consumption and pointed to the

responsibility deal, Pubwatch meetings, the Nottingham and Mansfield BIDs and improved staff training and as examples of this. Delegates supported effective partnership based enforcement but felt that too often enforcement is heavy handed; they supported a more collaborative, non judgmental and supportive approach to help establishments address problems that can arise in even the most well run pubs. It was agreed that there will always be irresponsible operators but the trade are as keen to address these as the authorities as they tarnish the reputation of the majority. The group welcomed a more inclusive approach to addressing the impact of alcohol and asked that all relevant parties, including the industry were involved in developing the solution. They felt that any targets had to be reasonable and sustainable and take into account the trade perspective.

Emerging Themes

From the discussions that the Commissioner's office has held in recent months and feedback from the conference there are several themes that have begun to emerge as having common support across the different areas of interest. These are:

- The importance of training – All the workshops identified this as a key issue. Most felt that there was room for improvement in staff training on alcohol awareness and brief interventions alongside the need for more specialist training in some fields for example, domestic violence and mental health. It was recommended that all agencies improve their understanding of the services provided by others, not only so they are better placed to advise service users but to also allow for greater cohesion in the region's response to alcohol use.
- Improved education and a focus on young people – 5 of the workshops discussed a need for increased education/awareness raising and services focussed on young people and it was a strong theme within the Alcohol Survey. It was generally felt for there to be a change in attitudes towards alcohol to be permanent and for a cultural shift to take place then we need to be ensuing we are providing our young people with the knowledge and skills they need to make informed choices. There was also the view that services had to be easily accessible for young people across the board.

- Partnership working and shared best practice – All workshops identified the importance of partnership working in one form or another. Shared data and intelligence, shared best practice and an inclusive approach to problem solving were felt to be important.
- Evidence Led Practice – There was a strong theme of ensuring that resource and policy followed an evidence base and that there was strong leadership in the management of delivery. This linked to the sharing of information and ensuring that all agencies were well informed about the work of others.

Next Steps

The Public Alcohol Survey closes at midnight on 22nd September 2013 and coincides with the end of the ACPO In Focus week looking at alcohol related harm. The Commissioner will be using the feedback from the conference, the survey and all the other consultation activities he has undertaken in recent months, to help shape a new action plan which addresses key issues and gaps that have been identified.