



Home Office

**Review of the Social
Responsibility Standards for
the production and sale of
Alcoholic Drinks**

Volume 2

Confidential

KPMG LLP

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This report contains 76 Pages



Preface

This volume details information from the observation studies and interviews conducted in the following locations:

- Coventry;
- Hackney;
- Harrogate;
- Manchester;
- North Norfolk;
- North Tyneside;
- Restormel; and
- Swindon.

Each location contains summary information about:

- Location context;
- The views of non-industry stakeholders;
- The observation visit;
- Highlights from the quantitative analysis;
- Observational summary;
- Alcohol-related facts for Swindon;
- County and district strategy relating to alcohol-related harm;
- Operational factors;
- Partnership approach between the Responsible Authorities and other interested parties;
- Industry and non-industry partnership working to secure socially responsible practice; and
- Drivers and barriers to securing more socially responsible practice.

For more detailed information about the quantitative analysis please see the Technical Annex.

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1 **Coventry Location Summary**

1.1 **Introduction**

Coventry is a city and metropolitan borough in the West Midlands of England. With a population of over 300,000 and a large student population, Coventry is the ninth largest city in England. It is ethnically diverse with some 22% of Coventry's inhabitants coming from minority ethnic communities. Coventry's motor industry boomed during the 1950s and 1960s, declining in the 1970s. By the early 1980s, Coventry had one of the highest unemployment rates in the country. In recent years, the city has recovered with newer industries relocating there, although the local motor industry continues to decline. It has two universities, the city centre-based Coventry University and the University of Warwick on the southern outskirts.

Coventry has a large night-time economy operating both across the city centre which is encircled by the ring road (St Michael's ward) and in the neighbouring residential area of Earlsdon. The city centre has undergone significant recent regeneration. Most prominent is the Skydome leisure complex. The Skydome comprises several large capacity chain restaurants, bars and nightclubs which specifically target young people. All of these venues are situated in a concentrated area with the capacity to house 20,000 people.

1.2 **The views of non-industry stakeholders**

The majority of the non-industry stakeholders interviewed were unaware of the Standards but recognised the principles. Where their work was more related to the effects of alcohol-related harm, stakeholders were aware of the Standards, but unable to comment upon the extent of local adherence. There is a level of commitment amongst non-industry stakeholders to support a reduction in alcohol-related harm, be that crime and disorder and/or health related impact. In one OCU the Police Inspector reported that in the year to date there had been 1436 less calls regarding rowdy and anti-social behaviour than in 2006/07. Whilst the data cannot be directly related to the effects of alcohol, anecdotally it was believed that the introduction of neighbourhood policing has had a positive impact and reduced under-age alcohol consumption on the streets.

Those stakeholders concerned with the health-related impact of alcohol consumption, both in primary and secondary care, had a more negative view of the Coventry night-time economy. Whilst many of the dependant drinkers seeking treatment do fall into the white male British grouping, increasingly more patients requiring treatment are from more diverse ethnic groups and are female¹. Those that are admitted are suffering from more serious health and liver problems and are also much younger. There was a view expressed that these individuals were often vulnerable members of society and typically consumed alcohol based on its potency and price. This view was also supported by the manager of a local homeless shelter for 16-24 year olds.

Most stakeholders were unable to comment on whether the Standards had attributed to an increase in socially responsible behaviour. Many commented that in young people, there was

¹ In the period 31/3/07 to 30/09/07 133 referrals male, 77 referrals female. Source: Hospital Alcohol Intervention Service

a lack of aspiration to engage in more meaningful social activities and that drinking to get drunk was a cultural ‘norm.’ It was an apparent belief that there is a need for further help and support for the families and carers of those who are drink dependant.

1.2.1 Key concerns

A key issue identified by non-industry stakeholders for the Coventry district is the **selling alcohol to those already intoxicated.**

The commercial interests of retailers were perceived to be a key factor in non-adherence to the socially responsibility standards.

1.3 The observation visit

The observation visits took place between 27 February and 3 March 2008 in the following wards:

- Coventry City Centre (St Michael’s) – leisure (all venue types), retail, offices, municipal buildings, tourist attractions and university.
- Earlsdon – affluent residential, leisure, student accommodation
- Coundon – residential area to north west of city centre
- Upper and Lower Stoke wards – mixed income residential

1.3.1 Timetable of visits

Table 1: Number and dates of observations in Coventry

Date	On-trade	Off-trade	Total
27/02/08	8	2	10
28/02/08	14	4	18
29/02/08	14	11	25
01/03/08	18	4	22
02/03/08	12	2	14
Total	66	23	89

55 on-trade premises and 17 off-trade premises were visited, with some being observed on multiple occasions. In total, 89 observations were undertaken in the Coventry area.

Table 2: Number and type of on-trade retailers observed in Coventry

Type (On-trade)	Visits
Centre (Leisure area)	32
Centre (Residential)	11
Centre (Mixed)	28
Suburban Area	3
Housing Estate	0
Rural Area	0
Other	2

Table 3: Number and type of off-trade retailers observed in Coventry

Type (Off-trade)	Visits
Large Supermarket	2
Small Supermarket	6
Drinks retail outlet	4
Off-Licence	6
Small shop	4
Other	1

1.3.2 Special features

On the Friday 29 February the local Trading Standards conducted a test purchase operation. They have strategically adapted the operation to take place at tea time on Friday evenings. They believe approach is more reflective of the possible purchase patterns of under-18s, commensurately, the number of test purchases conducted have reduced in number, with a decrease in failure rate from 23% in 2005 and 17% in 2007.

1.4 Highlights from the quantitative analysis

Off-trade

76% of observed premises had signage relating Challenge 21 or similar initiative inside. During the entire observation field work, individuals being checked for proof of age was observed only 6 times, 3 of which were in Coventry. Availability of cheap alcohol was notable in Coventry, with 88% of the observed premises selling noticeably cheap drinks and 41% of observed premises having 2-for-1 offers.

On-trade

40% of observed premises had signage on entry relating to under-age purchase restrictions and 51% had had signage relating to Challenge 21 or similar initiatives inside. Support for effective dispersal was limited, with only 2% of observed premises displaying taxi numbers, 20% having signs asking people to leave quietly and door staff encouraging people to leave in 17% of observed venues.

1.5 Observational summary

As identified by the non-industry stakeholders it was observed that Coventry does have an issue with serving intoxicated people. The various areas that were visited all show some adherence to the Standards, but evidence of anti-social behavior was also witnessed.

Much of the observation work took place in the Skydome area where there were numerous examples of poor practice in relation to the Standards both during the week and at the weekend. The majority of venue's focused almost solely on drinking creating 'factories of drunkenness.' The large capacity venues were full of intoxicated individuals, a high number of whom, especially young women, were thought to be under-age. The volume of people in the area during the weekend was not adequately supported by the transport infrastructure with high numbers of highly intoxicated people stumbling around the Spon Street area looking for taxis on dispersal from nightclubs. What appeared to be underage people were allowed entry to some venues and once door staff admitted a customer, bar staff did not then check ID a second time.

"A group of girls waiting in a queue for entry to a nightclub were observed chanting their dates of birth and quizzing each other about their star signs in full hearing of the door staff. They got in."

One of the venues in the Skydome area held a special weekly night of drinking games and promotions. On entry to the venue a drink downing competition was witnessed followed by another competition to win a holiday requiring patrons to fight over balloons to find four winning tickets inside. The four 'winners' were then moved to the stage and remaining customers encouraged to run up to the person they would like to win causing confusion and pushing with highly intoxicated individuals. Whilst this was going on a game called 'Toss Off' was being played at the bar. When ordering a drink at the bar employees would walk along the bar and toss a coin with 'win' on one side and 'lose' on the other. If it said 'win' then the corresponding drink would be free. This led to people drinking quickly and returning to the bar to obtain cheap and sometimes free rounds of drinks.

In addition to the irresponsible drinking games there were causes for concern with carers of people in wheelchairs highly intoxicated, downing bottles of beer and alcopops. The venue also sold Alcoholic Slush Puppies and despite advertising food with a neon sign, no food was available to purchase.

Effective intervention by security staff and Police was observed on the Saturday night at the Skydome when a fight broke out between a male and female inside one of the venues. Observers did not witness the cause of the fight but noted that security staff were quick to eject the culprits from the premises. The fight resumed outside and security staff managed to separate them and hold them down. The women broke free and attacked the security staff by striking him on the face. She was restrained. The Police arrived within five minutes and handcuffed the two individuals. Two more Police officers arrived a few minutes afterwards. During the fight the woman's mobile telephone flew across the pavement and another patron was seen by security staff trying to steal it. The security staff rushed over and seized the telephone from the individual to return it to the woman.

Adjacent to the Skydome is the historic Spon St area with a large number of traditional independent pubs and bars. Despite its proximity to the Skydome, Spon Street attracts a more mixed clientele, combining pre-Skydome drinkers with older, more diverse individuals. Whilst some venues are evidently wet-led with DJs and dance floors, other venues also offer alternative entertainment with live music, karaoke and poetry readings.

Further into the centre of Coventry is the newly regenerated Priory Place area with small-chain bars and restaurants targeted an older, more affluent and aspirational market. Venues in this area placed food and drink with equal prominence and sold products in the mid-upper price bracket. Observations in this area indicated moderate drinking with examples of good practice from the premises.

Past the cathedral is the Earl St area which comprises independent bars along with well-established chain pubs and bars with late licenses, many of which offer 'happy hours', student nights and discounted drinks throughout the week. Earl Street is the closest area to Coventry University and as such, has significant mid-week student trade. This area targets a similar youth market to the Skydome and has reportedly seen a decline in trade following the development of the Skydome.

Beyond the ring road is the suburban area of Earlsdon. It is an affluent residential area housing locals and students from both Coventry University and the University of Warwick. It has a number of traditional pubs and bars and attracts a high volume of people at the weekend. Most of the venues do not have extensive offers on drinks, DJs or licenses beyond 1am and many also have live music. Earlsdon attracts a more mixed clientele, similar to Spon Street and functions as an ‘early drinks’ location for many moving on to the later licensed city centre venues. Observers noted several examples of good practice in Earlsdon venues, including effective dispersal and taxi co-ordination.

1.6 Alcohol-related facts for Coventry

Table 4: Alcohol-related facts for Coventry

	Indicator	Measure ^a Coventry	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	21.3	12.0	338
2	Alcohol-specific mortality - females	7.0	5.4	278
3	Alcohol-attributable mortality - males	59.1	47.2	317
4	Alcohol-attributable mortality - females	24.1	23.1	211
5	Alcohol-specific hospital admissions – under-age 18	59.6	60.6	199
6	Alcohol-specific hospital admissions - males	356.9	339.7	241
7	Alcohol-specific hospital admissions - females	183.7	164.1	245
8	Alcohol-attributable hospital admissions – males	821.6	909	174
9	Alcohol-attributable hospital admissions – females	493.2	510.4	194
Crime				
10	Alcohol-related recorded crimes	13.4	10.1	306
11	Alcohol-related violent crimes	9.2	7.2	294
12	Alcohol-related sexual offences	0.2	0.1	319
Drinking habits				
13	Hazardous drinking (synthetic estimate)	18.0	20.2	104
14	Harmful drinking (synthetic estimate)	5.5	5.0	50
15	Binge drinking (synthetic estimate)	20.0	18.0	260

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

Between 2003 and 2005 there was a decrease in alcohol-attributable mortality in females. In contrast, during the same period alcohol-attributable hospital admissions increased and alcohol-attributable mortality in males remained relatively constant, with a marginal increase

in 2005. Between 2004 and 2007, alcohol-related recorded, violent crimes sexual crimes increased by varying degrees.

1.7 County and district strategy relating to alcohol-related harm

The Coventry Partnership (the city's Strategic Partnership), along with Coventry City Council have identified alcohol in their local area agreement (LAA) as an important factor for improving the city. Increasing effective support for people who misuse alcohol is included within the Community Safety priority outcome.

Coventry's Community Safety Partnership is committed to trying to reduce alcohol-related harm. A designated Alcohol Harm Reduction Coordinator was appointed recently and works along side the Community Safety Team. The local alcohol strategy is being developed to provide a roadmap to helping address the harms caused by alcohol misuse. This strategy also includes information about treatment for individuals and enforcement against perpetrators, including venues selling alcohol to under-age people.

The Community Safety Partnership and local Licensing Team also support the Best Bar None scheme, currently in its second year. Some of the nominees for the award recalled that the completion of the form had given them a good insight into best practice. Some of their dispersal policies had been amended as a consequence of the scheme.

1.8 Operational factors

1.8.1 Licensing conditions

The Council recognises that the licensing function is only one means of promoting delivery of the above objectives and should not be seen as a means for solving all problems within the community. The Council will continue to work in partnership with neighbouring authorities, the West Midlands Police, the Coventry Community Safety Partnership, local businesses, performers, local people and those involved in child protection (Coventry Safeguarding Children Board) to promote the common objectives as outlined. In addition, the Council recognises its duty under Section 17 of the Crime and Disorder Act, 1998, with regard to the prevention of crime and disorder.

The licensing policy also makes specific reference to The Portman Code as set out in the following extract:

"The Council would like to commend the Portman Group, which operates a Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks on behalf of the alcohol industry. This Code seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years old or older. The Code has a means to deal with complaints, taking action in circumstances relating to product packaging and point-of-sale advertising. This Code is an important aspect in protecting children from harm because it addresses the naming, marketing and promotion of alcohol products sold in licensed premises in a manner which may appeal to or attract minors."

Licensing conditions are always tailored to the individual application. Where appropriate, conditions for on-trade licences may include the following conditions relevant to the Social

Responsibility Standards: adherence to a drinks promotion protocol based on the British Beer and Pub Association (BBPA) guidance, use of Security Industry Authority (SIA) registered door staff and use of a 'Radio Link' Scheme in which the retailer has a radio that links to CVOne surveillance.

A limited number of clubs have licences until 4.00am, however they close earlier if trade on a given night means that it is not economically viable to stay open for the duration.

1.9 Partnership approach between the Responsible Authorities and other interested parties

The Responsible Authorities, as part of the Crime and Disorder Reduction Partnership (CDRP), have been very active in multi-agency working. Agencies are very keen to be proactive, with recent successful partnership initiatives including 'Crackdown and Consolidation' days in which agencies such as the Police, Fire Services, Licensing Team, Trading Standards, Environmental Health and others work in a coordinated way in a geographical location. However, these events are costly and funding for partnership working is evidently restricted and project based.

1.10 Industry and non-industry partnership working to secure socially responsible practice

There is a well attended Alcohol Development Group involving non-industry and industry representatives from the BBPA and Federation of Licensed Victuallers Associations (LVA). Other Partnership working with the industry is largely driven through Pubwatch and the CVone radio system.

The CVone radio system is a good example of how partnership working is having a positive impact. The system, which is run by a private company on behalf of the Council, provides 74 pubs and off-trade retailers with radios in CV1 postcode area, manages 274 CCTV cameras and provides administrative support for the Pubwatch scheme. Door staff are all from the same firm and work together, radioing any incidents through on a regular basis. The company also employs four evening ambassadors to work between 6pm and 4am to deal with low level antisocial behaviour. They attend Police briefings early evening then have a high visibility presence in the locality. Extra marshals are engaged at peak periods such as Christmas. CVone also work closely with Skydome which have 134 of their own cameras and six security guards

Trading Standards and other Responsible Authorities also work closely with retailers and meet quarterly to discuss local issues, such as under-age drinking and proxy sales of alcohol and address them through:

- Coventry City Council Challenge 21 posters;
- Awareness raising of fake IDs; and
- Sharing of good practice with other neighbouring local authorities.

1.11 Drivers and barriers to securing more socially responsible practice

A repetitive message and barrier to socially responsible practice in Coventry described by many industry and non-industry stakeholders was the fact that alcohol is a legal substance of

abuse. Many likened excessive alcohol consumption to that of the drugs culture without the fear of enforcement. Non-industry stakeholders in the Shelter and health-related organisations perceived the culture to be harder to control than drugs, given that it is not criminal. Other stakeholders reported that many under-age drinkers are buying alcohol with the consent of parents. Parenting programmes are now being introduced by the Community Safety Team and appear to be having an early positive impact.

There were several environmental barriers to socially responsible practice described in Coventry. They were mainly due to planning and road layouts, and the number of pubs and clubs in a small physical area (within Spon Street and the Skydome area). Stakeholders considered that this resulted in poor natural dispersal flow which aggravates congestion on a busy evening and may lead to disorder. The extension of licensing hours in most of the city centre venues has led to unplanned congestion. Dispersal is often related to the number of people in a particular venue, if business is slow they will often close before their license permits. For example, four bars with only 100 customers may all choose to close early with a cumulative outflow of 400 people into the city centre. The Police are unable to plan for such a flow onto the streets.

Opportunities are seen to be the recent successful multi-agency working and the reduction in alcohol-related crime in Coventry. Safer Coventry messages abound in taxis and buses and proclaim Coventry to be safer, they are also used to advertise socially responsible drinking messages.

A zero tolerance policing approach, with regards to assault on door staff in Coventry, was seen to be enforced by the observation team, and is fostering a culture of openness and increased cooperation with the local officers. The monitoring of low level anti-social behaviour by door staff is viewed very positively by all stakeholders.

2 Harrogate Location Summary

2.1 Introduction

Harrogate District forms part of the County of North Yorkshire, comprising of a large rural area extending north of the Leeds/Bradford conurbation and up to the eastern fringes of the Yorkshire Dales National Park. The 2001 census reported that the population of the District was 151,336. The District's main towns are Harrogate (population 72,989), Ripon (population 15,992) and Knaresborough (population 14,761) along with smaller towns and villages including Boroughbridge (population 3,184), Pateley Bridge (population 2,153) and Masham (population 1,235). The district's population averages in age groups between 20 and 30 are below the national average, but higher than the national average in all 50 plus age groups. Unemployment in the district is low and relatively stable. Large parts of the Harrogate District are dependent on tourism. For example, Harrogate town, Knaresborough and Ripon all have tourism heritage. A significant part of the tourist industry in the Harrogate District and particularly in Harrogate Town relies on the conference and exhibition business, with Harrogate being ranked third in the national league of conference towns, based on direct spend by business visitors.

Harrogate town centre has a vibrant night-time economy which attracts thousands of people to the town each weekend. The on-licence trade attracts a mixture of local customers, those travelling in from the town's rural hinterland and visitors attending conferences.

There are three identifiable circuits which accord with different customer profiles:

- John St (upmarket independent and chain bars) feeds one of the smarter independent nightclubs/late bars on Parliament Street (affluent, fashionable)
- Parliament St (chain pubs) feeds the chain nightclub on Parliament Street (Blue Collar & Conference Guests)
- Late night bar/club in Montpelier area feeds 2 venues which attract the youngest age range.

Ripon's night-time economy centres around a large number of traditional pubs in the vicinity of its market square. There is also one nightclub, which on the night of the observation was attended by the younger age range of local customers. Other young people appeared to drink in the local pubs and then take taxis into Harrogate to continue their nights out.

Knaresborough also has a large number of traditional pubs many of which are located around a historic market square. The town has no nightclubs, but some of the pubs cater to a younger audience, especially at the weekend. One pub has a karaoke, two pubs have large screens for watching sport and one has a dance floor and discotheque area at weekends, closing at 2am.

Masham is a small rural town with a large hotel serving meals and two other popular pubs, all of which were well attended during the weekend of the observation fieldwork.

2.2 The views of non-industry stakeholders

All non-industry stakeholders expressed the view that the activity of the majority of retailers within their district was underpinned by the principles of the Social Responsibility Standards. However, they considered that not all would be aware of the Standards document itself. Indeed, although the local retailers interviewed were not familiar with the Standards document, they highlighted that their own company policies and/or guidance mapped to the principles set out in the Standards.

2.2.1 Key concerns

A key issue identified by non-industry stakeholders for the Harrogate district is **under-age drinking**.

Whilst many on and off-trade retailers enforced a strict policy to ensure that young people were not served alcohol on their premises, non-industry stakeholders acknowledged the existence of pockets of irresponsible practice across the district. This included smaller villages and market towns with tight-knit communities within which the retailers knew the young people. The easy access to affordable, high quality fake IDs via the internet was considered to act as a barrier to tackling under-age drinking, as was the difficulties in identifying where young people obtain alcohol.

In the on-trade, the key issue identified by non-industry stakeholders, is the **servicing of alcohol to intoxicated individuals**.

The need for retailers to be commercially viable was perceived to be a key factor in slippage in the standard of socially responsible practice. Of the retailers who were identified as being 'at risk' of, or were conducting irresponsible practice, many were considered to be failing to be economically viable.

2.3 The observation visit

The observation visits took place between 27th February and 3rd March 2008 in the following wards:

- Harrogate – central affluent ,mixed retail/residential/leisure/tourism/conference
- Harrogate Outer – residential/retail/affluent
- Ripon (satellite town 1) – traditional market town
- Knaresborough (satellite town 2) – traditional market town
- Pateley Bridge (rural village 1) – isolated / tourist economy
- Masham (rural village 2) – isolated mainly agricultural community

2.3.1 Timetable of visits

Table 5: Number and dates of observations in Harrogate

Date	On-trade	Off-trade	Total
27/02/08	0	15	15
28/02/08	17	3	20
29/02/08	13	0	13
01/03/08	17	0	17
02/03/08	3	0	3
Total	50	18	68

47 on-trade premises and 18 off-trade premises were visited, with some being observed on multiple occasions. In total, 68 observations were undertaken the Harrogate area.

Table 6: Number and location type of on-trade retailers observed in Harrogate

Type (On-trade)	Visits
Centre (Leisure area)	14
Centre (Residential)	1
Centre (Mixed)	31
Suburban Area	1
Housing Estate	0
Rural Area	3
Other	0

Table 7: Number and type of off-trade retailers observed in Harrogate

Type (Off-trade)	Visits
Large Supermarket	3
Small Supermarket	4
Drinks retail outlet	4
Off-Licence	4
Small shop	3
Other	0

2.3.2 Special features

On the Friday 29th February, a high profile Police and Trading Standards campaign was in operation in Ripon. The campaign was scheduled to coincide with Harrogate's monthly under-18 club night and aimed to investigate under-age drinking by young people likely to travel into Harrogate to attend the club night. We were told that such a degree of Police presence is the exception rather than the rule. Over the course of the following two nights of peak nightlife activity, no static Police presence was observed, even as venues dispersed. Police presence appeared to be confined to a slow cruising of the town's one way system by officers in cars or vans. The position of the town's main hotspots and the compact nature of the town allowed for most of the main concentration of revellers to be viewed in this way.

2.4 Highlights from the quantitative analysis

Off-trade

Consistent with concerns about under-age drinking, 83% of observed premises had signage at the point-of-sale relating to under-age purchase restrictions and 78% had signage relating Challenge 21 or similar initiatives. Promotional activity within the off-trade was found to be linked to sporting events (6% of observed premises) and sexual imagery (6% of observed premises). Tagging of alcohol over the price of £10 was apparent in only one observed premises.

On-trade

Concerns about the serving of intoxicated people were supported, with 29% observed premises allowing entry to intoxicated people. 23% of observed premises also allowed entry to what appeared to be under-age people. 47% of observed premises had noticeably cheap drinks and 28% of premises had 'buy-one-get-one-free' offers.

2.5 Observational summary

Our observations confirmed the views of the non-industry stakeholders that there is some good practice and adherence to the Standards in both the on and the off-trade. Although signage relating the legal purchasing age was prominent in both the on and off-trade, young people who appeared to be under-age were observed drinking alcohol in some bars and clubs. Additionally, some alcoholic drinks on sale within the on-trade appeared to be targeted to young people. Serving of alcohol to intoxicated people was observed on many occasions, particularly within Harrogate. Effective dispersal processes and signage promoting the avoidance of drink driving was observed in many on-trade premises.

Good practice was observed in the off-trade in relation to the prevention of under-age drinking. For example, signage relating to age and ID was prominently displayed by many retailers and no incidents of serving of what appeared to be under-age people were observed. One small outlet of a local independent chain was launching an initiative entitled "Think 30" from the first of March 2008, in which any customer who appeared to be under 30 could be asked for ID. Another carried a police notice warning of a fine of up to a £1,000 for anyone caught purchasing alcohol for under-18s. Pre-packaged drinks were also promoted responsibly in most outlets. One national supermarket operating in a residential area also had signage next to the drinks section, requesting customers to "leave quietly."

However, a minority of independent off-trade premises had no sensible drinking signage visible. In all observed retail outlets, some products appeared to be marketed on the basis of their strength, particularly brands of white cider. In one area, one outlet of a national small supermarket chain had a fridge cabinet dedicated to drinks which appealed to the younger drinker placed together with White Cider, RTDs and strong lagers. These included noticeably cheap bulk purchase pricing such as eight tins of 440ml Carlsburg for £5 and three litres of 7.5% ABV "Frosty Jacks" white cider for £3.39.

There was also evidence of good practice in the on-trade. One independent town centre nightclub had arranged its own taxi marshals to facilitate safe dispersal. Another national bar chain offers a "*driver drinks free scheme*" and another had a loyalty scheme offering free teas and coffees. Door staff in most venues were observed to be effective in encouraging people to leave in an orderly fashion at the end of the night.

The weaknesses that were observed in the on-trade primarily related to the serving of very intoxicated people, especially on Friday and Saturday nights. No bar staff were observed refusing to serve people on the basis of intoxication in any of the observed venues. DJ's were heard to aggressively encourage additional drinks purchasing even where people were noticeably very drunk.

In one venue, customers mainly consumed RTDs, free-poured cocktails, pitchers, and shots, all of undisclosed unit content, and encouraged to be consumed quickly. A youth-oriented bar chain advertised pitchers that publicised the fact that they contained at least six shots of liquor, one of which had been named “*Lollipopular,*” as such, the drink could potentially be attractive to under-18s.

In some venues the default standard size measure was a ‘double’ or a ‘large.’ This information was not clearly conveyed at the point-of-sale on any occasion. In the case of draught beers, the relative strength of different products was not stated on the pumps. The following extracts are taken from observations at two venues on the Friday or Saturday night in Harrogate:

“A girl was so intoxicated she slipped over, hit her head and got up, then covertly had a cigarette inside the premises”

“Initially a man, being chased by some lads, fell over. He then chucked a couple of bottles in the air in the general direction of the group (of lads) and they came back after him and there was a short scuffle. ‘He’s been bottled man!’ said one of the girls, as bouncers were surrounding one of the lads with a broken-looking nose. There was blood on his face and his shirt was off. The participants were ejected and the glass was cleared up soon afterwards.”

In no cases were hot drinks provided after closure of the bar. In one observed nightclub, there was a burger bar selling hot food after closure of the bar. However, no other food provisions at closing time were observed in other on-trade venues.

The ratio of bar staff to glass collectors and the consequent control of glassware was a significant issue across all the urban venues and there was no evidence of polycarbonate use. The following was observed on the Saturday night in Harrogate

“Some customers ran around excitedly, climbed over furniture and slipped on the floor, which was covered in spilled drinks and broken glass which stuck to the soles of one’s feet in many areas.”

:

Although young people who appeared to be under-age were observed in on-trade venues, no instances of ID checking were observed. Ripon had a noticeably young clientele, but they did not appear disorderly. In the rural areas, good practice was observed in many of the local pubs. In one village, a ‘community’ atmosphere was notable due to the presence of family groups, customers of a range of ages and an almost even split of men and women. It was noticeable that most of the customers seemed to know each other, that teenagers and adults of various ages were conversing, and that drinking appeared to be ancillary to general sociability. Some of the young people appeared to be under-18 and were seen to be drinking alcohol (mostly pints of the local brew), but this consumption was with food, did not appear excessive and was conducted alongside parents and family friends.

2.6 Alcohol-related facts for Harrogate

Table 8: Alcohol-related facts for Harrogate

	Indicator	Measure ^a Harrogate	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	9.60	12.0	166
2	Alcohol-specific mortality - females	4.6	5.4	165
3	Alcohol-attributable mortality - males	43.4	47.2	158
4	Alcohol-attributable mortality - females	20.5	23.1	109
5	Alcohol-specific hospital admissions – under-age 18	137.4	60.6	342
6	Alcohol-specific hospital admissions - males	374.7	339.7	257
7	Alcohol-specific hospital admissions - females	277.0	164.1	328
8	Alcohol-attributable hospital admissions – males	899.1	909	217
9	Alcohol-attributable hospital admissions – females	608.6	510.4	294
Crime				
10	Alcohol-related recorded crimes	4.9	10.1	38
11	Alcohol-related violent crimes	3.8	7.2	50
12	Alcohol-related sexual offences	0.1	0.1	110
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	26.4	20.1	351
14	Harmful drinking (synthetic estimate)	4.5	5.0	169
15	Binge drinking (synthetic estimate)	21.6	18.0	284

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

During 2004 and 2006 hospital admissions increased. Between 2004 and 2007, alcohol-related recorded and violent crimes decreased, whereas alcohol-related sexual crimes increased. Alcohol-attributed mortality in females increased in 2005 but subsequently decreased in 2006. During the same period there was an increase in alcohol-attributable mortality in males.

2.7 County and district strategy relating to alcohol-related harm

North Yorkshire's LAA identifies reducing alcohol misuse as one of the outcomes for healthier and safer communities, both in respect of its role within crime and disorder and

health. In accordance with this, reduction in alcohol misuse is included in the LAA performance outcomes. However, currently there are no reliable and consistent indicators and data collection systems across the country to measure harm. The development of a fit-for-purpose indicator will be undertaken during the next three years.

The LAA is supported by a countywide Alcohol Harm Reduction Strategy which specifies required outcomes and performance targets relating to alcohol-related harm. The strategy links a number of local and county wide partnerships for implementation, monitoring and review, including the a variety of strategic partnerships (such as the country Strategic Partnership, CDRPs, the Drug and Alcohol Action Team (DAAT), Safer Communities forum/partnership, Road Safety Partnership and the Children and Young Peoples Partnership Boards) and Responsible Authorities and other agencies (including the Primary Care Trusts (PCTs), Fire Authority, Police, Probation Service, Licensing Authorities, Trading Standards).

Members of the alcohol industry, including the trade organisations, have also been involved in the development of the county's Alcohol Harm Reduction Strategy. The strategy sets out a clear intention to continue to work with the industry on shared issues and problems to maintain economic benefits whilst reducing alcohol-related harm.

All CDRPs and other district level agencies have signed up to the Alcohol Harm Reduction Strategy. The Harrogate CDRP is currently developing a Partnership Plan which will include an alcohol action plan that supports and aligns with the county-wide Alcohol Harm Reduction strategy.

2.8 Operational factors

2.8.1 Licensing conditions

Applications for licenses are encouraged to demonstrate measures to prevent crime and disorder, disturbance and environmental issues. Guidance for applicants specifically address some aspects of the Social Responsibility Standards, including plans for control of under-age drinking, measures proposed to prevent disturbance of patrons entering and leaving the premises, partnerships with local transport providers to prevent crowds gathering after leaving premises, use of CCTV, use of SIA registered door staff and procedures for risk assessing sale of alcohol promotions. Licensing conditions are always tailored to the individual application. Where appropriate, conditions for on-trade licences include the following conditions relevant to the Standards: adherence to a drinks promotion protocol based on the BBPA guidance, use of SIA registered door staff and use of a 'Radio Link' Scheme, in which the retailer has a radio that links to the Police and CCTV surveillance.

A limited number of clubs have licences until 6.00am. However, the majority close earlier if trade on a given night means that it is economically viable to stay open for the duration. Although some of these retailers will close, for example, at 4.00am, some may stay open until 6.00am as an 'after work' venue for staff from other local retailers.

2.9 Partnership approach between the Responsible Authorities and other interested parties

Informal and formal partnership working between the Responsible Authorities and other interested parties, in respect of enforcement, operations and procedures and monitoring, has been firmly embedded. For example, in addition to the local and regional CDRPs meetings, a

Licensing Liaison Group (LLG) meets quarterly to discuss licensing issues, emerging licenses and identify premises at risk of compromising the licensing objectives and socially responsible practice. The LLG is responsible for making operational enforcement decisions and developing action plans, including the identification of a lead authority to take appropriate action against common risk premises. The group consists of representatives from the Licensing Authority, Police, Trading Standards, Environmental Health, Community Safety Team and the Fire Authority and others.

In recognition of the prevalence of under-age drinking in the district, an Under-age Working Group has been established and is currently meeting on a monthly basis to ensure a rapid response to tackling this issues faced by the district. The Under-age Working Group includes representation from the Youth Force and Children Services, in addition to members of the LLG.

In addition to these formal structures, licensee practice is monitored on a day-to-day basis by the Responsible Authorities. For example, the Police maintain an up-to-date register of incidents relating to the licensing premises, breaches of licenses and individuals with alcohol misuse problems. Any issues are shared with the Licensing Authority and where relevant, Environmental Health, as well as the CDRP and are addressed in a timely manner.

Other partnerships working is also undertaken to reduce alcohol-related harm. For example, Harrogate District Safer Communities Partnership leads an operational *Nightsafe* project within Harrogate town centre. The key objectives of this initiative is to reduce levels of violent crime in Harrogate during the night-time environment, to reduce the number of alcohol-related admissions to accident and emergency that generated from the town centre area and to improve peoples' general behaviour. The partnership has also established an alcohol harm reduction sub-group chaired by a PCT representative and are currently setting up a pilot to carryout a survey in the local Emergency Department during the weekend. The survey aims to capture greater intelligence relating to alcohol-related crime and disorder to inform more holistic interventions. The pilot is based on successful model set up in Cardiff and Scotland.

Partnership working was viewed to be effective, but could be improved. For example, some stakeholders suggested that the generation of single databases relating to licensing and associated alcohol-related incidences could be centralised within the district to reduce bureaucracy. Clarification of the enforcement roles and responsibilities of the Police and Local Authority since the introduction of the Licensing act would also support more effective use of limited resources. Some non-industry stakeholders would also support greater partnership working with the Planning Team to reduce alcohol-related harm.

The inclusion of an indicator, aimed at driving the reduction of the harms caused to health and well-being by alcohol, within PSA 25, was viewed by stakeholders has a positive driver for partnership initiatives. However, concern was expressed about lack of funding to support achievement of the target. Stakeholders expressed the view that majority of the funds currently available were linked explicitly to the prevention and treatment of drug-related harm and could not be accessed for alcohol specific initiatives.

2.10 Industry and non-industry partnership working to secure socially responsible practice

Partnership working with the industry is largely driven through Pubwatch, Offwatch and an equivalent forum for door supervisors. Separate bimonthly Pubwatch and Offwatch meetings are well attended by retailers and the Responsible Authorities. The meetings are seen as effective forums within which effective practice, intelligence and issues relating to socially responsible practice and alcohol-related harm are shared. The Pubwatch scheme also operates a system in which a ban from one pub or club means a ban from all in the locality. Although participation in Pubwatch and Offwatch amongst both the off and on-trade is high, the rapid turnover of managers in a minority of often 'at risk' on-trade retailers results in inconsistent attendance by such retailers.

In addition to the Pubwatch and Offwatch networks, retailers are involved in the *Night Safe* project. Activities that have required the involvement of retailers have included the distribution of lollypops to customers to reduce noise, use of bar mats raising awareness of alcohol-related domestic violence, promotion of awareness raising material relating to sensible drinking, drink-driving and the *Night Safe* project, itself. The *Night Safe* project has received positive feedback from door staff and awareness of the campaign's 'brand' is viewed to have supported partnership working.

Trading Standards and other Responsible Authorities also work closely with retailers to address under-age drinking through:

- awareness raising of fake IDs;
- confiscation of fake IDs offered by young people when trying to gain access into bars and clubs; and
- sharing effective practice such as the use of a 'refusal book' within which staff in the licensed premise can log the details of a request for ID or refusal to serve alcohol to an under-age person and the dissemination of posters highlighting that the retailer will not accept fake IDs.

A sample of off-trade retailers are also participating in an 'Alcotrack' project to identify where alcohol consumed by the under-age is purchased.

Harrogate has a monthly under-18's night in a local nightclub, between 7.30 and 10.30 pm on a Friday. The night is promoted by a national promoter of under-18 nights across England. It is run and monitored through close partnership working between the retailer, the Police, the Licensing Authority, Trading Standards, Community Safety and other Responsible Authorities. Additionally, St Johns ambulance and 'stewards' from the Salvation Army are actively involved to steward, provide medical attention and a safe zone for young people if needed.

Although partnership working between the Responsible Authorities and retailers was viewed positively, there was limited partnership working in respect of the development and implementation of retailers' dispersal policies.

2.11 Drivers and barriers to securing more socially responsible practice

Effective partnership working and sharing effective practice was identified by retailers and non-industry stakeholders as an effective driver of socially responsible practice.

The availability of cheap alcohol in the on-trade and off-trade was viewed by many non-industry stakeholders as a barrier to socially responsible practice. One retailer noted that the sale of cheap alcohol in other bars exacerbates the number of intoxicated customers who attempt to enter his own establishment.

In addition to factors within the control of the alcohol industry, the easy access to affordable, high quality fake IDs, a clear understanding of how young people obtained alcohol and lack of amenities for young people were identified as a key barriers to tackling under-age drinking. Awareness of the impact of alcohol on health, and the prevalence and acceptance of an 'excessive drinking culture' were identified as having a negative impact on reducing alcohol-related harm.

Non-industry stakeholders identified funding as barrier to supporting socially responsible practice and reducing alcohol-related harm. Extra resources were required to support:

- Awareness raising campaigns;
- Promotion and expansion of Pubwatch and Best Bar None;
- The commissioning of innovative approaches to reduce alcohol-related harm; and
- Securing a safer night-time environment, for example through the use of Police Community Safety Officers after 10.00pm and street marshals.

3 Hackney Location Summary

3.1 Introduction

Hackney is one of 14 inner London boroughs and is located on the North East of the City. Hackney borough consists of 19 wards and has a population of more than 207,000 people from six continents and a wide range of ethnic backgrounds. The 2001 census revealed an average ward population within the borough of 10,674. The censuses of 1981 and 2001 reveal Hackney's growth is close to the Inner London average (14%), resulting in the borough gaining almost 23,300 residents over 20 years. The borough's population change gain (13%) has outstripped that of the overall London average of 8.5%. The 2001 Census shows that there is considerable movement of population into and out of Hackney. In-migration, the largest single component of this migration pattern, is predominantly made up of migrants moving from other areas in the UK. Only one fifth of Hackney's inward migrants move in from outside the UK. Hackney has a rich ethnic diversity. Residents from white ethnic backgrounds make up 59.4% of Hackney's inhabitants, forming a smaller proportion of the population than is found in Inner London, London or England.

Hackney's age profile is evenly distributed between the sexes but, compared to the Inner London, London, and England and Wales averages it has a lower number of people aged 55 plus. In contrast, the proportion of under 15s in Hackney is above the regional and national averages particularly among the nought to four age group. The population of 20 to 30 year olds within Hackney is lower than other parts of the capital, despite strong immigration from this cohort.

The majority of the wards in the borough rank within the top 20 per cent of the most income deprived areas in the country and more than one third of Hackney's young people are affected by income deprivation.

Hoxton contains a high concentration of independent bars, many with late-licences. Although there are restaurants, there are no cinemas, theatres and live music or comedy venues. Shoreditch, within Hoxton, is the centre of Hackney's night-time economy which attracts a commensurately high number of visitors from across the UK and beyond as well as other London Boroughs. The night-trade is dominated by fashionable 20-30s age groups. The area has no identifiable drinking circuit as demand seems to outstrip supply. Popular venues are so busy one must queue, last entries are typically 11.30pm to midnight and re-entry is not permitted in many cases.

Stoke Newington has areas of deprivation as well as increasing gentrified areas. For example, a selection of traditional pubs has been refitted and attracts young affluent adults. The area has a more mixed retail and residential atmosphere than Hoxton and has a number of good quality restaurants. It does not cater as much to the late-night crowd and its on-trade is used more as a local amenity. One striking feature is the number of independent off-licences, both supermarkets and small shops, many of which are located on the High Street.

Dalston forms part of the Stoke Newington neighbourhood. It is more ethnically diverse and deprived than many other wards in Hackney. Dalston is about to embark on a £160 million regeneration scheme. There is little retail activity in both the on and off-trade, and the ward has a limited night-time economy.

3.2 The views of non-industry stakeholders

All non-industry stakeholders expressed the view that the activity of the majority of retailers within Hackney was underpinned by the principles of the Social Responsibility Standards. However, all acknowledged the existence of pockets of irresponsible practice. Non-industry stakeholders considered that not all retailers would be aware of the Standards document itself. Indeed, although the local retailers interviewed were not familiar with the Standards document, they highlighted that their own company policies and/or guidance relating to practice mapped to the principles set out in the Standards.

3.2.1 Key concerns

The key issues identified by non-industry stakeholders were **noise pollution, traffic and littering**, all of which were associated with the large volumes of customers who visited the dense population of pubs, bars and club in Hoxton. Non-industry stakeholders acknowledged that the smoking ban had impacted negatively on these issues as a result customers standing outside venues to smoke. The Licensing Team have produced guidance for retailers relating to the smoking ban.

Drunkenness and disorderly behaviour, such as urination in public places, were identified as issues in Dalston.

3.3 The observation visit

The observation visits took place between 20 February and 24 February 2008 in the following wards:

- Hoxton – affluent mixed residential/leisure
- Dalston – deprived inner city, mostly residential/little retail
- Stoke Newington – gentrifying area – mixed residential/retail/leisure

3.3.1 Timetable of visits

Table 9: Number and dates of observations in Hackney

Date	On-trade	Off-trade	Total
27/02/08	8	9	17
28/02/08	11	7	18
29/02/08	12	5	17
01/03/08	6	0	6
02/03/08	0	0	0
Total	37	21	58

34 on-trade premises and 21 off-trade premises were visited, with some being observed on multiple occasions. In total, 58 observations were undertaken the Hackney area.

Table 10: Number and type of on-trade retailers observed in Hackney

Type (On-trade)	Visits
Centre (Leisure area)	7
Centre (Residential)	1
Centre (Mixed)	29
Suburban Area	0
Housing Estate	0
Rural Area	0
Other	0

Table 11: Number and type of off-trade retailers observed in Hackney

Type (Off-trade)	Visits
Large Supermarket	0
Small Supermarket	3
Drinks retail outlet	0
Off-Licence	10
Small shop	8
Other	0

3.3.2 Special features

The extensive growth of the night-time economy in Shoreditch, within Hoxton, introduced the potential for a cumulative impact which comprised the licensing objectives. This necessitated the introduction of a Special Policy Area (SPA), in respect of licensing in Shoreditch. The SPA has created a rebuttal presumption that the Council refuses new premise licenses, new club premise certificates and any variation applications to existing licences within the area. Recently, an additional Police Night-Time Economy Team, in partnership with Hackney Council, has been established and will focus on tackling the crime and disorder within Shoreditch.

3.4 Highlights from the quantitative analysis

Off-trade

Signage relating to Challenge 21 or similar initiatives was observed inside 57% of premises (similar signage was observed in 75% to 94% of premises visited in all other locations) and signage relating to 'Drinkaware' was observed in 10% of premises (similar signage was observed in 20% to 61% of premises visited in all other locations). Noticeably cheap alcohol was on sale in 57% of observed premises.

On-trade

Alcohol-related refuse was observed outside 16% of observed premises. Noticeably cheap alcohol was evident in 12% of observed premises (noticeably cheap alcohol was observed in 12 to 63% of premises visited in other locations). Signage relating to Challenge 21 was observed inside 35% of premises (similar signage was observed in 45% to 81% of premises visited in other locations). Signage relating to the legal purchase was observed on entry to 18% of observed premises (similar signage was observed in 26% to 65% of premises visited in all other locations).

3.5 Observational summary

Our observations confirmed the views of the non-industry stakeholders that there is some good practice and adherence to the Standards by both the on and the off-trade. The youngest cohort of legal drinkers and potentially under-age customers were not a noticeable presence in the on or off-trade. CCTV was prominent in the off-trade, however, many off-trade retailers were observed to be selling noticeably cheap alcohol. Limited evidence of material conveying the sensible drinking message was observed in on-trade premises and some practices were found to discourage sensible drinking.

Effective practice relating to dispersal was observed, however, glass collection was limited to the end of the night in many premises.

Good practice relating to the promotion of sensible drinking was observed in some off-trade venues, most noticeably in the national chain outlets. Examples include the use of posters to promote sensible drinking and initiatives such as ‘Drinkaware’ at the point-of-sale. In contrast, a limited promotion of sensible drinking messages was observed in the independent off-trade retailers. Additionally, significant financial incentives to bulk purchase in off-trade retailers in Stoke Newington and Dalston were found in comparison to the on-trade. This practice was most frequently observed in independent outlets. Offers included 6 x 440ml cans of Carlsberg for £5, 6 x 500ml Heineken for £5, and three bottles of 750ml wine for £5. The same outlets offered cheap brands of strong canned drinks, for example, 500ml of 7.5% ABV ‘White Ace’ and ‘Diamond White’ cider were available for 65p per can and 500ml cans of Carling for 85p.

Good practice was also observed in the on-trade within which there was a noticeable lack of drinks discounting promotions. Those that were in operation took place in the early evening and were not prominent during peak times. Free tap water was also provided on request in almost all on-trade venues and hot drinks (tea and coffee) were available at all times in some Stoke Newington venues. However, limited evidence of material conveying the sensible drinking message was to be found in on-licensed premises and some practices were found to discourage sensible drinking. For example, in some venues the default standard size measure was a ‘double.’ This information was not clearly conveyed at the point-of-sale and drinks menus were not provided. In some venues, cocktails and shots were ‘free poured’ rather than using measures, making it impossible to judge the alcoholic content of the drinks. Similarly, the alcoholic content of draft beers was not visible on pumps. Several venues were also observed to promote ‘speed drinking’ of shots/shooter. In Hoxton, the majority of premises were not able to provide hot drinks during peak weekend trading periods and some did not serve hot drinks at any time. Substantial food, beyond bar snacks, was rarely available in pubs, bars and nightclubs after 9pm.

The following extract is taken from an observation in an independent bar in Hoxton:

“In one venue a pretty girl walked around selling cranberry and vodka shots for £3 from a holder on her hip. She approached and flirted with groups of lads who bought a shot. She then waited for the glasses to be immediately returned, the expectation being they would be downed in one. Having purchased one, she approached me 5 minutes later and asked if I wanted another one. I said ‘no’ and she flashed a smile and said “they are very nice.””

Mixed practice was observed in respect of serving alcohol to intoxicated individuals. Although no signage was observed in any on-trade retailers reminding customers that the serving of intoxicated was an offence, door staff were seen to prevent intoxicated persons from entering some premises. In contrast other venues were presented as ‘factories of drunkenness’ wherein the consumption of premium bottled beers and cocktails prevailed and customers had few options in respect of seating or alternative distractions.

The youngest cohort of legal drinkers and potentially under-age customers were not a noticeable presence in the on or off-trade. Most of the on-trade venues attracted what appeared to be over-21s. Nonetheless, some effective practice was observed. For example, in

many off-trade retailers had signage relating to the legal purchase age of alcohol, which was prominently displayed and the sitting of alcohol was away from door entrances, with more expensive alcohol being located next to or behind the till. Security, in terms of both staff and CCTV, was also prominent and there was little evidence of marketing and promotions designed to appeal specifically to under-18s. In the on-trade, some pubs and clubs displayed notices for initiatives such as ‘Challenge 21’ at the point-of-sale and some premises’ door staff were seen to be denying entrance to persons they judged to be under 21.

Pre-packaged drinks observed in off-trade retail outlets made the alcoholic nature of the products clear and promoted alcohol responsibly in that they avoided associated of drinking with enhanced characteristics such as social and sexual performance. However, some products appear to be marketed on the basis of their strength, for example Carlsberg Special Brew, Tennants Extra, several brands of white cider such as ‘White Ace’ have the ABV prominently displayed on the front of the label. The majority of the products sold by the on-trade did not give rise to confusion regarding their alcoholic nature. In contrast to the off-trade, some evidence of association of drinking with enhanced sexual performance was observed, most noticeably through frequent use of sexual references in the naming of cocktails.

Some good practice was observed in respect of managing the venue, noise reduction and dispersal activity in the on-trade. For example, the more popular venues prevented overcrowding inside by making people queue to enter. However, this did cause some noise pollution outside, as well as a pedestrian and vehicle hazard as people spilled off the pavements. Some venues operated a cut-off point for arrivals and this appeared to prevent bar-hopping. Once inside, people were not allowed re-entry and it was difficult to access any of the late-night premises after midnight. This contributed to orderliness on the streets as people were contained in supervised surroundings and it discouraged people attempting to leave with their drinks in hand. DJs in some venues reduced the tempo of the music or playing unpopular tracks at the end of the night, thus aiding dispersal. Three of the independent bars in Hoxton operated a taxi scheme in conjunction with local private hire firms. This involved a person with a clip board booking customers names and arranging cabs. In one premises a poster suggested that customers’ text the word ‘HOME’ to receive the telephone numbers of three local taxi services. In contrast to the good practice observed in many busy venues, glass collection did not occur until the customers dispersed, dispersal was not assisted by door staff and drugs were being sold quite openly in the queues to some venues. In no cases, were hot drinks provided after closure of the bar

The following incidents were observed during the weekend visits in Hoxton:

“In several cases, door staff were ineffectual in encouraged people to leave the venues in an orderly fashion at the end of the night. Once people were outside the venue itself, their behaviour was not supervised and did not appear to be of concern to the door staff who witnessed it. Examples include aggressive jeering and shouting between two groups of rugby supporters who had just left a bar. This went on for 3 minutes in full sight of the door staff who made no attempt to keep them quiet despite clear signage inside asking people to ‘please leave quietly, this is a residential area.’”

“Outside the venue, in the street, I saw one empty beer bottle, one empty bottle of vodka and one empty can of Stella. There were people trying to get in, but not really in the queue. The door staff did nothing to clean up the mess and people were crunching on broken glass as they walked past. It took the doorman 40 minutes to get everyone out of the venue and there was then a big group of people outside. The bar had recently been converted from a shop and its name was cellotaped onto the window lass in bright yellow A4 lettering.”

In one independent bar with an outside terrace area, half finished drinks were left uncollected on the ground and on tables. These glasses were a safety hazard to customers walking past and were in easy reach of the pavement. The glasses were observed to remain in this state for several hours.

3.6 Alcohol-related facts for Hackney

Table 12: Alcohol-related facts for Hackney

	Indicator	Measure ^a Hackney	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	14.5	12.0	265
2	Alcohol-specific mortality - females	5.13	5.4	196
3	Alcohol-attributable mortality - males	46.7	47.2	207
4	Alcohol-attributable mortality - females	21.2	23.1	131
5	Alcohol-specific hospital admissions – under-age 18	13.4	60.6	8
6	Alcohol-specific hospital admissions - males	538.7	339.7	319
7	Alcohol-specific hospital admissions - females	142	164.1	181
8	Alcohol-attributable hospital admissions – males	1,162.4	909	311
9	Alcohol-attributable hospital admissions – females	515.6	510.4	220
Crime				
10	Alcohol-related recorded crimes	10.1	10.1	344
11	Alcohol-related violent crimes	12.7	7.2	342
12	Alcohol-related sexual offences	0.24	0.1	340
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	15.7	20.1	4
14	Harmful drinking (synthetic estimate)	5.7	5.0	303
15	Binge drinking (synthetic estimate)	13.7	18.0	26

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352

Trends for selected indicators

Between 2003 and 2006 there was an increase in alcohol-attributable hospital admissions. During 2004 alcohol-attributed mortality increased but subsequently decreased in 2005. Between 2004 and 2007 alcohol-related recorded, violent and sexual crime increased during 2005/06 but decreased during 2006/07

3.7 County and district strategy relating to alcohol-related harm

Hackney's LAA provides a range of mandatory outcomes linked to narrowing the gap both within Hackney and against the rest of London and UK. These are linked to the priority outcome of reducing violent crime and criminal gang activity by addressing a variety of issues, including the harm caused by drugs and alcohol. However, a reduction in alcohol misuse itself is not a priority LAA performance outcome in its own right.

Hackney has a Reducing Substance Misuse Strategy which aims to help young people and their families resist drug and alcohol misuse, empower communities to travel drug and alcohol misuse and its effects, protect communities from drug and alcohol-related anti-social and criminal behaviour and support people in overcoming drug alcohol problems. Partnership working has been key to the implementation of the strategy. It has involved contributions from existing strategic partnerships (including Hackney Strategy Partnership, Safe and Cleaner Communities Board, Health and Social Cares and the DAAT), Responsible Authorities and other agencies (including the PCTs, Fire Authority, Probation Service, North East London Strategic Health Authority and Connexions) and a wide variety of voluntary organisations.

3.8 Operational factors

3.8.1 Licensing conditions

Licensing application guidance highlights the need for all applications to demonstrate measures to be undertaken to prevent crime and disorder, disturbance and environmental issues. The guidance suggests a variety of measures for inclusion within applications, many of which relate specifically to elements of the Social Responsibility Standards, including the use of door supervisors, positioning of CCTV, promotion of sensible drinking, arrangements for promotions, location of lighting, use of glass and plastic containers, removal of glass outside premises, proof of age schemes, involvement in Pubwatch or Best Bar None and compliance with a Police Club Industry Minimum Operating Standards report.

Licensing conditions are always tailored to the individual application. Where appropriate, on-trade licences include the following conditions relevant to the Standards: participation in Best Bar None and the Shoreditch Night Owl Watch (in which the retailer has a radio that links to the Police and CCTV surveillance), industry-registered door supervisors and/or security teams to be employed at specified times/on specified days, written security policy, use of non-glass

bottles, operation of a proof-of-age scheme and the prominent display of signage at all exits requiring patrons to leave and enter the premises and area quietly.

The growth of the night-time economy in Shoreditch introduced the potential for a cumulative impact that would comprise the licensing objectives. This necessitated the introduction of a Special Policy Area (SPA) in Shoreditch. The SPA has created a rebuttal presumption that the Council refuses new premise licenses, new club premises certificate and any variation applications to existing licences within the Area.

3.9 Partnership approach between the Responsible Authorities and other interested parties

Informal and formal partnership working between the Responsible Authorities and other interested parties in respect of enforcement, operations and procedures and monitoring has been firmly embedded and viewed to be effective.

For example, the Hackney Licensing Operational Enforcement Group (LOEG) meets on a monthly basis and oversees the resolution of licensing operational and enforcement issues. It is responsible for making operational enforcement decisions and developing action plans, including the identification of a lead authority to take appropriate action against common risk premises. The LOEG is also responsible for specifying the information that will be provided by stakeholders to support the monitoring of the local impact of licensing legalisation and policy. The group liaises with Transport for London, the DAAT, and CDRPs, and consists of representatives from the Licensing Authority, Hackney Metropolitan Police, Pollution and Noise Enforcement, Trading Standards, Environmental Health, London Fire and Emergency Planning Authority (LFEPA) and Community Safety.

A Hackney Licensing Partnership Forum also meets on a quarterly basis to review and monitor the licensing policy and other related matters. This group includes representation from the industry. The forum has no decision making powers but make recommendations and comment to the Licensing Committee or other joint meetings. The Forum aims to promote co-operation between the Regulatory Agencies, Businesses, Voluntary Sector, Licenses and Residents with the view to promoting the licensing objectives.

In addition to these formal structures, the Responsible Authorities monitor licensees on a day-to-day basis and maintain a register of incidents relating to the licensed premises and breaches of licenses. The register, together with service complaints register and other data, is used by the LOEG to identify common licensing and enforcement issues.

The inclusion of an indicator, aimed at driving the reduction of the harms caused to health and well-being by alcohol, within PSA 25 was viewed by stakeholders as a positive driver for partnership initiatives to tackle alcohol-related harm. Additionally, stakeholders believed that the inclusion of the indicator in PSA 25 will help to improve the collection of data to help to inform strategies for reducing alcohol-related harm. However, concern was expressed about lack of funding to support achievement of the target. Stakeholders expressed the view that majority of the funds currently available were linked explicitly to the prevention and treatment of drug related harm and could not be accessed for alcohol specific initiatives.

3.10 Industry and non-industry partnership working to secure socially responsible practice

Partnership working with the industry was viewed by industry and non-industry stakeholders as being effective, particularly in Hoxton. Partnership working is facilitated through Pubwatch, Best Bar None and the Shoreditch Night Owl scheme. Participation in Pubwatch is high. Although the number of applicants for the current round of the Best Bar None scheme had reduced, the scheme was perceived by local industry stakeholders to be a driver for supporting continuous improvement in socially responsible practice. However, non-industry stakeholders highlighted the resource burden required to support the scheme. Although participation by both the on and off-trade in the Shoreditch Night Owl scheme is high some stakeholders identified the rapid turn over of door staff in venues has acted as a barrier to the continuity of the use of the radios in some venues.

The Partnership Forum is also used to share effective practice with the retailers, as well as to raise awareness of socially responsible practice and trends in alcohol-related harm and to discuss issues arising in the area. Participation amongst the on-trade is high but low amongst the off-trade. Some retailers within Hoxton also participate in monthly Shoreditch Night Owl Scheme meetings.

In addition to these formal meetings, non-industry stakeholders considered retailers within Hoxton to proactively work in partnership with the Responsible Authorities on a day to day basis to raise any incidents or areas of concern.

Although partnership working between the Responsible Authorities and retailers was viewed positively, there was limited partnership working in respect of the development and implementation of retailers' dispersal policies.

3.11 Drivers and barriers to securing more socially responsible practice

Effective partnership working and sharing effective practice was identified by retailers and non-industry stakeholders as an effective driver of socially responsible practice.

Some non-industry stakeholders acknowledged the importance of ensuring that guidance relating to socially responsible practice addressed the cultural diversity of many of the independent off-trade retailers within Hackney.

Non-industry stakeholders identified the need for retailers to be commercially viable as a key factor in slippage in the standard of socially responsible practice.

Awareness of the impact of alcohol on health, and the prevalence and acceptance of an 'excessive drinking culture' were identified as having a negative impact on reducing alcohol-related harm.

Non-industry stakeholders also identified funding and resources as barrier to supporting socially responsible practice and reducing alcohol-related harm. For example, the Shoreditch Night Owl scheme is maintained by the Police but the lack of funding and resource capacity available was viewed by some to result in this 'maintenance' responsibility impacting negatively on enforcement activity.

4 **Manchester Location Summary**

4.1 **Introduction**

Manchester is the third largest city in the UK with a population of 2,240,000 in the Greater Manchester area and 422,000 in the city itself. The city is often seen as the ‘capital of the North’ and a cultural centre for arts and entertainment, higher education and commerce. The population of Manchester is younger than the country as a whole, with about 20% of the population being black minority ethnic and 3% Irish. Manchester comprises lower income inner city suburbs to the south of the city centre, with the affluent suburbs located about four or five miles to the south and south west of the city centre. Manchester can be described as economically deprived, with high levels of unemployment and low income, as illustrated by their ranking within ten of the most deprived districts in England in the Index of Deprivation 2004. Many residents experience poor health and live in areas where crime and anti-social behaviour are significantly above the regional and national averages.

Manchester became one of the first UK cities to refocus its economic activities on the service, financial and entertainment sectors and the night-time economy. This has involved the redevelopment of city centre wastelands and new urban entertainment complexes built such as the Printworks. Manchester has more than 500 licensed premises and the capacity for 250,000 visitors to its night-time economy, valued at about £100 million per annum and employing about 12,000 people. The diversity of Manchester’s night-time economy is internationally renowned, from the independent dance clubs such as the Hacienda (considered the birthplace of the British ‘rave’ scene) and Paradise Factory, to the many key national leisure chains represented.

The lower income inner city suburbs to the south of the city centre include Moss Side, Hulme, Longsight, Rusholme, Levenshulme and Whalley Range. Moss Side is about two miles south of the city centre with a population of about 11,000, including large numbers of immigrants to the city who were housed in the traditional Victorian terraced houses. Moss Side has a large Black population (32%) and is 48% White. Nearby Whalley Range is experiencing gentrification due to the rapid escalation of house prices in nearby Chorlton. Student accommodation is clustered along the Oxford Road corridor from the city centre into Fallowfield and Withington.

Didsbury and Chorlton are suburbs located about four or five miles to the south and south west of the city centre, respectively. Didsbury and Chorlton are both seen as desirable suburbs, favoured by professionals and families, with the highest price housing in Manchester. Didsbury has a population of about 14,000. Chorlton is seen as a cosmopolitan suburb, with small independent shops, a renowned bakery, organic grocers and a growing number of café bars (about 20 have opened within the last 15 years). In contrast, Didsbury has been criticised for becoming the home to a growing number of national chains in terms of both shops and licensed premises. The growing popularity of these two residential suburbs, combined with the opening of numerous bars and later opening hours after 2005 under the Licensing Act 2003, has led both Chorlton and Didsbury to become drinking destinations for non residents. There is even a local pub crawl known as the ‘Didsbury Dozen’ which includes drinking in twelve local bars in one night. Levenshulme is about four miles south east of the city centre, a more traditional working class suburb than Didsbury and Chorlton,

culturally and ethnically diverse, with a population of about 13,000 of whom 7% are Irish, twice the Manchester average, and 65% White British.

Wythenshawe is one of the largest council housing estates in Europe, with a population of 75,000, 8 miles south of Manchester, on the southern most outskirts of the city. Wythenshawe is most recognisable as the outdoor filming location for the television programme 'Shameless', about a working class Manchester family. Social exclusion and poverty is prevalent on the estate.

4.2 The views of non-industry stakeholders

All of the non-industry stakeholders expressed the view that the majority of retailers within their district operate within and support the principles of the Social Responsibility Standards. Campaigns such as 'Challenge 21' were referred to in discussions, particularly in relation to Manchester City Centre. The notion was not reinforced as strongly when suburban areas were discussed.

4.2.1 Key concerns

There were major differences reported with regards to the alcohol and alcohol-related harm issues between Manchester City Centre and the suburban areas of Manchester, where **under-age drinking and excessive drunkenness** combined with anti-social behaviour is an issue. One of the primary concerns from a number of interviews was in relation to the **on-trade and off-trade differences**. In the city centre the on-trade facilities are generally regulated well, however, there is some irresponsible practice in the off-trade industry **selling alcohol to under-age drinkers**.

There were also instances cited in the off-trade industry (particularly the small independent retailers located in disadvantaged communities) where **the sale of cheap alcohol** is believed to be contributing to the mortality rates.

The CDRP reported that a substantial amount of evidence has been gathered of **irresponsible promotional material**. A letter has been drafted (by the Licensing Unit Manager) which was scheduled to go out to all licensees before Easter. Follow-up action will be taken against licensees who continue to promote alcohol irresponsibly, and action taken against offenders. Possible actions may include contacting the association the licensee is a member of, contacting CAP, and as a last resort, if possible, they will use policy and legislation to review the license and put in a condition to restrict irresponsible promotional activity.

4.3 The observation visit

The observation visits took place between 27 February and 3 March 2008, in the following wards and areas:

- Northern Quarter
- Printworks
- Piccadilly Gardens
- Portland Street
- Deansgate, Peter Street, Deansgate Locks, Canal Street/The Village
- Moss Side, Hulme, Rusholme
- Whalley Range

- Levenshulme
- Oxford Road corridor
- Fallowfield
- Chorlton
- Didsbury
- Wythenshawe

4.3.1 Timetable of visits

Table 13: Number and dates of observations in Manchester

Date	On-trade	Off-trade	Total
27/02/08	32	18	50
28/02/08	25	12	37
29/02/08	20	2	22
01/03/08	18	1	19
02/03/08	17	5	22
03/03/08	0	3	3
Total	113	42	155

113 on-trade premises and 42 off-trade premises were visited once, making a total of 155 observations being undertaken in the Manchester area.

Table 14: Number and type of on-trade retailers observed in Manchester

Type (On-trade)	Visits
Centre (Leisure area)	52
Centre (Residential)	1
Centre (Mixed)	37
Suburban Area	15
Housing Estate	3
Rural Area	0
Other	2

Table 15: Number and type of off-trade retailers observed in Manchester

Type (Off-trade)	Visits
Large Supermarket	3
Small Supermarket	5
Drinks retail outlet	3
Off-Licence	1
Small shop	8
Other	0

4.3.2 Special features

There were no unusual factors associated with Manchester during the observations period.

4.4 Highlights from the quantitative analysis

Off-trade

76% of observed premises had signage relating to the severing to under-aged people at the point-of-sale and 83% had signage relating to challenge 21 or similar initiatives inside the premise. However, all locations security tagged drinks over £10.

On-trade

47% of observed premises exhibited signs telling customers not to leave with drinks, 47% supervised customers leaving the premise and 37% supervised customers once outside of the

premises. Individual occasions of irresponsible promotions were observed, for example, 3% of observed premises glamorised drinking, while 4% used sexual imagery.

4.5 Observational summary

Our observations confirmed the views of the non-industry stakeholders that there is some good practice and adherence to the Standards by the alcohol industry across both the on and the off-trade in both the city and suburban areas.

There appeared to be fewer cheap drinks promotions in Manchester, however there was evidence of speed drinking, promotion of shots and selling of alcohol to intoxicated people in the inner city clusters of licensed premises. There were few incidents observed of what appeared to be under-age sales in the on or off-trade in both the city centre and suburban areas. Given the plethora of licensed premises in Manchester, drinking tends to be located in clusters rather than drinking circuits. These clusters of licensed premises are linked to local leisure ‘scenes’ which appeal to different age groups and to varying cultural, stylistic and musical preferences of customers. Speed drinking and vertical drinking was observed in the bars populating two clusters, Printworks and Deansgate Locks. These bars were very busy at the weekends, venues were open until late, very loud dance music was played making conversation difficult. Numerous door staff were employed in both bars and nightclubs, queues were usually several deep at the bar, there was only minimal seating provision, and most customers stood up, many danced. Shots were widely promoted both at the bar (sometimes customers were required to drink them at the bar) and women circulated selling shots in holsters. Video screens usually showed a combination of drinks offers and music videos. Large numbers of customers within these premises were intoxicated and were witnessed being served despite showing clear signs of intoxication.

Dispersal from these venues was problematic due to the large numbers of intoxicated individuals trying to find taxis. Manchester has approximately sixteen street marshals and numerous taxi marshals who were visible on the streets during the observation period. However, there seemed to be a shortage of taxis resulting in enormous taxi queues developing, waiting times of over an hour in bitterly cold weather, and consequently hundreds of disgruntled party goers on the streets. Such large numbers of intoxicated young adults led to instances of alcohol-related disorder. Most of the incidents observed were in the nature of high jinx and accidents, rather than outright aggression. However, there were some instances of serious anti-social or dangerous behaviour observed, including the following extract noted by one observer.

“During dispersal time, exactly opposite X [national chain pub/club] a group of five women were shouting very loudly and not being aware of people’s reactions around them. One of them who was walking and shouting more took the shirt of a man who was standing next to them and then she tried to take his trousers off, by pulling them down. She succeeded and at the same time pushed him over to her friends. He seemed to be enjoying the attention and when his trousers were down and he was standing close to the women he started masturbating, showing off and wanting the attention. I didn’t feel comfortable to continue the observation. The road was full of cars at the time and there was another club nearby, five metres away. I was unsure which venue they came from. No intervention was made.”

There was an observed distinction between the night clubs where more alcohol was consumed and the dance clubs visited by observers, where less alcohol was consumed. However, in the latter clubs, there was evidence of the consumption of illegal ‘club drugs’ such as ecstasy, cocaine and ketamine. The dance club bars had few queues because customers appeared to be drinking alcohol less frequently. However, the dance clubs, as with the chain night clubs, had little evidence of glass collecting until the end of the night. This resulted in an accumulation of large amounts of glasses and bottles across the floors, in corners and on shelves by the end of the night.

It is notable that although the dance clubs were full to capacity and had very long queues for the toilets, cloakrooms and smoking areas, no disorder was witnessed in these venues. These venues also charged higher admission prices. Whilst there were clearly intoxicated people in the club, there was none of the violence or aggression observed in other venues. There were no drinks promotions and there were signs by the bars saying “we serve drinks, not drunks.” Free water was available, with plastic glasses full of water at the end of each bar. Dispersal from these dance clubs was very effective and customers were supervised by door staff on leaving the venues.

Suburban areas observed included the café bar up-market venues targeted at young professionals and the more traditional community style pubs in the lower income residential areas. There were no notable price promotions in either venue type, with some good practice observed, such as evidence of designated driver schemes in operation in the community pubs. There was little sign of alcohol-related disorder and no sign of the Police or other uniformed presence, such as street or taxi marshals, in the higher income residential suburbs.

Some community pubs observed appeared to have a more leisurely pace of drinking, with many regulars of a wide age range who appeared to be know to each other. In these instances, the pubs offered a wider range of products and entertainments.

The organisation and management of student venues appeared to be more variable, and sometimes more casual than at the upmarket café bars and the traditional local community pubs. There was more evidence of anti-social behaviour, such as smoking inside venues, drunkenness and a general disregard for safety, both personal safety and that of others. Despite this there were no incidents of aggression or serious incidents observed.

There was no evidence of under-age sales in the off-trade observations but on one occasion an intoxicated customer was served. This was the only real evidence of non-compliance with the Standards by the off-trade retailers observed. There was no evidence reported of retail practices targeting younger drinkers or encouraging excessive drinking, drunkenness, antisocial behaviour and promotions associated with sporting events. Some off-trade venues, particularly in lower income areas, offered notable discounts on bulk purchases, particularly of beers, alcopops and wine, supporting the view held by stakeholders that cheap alcohol is heavily promoted in more deprived areas.

4.6 Alcohol-related facts for the Manchester

Table 16: Alcohol-related facts for Manchester

Indicator		Measure ^a Manchester	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	25.0	12.0	348
2	Alcohol-specific mortality - females	11.9	5.4	343
3	Alcohol-attributable mortality - males	75.7	47.2	350
4	Alcohol-attributable mortality - females	40.5	23.1	354
5	Alcohol-specific hospital admissions – under-age 18	89.0	60.6	286
6	Alcohol-specific hospital admissions - males	809.3	339.7	353
7	Alcohol-specific hospital admissions - females	346.6	164.1	347
8	Alcohol-attributable hospital admissions – males	1,581.5	909	353
9	Alcohol-attributable hospital admissions – females	815.4	510.4	350
Crime				
10	Alcohol-related recorded crimes	20.6	10.1	352
11	Alcohol-related violent crimes	12.1	7.2	337
12	Alcohol-related sexual offences	0.3	0.1	342
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	22.5	20.1	294
14	Harmful drinking (synthetic estimate)	8.8	5.0	352
15	Binge drinking (synthetic estimate)	28.4	18.0	351

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

Between 2003 and 2005 there was a decrease in alcohol-attributable mortality in males. In contrast, alcohol-attributable mortality in females and alcohol-attributable hospital admissions increased over the same period. Between 2004 and 2007, alcohol-related sexual crimes decreased while alcohol-related recorded and violent crimes remained relatively constant with a marginal increase in 2006.

4.7 County and district strategy relating to alcohol-related harm

Creating and sustaining safer stronger communities is fundamental to the success of Manchester. One of the key elements, as defined in the LAA, is to ensure alcohol and drug-

related harm are minimised. The LAA will provide strengthened mechanisms through strategies such as the Responsible Parenting Strategy and the Alcohol Harm Reduction Strategy. It aims to generate a greater sense of responsibility for achieving the goals of these strategies relating to alcohol across a range of delivery partners. Reducing the burden of ill health and harm caused by alcohol is a cross cutting priority for the LAA and will build on the Priority Places Initiative work. There will be a specific focus on brief intervention programmes, restricting access and tackling street violence. Partners will be supported in developing a systems approach to this area of work.

The Partner Agreement is one of the mechanisms by which the LAA will formally hold Manchester Council and their partners to account. The purpose of the Partner Agreement is to secure commitments between partners about changes they can implement, independent of Government change, which will help achieve Community Strategy priorities.

The Alcohol Harm Reduction Strategy 2008-2011 is currently in draft form but has been published. This strategy builds on the foundations and successes of Manchester's first alcohol strategy in 2005 and has been developed in partnership with communities and key stakeholders. The responsibility for the performance management and delivery of the strategy lies with the Manchester Drug and Alcohol Action Board and the Health and Well Being Partnership.

The strategy has four main aims at present, being:

- To provide information to low risk, hazardous and harmful drinkers about safer consumption of alcohol in a way that will facilitate behaviour change;
- To ensure the alcohol treatment system is responsive to the needs of harmful and dependent drinkers, their families and carers;
- To improve the outcomes for children and young people where either their own or their families' alcohol misuse means they are less likely to be healthy, stay safe, enjoy and achieve, make a positive contribution and/or achieve economic well-being.
- To reduce alcohol-related offending and re-offending; and
- These four aims will be fundamental in the policies and actions put in place around Manchester relating to alcohol over the coming years.

4.8 Operational factors

4.8.1 Licensing conditions

Applications for licenses include a condition that licensees must adhere to the Standards. However, this is often the only contact with the Standards that many licensees will have. The Standards have been used to back up licensing conditions and to incentivise licensed premises to 'go the extra mile' in relation to the Standards.

Greater Manchester Police and the Environmental Health department at Manchester City Council will impose often very strict conditions on all licences as part of their continued commitment to overcoming alcohol-related issues and enforcing good standards amongst venues in Manchester.

Responsible marketing is not so easy to define at a local level as there is no local regulation and there are no official organisations to alert in cases of bad practice. However, the CDRP

collaboration with a number of key stakeholders, including the Licensing Unit Manager, have been gathering evidence of irresponsible promotions and will be tackling this issue with licensees who are seen to be repeat offenders. They will be investigating and reporting this non-adherence to the Standards to the appropriate Signatory bodie(s) and, where necessary, will investigate whether they are able to use policy and legislation, to review licenses and put in a condition to restrict irresponsible promotional activity.

It was also considered that Challenge 21 could be used more by smaller retailers and could be made a condition of their license.

4.9 Partnership approach between the Responsible Authorities and other interested parties

Partnership working is a key feature in Manchester, often led by Manchester City Council. It was a key point noted in most interviews and there are partnerships in place regarding a number of initiatives. The Drug and Alcohol Strategy Team (DAST), the PCT, Greater Manchester Police and the Crime and Disorder Reduction Partnership all described partnership working as a key component for Manchester in dealing with alcohol-related harm.

The Health and Crime and Disorder thematic partnerships are working together to reduce drug and alcohol abuse, each of which is a significant barrier to access to jobs as well as obvious detriments to health and mutual respect. These partnerships are also tackling anti-social behaviour in relation to alcohol.

The Manchester DAST is a high level strategic body consisting of colleagues from Health, Probation, Police, Housing, Prisons, the voluntary sector and other partners with a responsibility to deliver the National Drug Strategy, 'Tackling Drugs to Build a Better Britain' and Manchester's Alcohol Strategy, within Manchester. The DAST support team is based within the Chief Executives Department of Manchester City Council as a part of the wider CDRP. The support team is responsible, along with main partners, for co-coordinating Manchester's response to drug and alcohol issues and relevant national initiatives. This DAST support team is structured thematically with a commissioning and contracting team for services, as well as thematic leads for young people's treatment, drug treatment within the criminal justice system and alcohol treatment. The team also has involvement with the implementation of Standards which is a good driver for positive change and compliance with the Standards.

A City Safe initiative in Manchester was launched in September 2000 in an attempt to deal with the rapidly expanding night-time economy. City Safe officers work with a number of partners and have been hugely successful in reducing incidents of alcohol-related crime and disorder in Manchester city centre. Eight years on and the project now boasts many separate schemes and initiatives, many unique to the city, that seek to address a wide range of issues impacting on night-time crime. City Safe has been recognised for its expertise in these areas and offers help and advice, not only to areas in Greater Manchester, but all over the UK and overseas. Other cities in the UK are following its lead and adopting its initiatives

Other partnership initiatives include targeted policing models, private cost policing, late night transport, the Best Bar None scheme, Safer Clubbing project, 'Nitenet' radio and multi-agency structured licensing visits

Greater Manchester Police and 'City Safe' operate a Top Ten points scheme which is a crime and disorder rating amongst venues in Manchester. This idea will be developed further to include social responsibility factors in the ratings.

Manchester City Trading Standards carry out surveillance work and work in partnership with the Police on alcohol test purchasing operations. Trading Standards attends the weekly general licensing meeting and is tasked based. Partners involved in this are: Trading Standards, Public Protection, Police, Licensing Unit, Fire Services, Children's Safeguarding Board and Planning.

There is a two monthly Tackling Alcohol-Related Crime meeting that takes place with a strategic planning focus. Members of the meeting include the Crime and Disorder Team, Drug and Alcohol Action Team (DAT), PCT and the Police.

Trading Standards also work in partnership with other authorities. For example, they work on joint projects and funding with the Trading Standards North West. They have quarterly meetings and have an Under-Age Sub Group.

4.10 Industry and non-industry partnership working to secure socially responsible practice

There is evidence of strong Local Partnerships in the city centre with pub and club networks, such as Pubwatch, where leadership is provided from the Trade and Trading Standards, the Police and the PCT have been invited along to meetings.

There are also Off-Licence Forums where the desire to work in partnership was hindered by the lack of leadership. This resulted in leadership being sourced from outside the group, creating a positive impact in expanding communication and partnership working.

There is also a Pubwatch scheme which involves the city council, private practice licensing solicitors, independent pub chains, and Greater Manchester Police. This group is very well attended and helps to ensure awareness of social responsibility schemes, enabling plans to be put into place on a collaborative basis rather than a prescriptive one.

At a local level, the Manchester PCT train staff to deal with under-age drinking and drunkenness. Over the past three years they have worked to support Trading Standards, Environmental Health and the Police. The PCT works with local traders offering free training for the British Institute for Inn-keeping (BII) Level 1 course. In the second year the PCT encouraged half price training to staff working with alcohol, but because of issues relating to demand (too much if free and not enough if paid for) they designed a training booklet to support induction and provide on-going training. The booklet is in being reprinted for the third time this year.

The PCT also ran 'washroom campaigns' on areas such as the hazards of drinking whilst pregnant, although whilst the pubs participated in this, the issue remains that on-license customers do not appear interested in information about units.

Manchester Council Trading Standards noted that Supermarkets in particular have got together to campaign and have introduced Challenge 21.

4.11 Drivers and barriers to securing more socially responsible practice

The presence of strong partnership working across Manchester involving multiple agencies and organisations which is led by Manchester City Council and supported by the DAST, together with the new alcohol strategy, were considered by most stakeholders to be key drivers in securing socially responsible practice. It was generally felt by stakeholders that the Standards provide a good starting point, but it is only a collaborative approach involving a range of organisations that can bring about positive change.

The strict licensing policy and penalties for non-adherence were also viewed as drivers for socially responsible practice. In particular, the stance taken on irresponsible promotions is unique to Manchester, which is operating in a pro-active rather than re-active manner. An on-trade stakeholder cited an instance where an individual member of bar staff at a different bar in Manchester was being fined for serving under-age drinkers. This is common knowledge amongst the bar staff in the city centre, which has raised the profile of the personal implications the Standards can have for individuals.

Strong Police and security presence in the city centre has also resulted in fewer cases of under-age drinking and excessive drunkenness.

Commercial pressures in the off-trade venues which sell strong lagers and ciders to people under the influence of alcohol and to under-age people were considered to be a barrier for socially responsible practice. The small retailers face competition in terms of trade from large supermarkets and will often sell to people under the influence of alcohol or under-age drinkers out of necessity to stay in business rather than choice. This was identified as major issue in Manchester. Coupled with this is the fact that the disadvantaged people in Manchester, such as the homeless, will use off-licence premises to purchase alcohol. These will typically be small independent retailers who sell strong cheap lagers and ciders such as White Lightening and Frosty Jacks.

There are considerable differences between the city centre and the suburbs where much more off-trade drinking takes place and alcohol-related anti-social behaviour is more common.

5 North Norfolk Location Summary

5.1 Introduction

The District Council of North Norfolk forms part of the County of Norfolk on the far eastern tip of England. Its coastline makes up part of the largest coastal nature reserve in England and Wales. North Norfolk is east of Peterborough and consists of conurbations of various sizes, including a number of coastal and rural towns, market towns and numerous villages. The District is divided into 36 wards and 122 parishes. In the 2001 Census the population of the district was 100,600. Two of the main towns of the District are located along the coast (Cromer (population 7,700) and Sheringham (population 7,100)), with two other large towns located further inland (Fakenham (population 7,300) and North Walsham (population 12,000)).

A poor road network makes it difficult to access many of the populated areas, with some rural areas having poor access to public transport, including infrequent bus services. A rail network exists across some of the towns, particularly within those which are more built up. The main economy within the area is seasonal tourism. This is reflected in the number of economic activity of individuals of working age being lower than the national average. The county has one of the highest proportions of people over pension age in both the Eastern region and England as a whole.

North Norfolk is not well known for its night-time economy. Those wanting a vibrant town to go out in will tend to travel to Norwich where there is more of a hub for entertainment. However, the key towns of Cromer, Sheringham, North Walsham and Fakenham have substantial numbers of drinking venues, including a number of nightclubs which attracted the highest influx of people on a Friday and Saturday night. Smaller towns across the district, such as Holt, Stalham, Wells and East/West Runton, have local traditional pubs which appeared to be mainly patronised by local people during the observation period.

5.2 The views of non-industry stakeholders

Few non-industry stakeholders were aware of the Standards before our interviews. However, they were pleased to see such documentation existed and agreed with the principles. Nonetheless, non-industry stakeholders expressed the view that retailers would only adhere to voluntary standards if it was in their financial interest to do so. They considered that a structured framework would be required to effectively secure the implementation of a voluntary code.

Non-industry stakeholders considered that awareness of the Standards amongst the retailers within the region would be limited to those aspects which are reflected in their license agreements, particularly since the vast majority of license holders within the region are independent.

5.2.1 Key concerns

All non-industry stakeholders raised the issue of the availability of large amounts of **cheap alcohol within the off-trade**. Non-industry stakeholders considered that the availability of cheap alcohol in off-trade, coupled with the introduction of the smoking ban, had led to a

movement of customers away from the on-trade and towards the off-trade. This trend was identified as potentially as a potential barrier to effectively detecting and reducing alcohol-related harm.

The vast rural nature of the North Norfolk is considered to negatively impact on the feasibility and effectiveness of partnership working with the industry, policing and the consistency of perception of anti-social behaviour across the district.

5.3 The observation visit

The observation visits took place between 20 February and 24 February 2008 in the following wards:

- Cromer – one of the regions larger tourist/coastal towns
- Sheringham – one of the regions larger tourist/costal towns
- North Walsham – large inland town with relatively small retail centre
- Fakenham – inland town with small tourist focused retail centre
- Four smaller rural areas: Holt, Stalham, Wells, and East and West Runton.

5.3.1 Timetable of visits

Table 17: Number and dates of observations in North Norfolk

Date	On-trade	Off-trade	Total
20/02/08	6	6	12
21/02/08	17	9	26
22/02/08	20	8	28
23/02/08	9	2	11
24/02/08	9	4	13
25/02/08	1	0	1
Total	62	29	91

40 on-trade premises and 21 off-trade premises were visited, with some being observed on multiple occasions. In total, 91 observations were undertaken in North Norfolk area.

Table 18: Number and type of on-trade retailers observed in North Norfolk

Type (On-trade)	Visits
Centre (Leisure area)	32
Centre (Residential)	11
Centre (Mixed)	28
Suburban Area	3
Housing Estate	0
Rural Area	0
Other	2

Table 19: Number and type of off-trade retailers observed in North Norfolk

Type (Off-trade)	Visits
Large Supermarket	3
Small Supermarket	15
Drinks retail outlet	4
Off-Licence	3
Small shop	3
Other	1

5.3.2 Special features

North Norfolk's main economic wealth comes from the seasonal tourist industry. At the time of the observations, North Norfolk was experiencing its lowest tourist point of the year, with only some bus day tours from nearby Norwich visiting the area.

5.4 Highlights from the quantitative analysis

Off-trade

81% of observed premises had a 'buy-one-get-one-free' promotion and 71% of observed premises were selling noticeably cheap alcohol. Signage promoting the avoidance of drink driving was advertised in 42% of observed premises. Within all premises visited, alcohol priced £10 and over was security tagged.

On-trade

The presence of intoxicated (23% of observed premises) and under-age people (23% of observed premises) was noticeable in many premises. Although signage for sensible drinking (8% of observed premises) was low, signage relating to challenge 21 and similar initiatives was prominent, being displayed in 71% of observed premises.

Antisocial behaviour was generally low (11% of observations recorded inappropriate singing or chanting and 8% saw inappropriate horseplay) and incidences that were observed occurred mainly on a Friday and Saturday night.

5.5 Observational summary

Our observations identified good and bad practice relating to adherence of the Standards across both the on and off-trade. There were no observed incidents of selling to intoxicated persons and what appeared to be under-aged people, as well as limited evidence of irresponsible promotions in the off-trade. Many of the on-trade venues attracted a younger clientele, some of whom appeared to be under eighteen. High levels of intoxicated drinkers were observed in many of the on-trade venues and the serving of intoxicated person was observed to be common practice across many premises visited. In addition, observers witnessed some incidents of alcohol-related disorder. Such incidents were observed in a number of towns, primarily Fakenham, Sheringham, and North Walsham and to a lesser extent Cromer.

Numerous cases of serving alcohol to intoxicated people were observed within the on-trade and intoxicated customers were regularly allowed entry into the venues. Refusal of serving an intoxicated person a drink or entry to a premise was observed on only a relatively small number of occasions. A number of venues offered '2-for-1' deals and an array of cheap drink offers. Various forms of unruly and drunken behaviour appeared to be tolerated both inside and outside of the venues. For example, the following observation was made on a Saturday night in North Walsham:

After entering the pub it was evident that this establishment was serving alcoholic drinks to already drunken people, some of whom it was questionable if they were over 18 or not. After taking a seat and observing for about an hour and a half, a group of people, male and female, bustled past, making me spill my glass of red wine down my coat, no apology was given ...and they became abusive. We tried to calm the situation...we decided to leave the bar and try and take a taxi home. There were no taxis in the area that were willing to take us to Cromer. Walking around the village square to try to find a taxi we realised that the man who bumped into me in the bar had followed us out with a bottle, which he threw at us from across the street. We then walked to a bar which had very few people in it, where we could call for Peter to come and pick us up. Whilst sat in the pub we noticed numerous Police cars and an ambulance going in the direction we had just come from...

Two girls in separate vehicles leaned out of their respective passenger windows and hit each other. A drunken girl walked into a moving car (but was unhurt) and another girl became hysterical and started shouting before being calmed down by her friends. There were several groups of young men driving around, and also several Police cars, that did not stop but just drove around. There were several groups of drunken youths. One group of young men jeered the Police in the cars as they went past. Another man kicked over a floor sign at a neighbouring pub. There was vomit on the pathway outside a take-away.

Later the same evening the observers spotted a broken window at a closed video/DVD store. This had apparently gone unnoticed until the observers alerted a passing police car. Once alerted, several officers inspected the damage and subsequently chased an intoxicated man who had attempted to grab something from the store through the broken window.

Dispersal activities varied between premises, but on the whole, last orders and closing time appeared to be poorly managed, particularly in the busy areas at peak times. Although some effort was made by security staff to manage exiting, customers were left to their own devices once outside the venue.

“Patron’s dispersal was very badly managed by security. The club stopped and we were kicked out into street in 10 minutes...music changed, lights came up, security became ‘shouty’...security attempted to sweep people out of the club. They were inept and inefficient.”

Most areas observed had poor taxi services or taxis remained local, refusing to make journeys between towns. For example, on a Friday night one observation team was unable to find a taxi to take them the twenty miles back to the hotel. On another occasion security staff offered the observers advice on where to get a taxi but they still had wait some time before finding one that would take them back to their hotel.

A number of venues were observed to serve what appeared to be young people under the age of eighteen. Although such practices were observed in several locations, the atmosphere and activities within the venues varied, as described below:

Two observers entered a pub at around 9.45. Inside they observed a number of people who appeared to be under eighteen, including a number of girls with obviously older men. The bar staff also looked young, possibly under-aged. Many people in the premises appeared intoxicated, and engaged in various drunken 'horseplay'. When we purchased drinks the landlord seemed to become suspicious of our presence. A 'friend' [apparently not a member of staff] soon began to ask all of the young drinkers (about 50% of the pub) for ID. Anyone under-18 or who had no ID was then asked to leave.

"The first bar we entered was empty but for us and one other person. The second bar/club was much larger and busier. It was the same venue as had been visited on Friday – see above. We entered at around 10.15 via the back entrance, which had a covered area, under which a number of young men were gathered, drinking and talking loudly. There were around 20 – 25 people, the majority of whom appeared to be aged between 16 and 18...

What had been the dance floor on Friday now had a pool table on it, and around eight people were gathered around it, mainly young men, drinking and playing around. There were a number of groups of people around the premise, including some in a small side section playing darts, and a group of mainly young women, fairly dressed up (in an Amy Winehouse style) sitting in front of us, under a large screen showing loud pop/rock music. Most of the people seemed to know each other, and the bar staff had a good rapport with their customers and worked well together. Most people appeared mildly intoxicated, with one exception, a young man, maybe eighteen/nineteen who staggered about the place. After closing we met him in the street, standing but barely able to walk, at which point he declared, in a friendly way "I'm completely wankered." Last orders were called at 10.50 but the staff continued to serve until around 11.30. People began to leave slowly at around 11.15. We requested and were given some hot chocolates at around 11.45, at which time the male bar man had a friendly chat with us. The T.V. was turned off at about 12, which is when we left. Most other people had already by then, and we were some of the last to leave. In contrast to the Friday night, the bar appeared well managed and dispersal was much slower and more peaceable."

Virtually all observed premises, both off and on-trade, displayed signage relating age restrictions on buying alcohol. The majority of off-licence premises observed displayed posters for initiatives such as Challenge 21 at tills, fridge displays and the door. In a number of off-trade venues, particularly the smaller independent shops, signage appeared 'amateurish' and home made. Commonly used signage relating to age restrictions, such as posters, was reinforced in many of the large chains observed. For example, in one large chain, all staff wore badges saying that they would not serve people under eighteen. Within the on-trade, many of the observed pubs and bars displayed posters for initiatives such as Challenge 21 near to the bar or at the door.

In contrast to the signage relating to under-age drinking, almost no signage was seen in any licensed premise to remind customers that the serving of known intoxicated persons was an offence and similarly few premises displayed any form of sensible drinking messages.

Pre-packaged drinks were promoted responsibly in all retail outlets. However, many off-trade premises had a 'buy-one-get-one-free' promotion and were observed to be selling noticeably cheap alcohol. In contrast, few promotions were observed in the on-trade.

5.6 Alcohol-related facts for North Norfolk

Table 20: Alcohol-related facts for the North Norfolk

	Indicator	Measure ^a North Norfolk	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	2.4	12.0	4
2	Alcohol-specific mortality - females	2.2	5.4	40
3	Alcohol-attributable mortality - males	39.9	47.2	96
4	Alcohol-attributable mortality - females	15.6	23.1	11
5	Alcohol-specific hospital admissions – under-age 18	24.3	60.6	35
6	Alcohol-specific hospital admissions - males	192.5	339.7	72
7	Alcohol-specific hospital admissions - females	124.1	164.1	133
8	Alcohol-attributable hospital admissions – males	664.6	909	60
9	Alcohol-attributable hospital admissions – females	397.5	510.4	63
Crime				
10	Alcohol-related recorded crimes	4.7	10.1	32
11	Alcohol-related violent crimes	4.0	7.2	69
12	Alcohol-related sexual offences	0.1	0.1	162
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	16.3	20.1	11
15	Harmful drinking (synthetic estimate)	3.3	5.0	4
16	Binge drinking (synthetic estimate)	14.4	18.0	41

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

A: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352

Trends for selected indicators

Between 2003 and 2005 there was a decrease in alcohol-attributable mortality in females and alcohol-attributable hospital admissions for males and female. In contrast, alcohol-attributable mortality in males increased during the same period. Between 2004 and 2007, alcohol-related sexual crimes decreased. Alcohol-related recorded and violent crimes increased during 2004/05 but subsequently decreased during 2006/07.

5.7 County and district strategy relating to alcohol-related harm

North Norfolk's LAA identifies alcohol as an issue within the priority outcome relating to Healthier Communities and Older People. Four schemes aimed at reducing the harm caused by alcohol and drugs have been identified to help achievement of this priority outcome. A Safer Communities Partnership has produced a three year plan that sets the content for priority actions relating to alcohol-related harm.

5.8 Operational factors

5.8.1 Licensing conditions

Applications for licenses are required to specify measures to prevent crime and disorder, disturbance and environmental issues. The licensing policy highlights that schedules are required to satisfactorily address several issues, some of which are associated with the Social Responsibility Standards, such as noise pollution. Where appropriate, conditions may be applied to licenses.

5.9 Partnership approach between the Responsible Authorities and other interested parties

Formal and informal partnerships working exist across the district and Norfolk, involving the Police, the DAAT, Licensing Team and the Community Safety Team (formally the CRDP), to identify and address issues affecting each of the wards within North Norfolk. A drop in centre in Cromer's town centre called 'The Junction' also promotes partnership working, including the work with local Youth Services, to address issues around drugs and alcohol. The Junction brings together a variety of services which enables individuals to access support and help locally. Prior to the existence of The Junction, individuals would have to travel to Norwich to access support and help.

The DAAT, which work across Norfolk, have recently employed an Alcohol Officer who works closely with the local Community Safety Team, Police and relevant local charities to tackle alcohol-related issues within North Norfolk. The DAAT also have a former Police officer who is seconded full-time to retain their links with local crime issues.

5.10 Industry and non-industry partnership working to secure socially responsible practice

Partnership work between industry and non-industry stakeholders has been largely driven through Pubwatch schemes. Majority of the larger towns have an operational Pubwatch scheme, but participation varies, as does the schemes' perceived effectiveness. The two most effective and well subscribed schemes are Cromer and Sheringham, within which they share intelligence and operate a joint banning scheme for problematic individuals. Off-license participation in Pubwatch schemes has been low with many citing resource and capacity issues as barrier to participation.

Partnership working with retailers in more rural locations is limited to the work done by the single Licensing Officer for North Norfolk. Partnership working between retailers in such rural areas was low. However, stakeholders acknowledged that the lack of any significant

concentration of retailers and the distance between many of the individual retailers meant that potential issues facing one retailer could be irrelevant to another.

5.11 Drivers and barriers to securing more socially responsible practice

Partnership working was considered by non-industry stakeholders to be an effective driver of socially responsible practice within the area. North Norfolk is a tourist driven area and the need to attract visitors was seen as another driver for socially responsible practice.

The large geographical area of North Norfolk was considered to act as a barrier to driving more socially responsible practice in that it results in a more reactive approach to policing.

The availability of cheap alcohol in super markets and large off-licences was considered to be a barrier to reducing alcohol-related harm by many non-industry stakeholders.

6 North Tyneside Location Summary

6.1 Introduction

The Metropolitan Borough of North Tyneside forms part of the County of Tyne and Wear, with Newcastle to its west, Northumberland to the north, the river Tyne to the south and the North Sea running the length of its eastern border. The region has been divided into four regeneration areas by the Regional Development Agency to aid the sustainable development. Each main regeneration area contains one main town, Whitley Bay in the north east, North Shields in the south east, Wallsend to the south west, and the smaller town of Killingworth to the North West.

With the exception of Killingworth, these main towns are linked to Newcastle by the Metro system but all have good bus and road networks across the region and into Newcastle. The region has a population of 195, 000 which is largely concentrated in these four main towns and smaller towns along the Metro system. There is substantial housing including some large estates, and various reminders of the borough's past, including industrial buildings, the Swann Hunter shipbuilding yard and a number of prominent castles.

Whitley Bay is the most noticeable tourist area of the region. It is often referred to as "mini" Newcastle, being a place for people who are unable to afford to drink or travel to the centre to go out in, as well as being a popular destination for stag and hen parties. Whitley Bay contains a main 'strip' with a high concentration of pubs, bars and clubs. It is a popular destination for all groups of visiting drinkers. Groups of drinkers (single gender and mixed), aged between the ages twenty and forty, were present in this area on all observation nights with greater numbers being present at the weekend. Tynemouth is an affluent coastal town that is largely residential with some retail. There are a number of pubs and restaurants in this area, appealing to the more wealthy residents and tourists, as well as traditional pubs. In contrast, Wallsend and North Shields, both ex-industrial towns with retail centres and residential surrounds, have a heavier presence of off-license premises, as well as traditional pubs. Killingworth and New York, within the north of the region, are both quieter more residential areas with some retail areas and a scattering of on and off licensed premises.

6.2 The views of non-industry stakeholders

Although non-industry stakeholders agreed that the content of Standards was sufficiently broad enough to cover socially responsible practise, the voluntary status of a significant proportion of the Standards prevented their enforcement. Some stakeholders were concerned that improvement and intervention was reactive rather than proactive, in the sense that it could only occur after something had gone wrong within a premise. However, stakeholders believed that none of the local licensees would be aware of the Standards, but would have some self-regulation processes in respect of socially responsible practice.

6.2.1 Key concerns

All non-industry stakeholders identified the existence of a **heavy drinking culture** as a key concern. They believed this culture was fuelled by the availability of low priced alcohol within the off-trade across the region and the country. Stakeholders considered that the

acceptance of binge drinking on a Friday and Saturday night skewed any good work undertaken by partnerships through the region.

Non-industry stakeholders also identified **under-age drinking** as a key issue for North Tyneside. Although there has been a reduction in test purchase failure within the last year from 33% to 26%, stakeholders acknowledged that their failure rate was still above the national average. Stakeholders were also aware that their test purchase failure rates might not reflect the true number of under-age sales, given that some independent off-trade retailers could potentially sell to the under-age people they knew despite refusing sale to unfamiliar under-age people undertaking the test purchases.

6.3 The observation visits

The observation visits took place between 27 February and 3 March 2008 in the following wards:

- Whitley Bay – coastal town, mixed retail/residential/tourist economy
- Tynemouth – affluent coastal town, largely residential with some retail
- Wallsend – ex-industrial town, retail centre, with residential surroundings
- North Shields – retail centre with residential surroundings
- Killingworth – large housing estate with one central retail park
- New York – isolated residential area

6.3.1 Timetable of visits

Table 21: Number and dates of observations in North Tyneside

Date	On-trade	Off-trade	Total
27/02/08	16	5	21
28/02/08	21	9	30
29/02/08	14	6	20
01/03/08	10	0	10
02/03/08	13	0	13
03/03/08	1	0	1
Total	77	20	97

41 on-trade premises and 18 off-trade premises were visited, with some being observed on multiple occasions. In total, 97 observations were undertaken in North Tyneside area.

Table 22: Number and type of on-trade retailers observed in North Tyneside

Type (On-trade)	Visits
Centre (Leisure area)	32
Centre (Residential)	11
Centre (Mixed)	28
Suburban Area	3
Housing Estate	0
Rural Area	0
Other	2

Table 23: Number and type of off-trade retailers observed in North Tyneside

Type (Off-trade)	Visits
Large Supermarket	3
Small Supermarket	5
Drinks retail outlet	3
Off-Licence	1
Small shop	8
Other	0

6.3.2 Special features

On Thursday 28 February BBC Radio Newcastle visited Killingworth as part of a report of alcohol issues within North Tyneside, which was broadcast on Friday 29 February. The broadcast reviewed alcohol abuse in the area and reported some of the work being undertaken by the regional Police to reduce alcohol-related harm.

During the observational period in North Tyneside the weather was noticeably poor. High winds had caused some traffic disruptions including suspension of the Metro system. However, there is no data to indicate whether this impacted on alcohol retailers in North Tyneside.

6.4 Highlights from the quantitative analysis

Off-trade

95% of observed premises having signage relating the legal purchase age for alcohol at the point-of-entry and 83% of observed premises had signage relating to Challenge 21 or similar initiatives inside. However, North Tyneside was the only location within which criminal damage or vandalism was observed inside (5%) and outside (25%) the observed premises.

On-trade

Concerns about the excessive drinking culture were also supported. The presence of intoxicated people was apparent in 50% of observed premises, with drunken behaviour, such as vomiting, inappropriate horse play and stumbling or falling being observed in 9%, 20% and 23% of premises, respectively. Glamorisation of alcohol was observed in 12% of the observed premises and 27% had promotions that may appear to young people (similar signage was observed was in 3% to 13% of premises visited in other locations).

6.5 Observational summary

Our observations identified good and bad practice relating to adherence of the Standards across both the on and off-trade, with greater adherence being observed in the off-trade trade. Within some on-trade venues young people who appeared to be under eighteen, were observed drinking alcohol. High levels of intoxicated drinkers were observed and the serving of intoxicated people appeared be common practice across many premises visited. Irresponsible promotions were also high in the on-trade. Although no night-time economy was evident, heavy day-time drinking was observed in Wallsend.

There were no observed incidents of selling to what appeared to be under-aged persons or intoxicated people in the off-trade, and very little evidence of irresponsible promotions.

Numerous cases of serving alcohol to intoxicated people were observed within the on-trade and intoxicated customers were regularly allowed entry into venues. Refusal of serving an intoxicated person a drink or entry to a premise was observed on only a relatively small number of occasions. These observations were particularly common in Whitley Bay.

Promotions discouraging customers to drink in moderation were observed in many on-trade retailers. For example, many promoted 'two-for-one' offers and others cheap drinks offers including a offer of one shot, £5.50 for four shots and £12 for ten shots. These promotions were misleading in a couple of venues. For example, one venue advertised a 'buy-one-get-

one-free' offer, but on purchasing, observers were made aware that both drinks had to be bought and consumed by the same customer. Other examples of irresponsible promotions were also observed, as illustrated by the following observation made on the Friday night:

"We were in a large bar/club. It was very busy, hot and noisy. We were standing close to the dance floor, which was covered in broken glass. There was a group of men standing near to us. They appeared already very intoxicated and were shouting and being generally noisy. They were approached by an attractive young woman wearing hot pants, knee length boots and a cropped top. She had a set of 'holsters', each one containing a bottle of liquor, although it was not possible to identify what it was. One of the young men tried to grab the woman, and reached for her breasts. She backed away and shook her head at him, still smiling, and said something along the lines of "no chance mate." Two more of the men also tried to grab her, and received a similar response. In lieu of any sexual activity, the woman then offered the men a drink from her bottles, at £2 a shot. They seemed delighted at this offer, and the man who had initially tried to grab her quickly dropped onto his knees in front of her, with his head level with her groin. She took both bottles and poured a reddish liquid straight into his open mouth."

Various forms of unruly and drunken behaviour appeared to be tolerated inside and outside of the venues, particularly in Whitley Bay. Observers witnessed a number of incidents inside venues that were ineffectively dealt with by security staff. For example, the following was observed on Saturday night:

"We were standing close to one of the bars. In front of us on a raised stage, a drunken man was stripping down to his underpants, egged on by the DJ and the crowd. Behind us there was a commotion a several people moved away quickly. We turned to see that a young man had vomited on the floor. Some of it had actually splashed onto my trousers and the back of one of the other observer's legs. The man's eyes were virtually closed, and he stood, seemingly about to fall over, close to the bar and in clear view of bar staff. Two of his friends quickly grabbed him by either arm and helped him away. No action was taken to remove the man or to clean up his vomit."

On the Sunday night in Tynemouth, two observers saw an extremely drunken individual get served in a busy bar. He then started to shout loudly at the bar staff and acted aggressively towards several customers. The bar staff took his drink away from him, after which he demanded a refund. He was then asked to leave, which he promptly did.

At one venue the DJ encouraged a man to strip down to his underwear on a raised stage and then invited female patrons to join him. These women frequently lifted up their skirts or allowed other patrons to lift them. Stripping activities were commonplace and a number of venues provided such entertainment free on quiet nights.

There was some police presence during the observations. On one occasion police were seen moving intoxicated people away from a venue. On another, police and several door staff broke up a fight which had left one man with blood pouring down his face. On a number of other occasions Police Officers were seen but appeared relatively passive, walking or driving past without intervening as intoxicated people vomited, fell over and engaged in drunken horseplay.

Dispersal activities varied between premises. Most areas had excellent taxi services. Drivers were knowledgeable as to which premises would be busy on which night and when particular premises closed. Many taxi companies would usually turn up in sufficient numbers at closing time to take people away quickly and efficiently. A late opening pub in Tynemouth and a nightclub in Whitley Bay were observed to ask patrons to leave quietly. At the club, the DJ asked people to leave quietly before putting on the last few songs, which were slower and quieter than earlier.

Door staff in some venues were also observed to be effective in encouraging people to leave in an orderly fashion at the end of the night. However, a larger number were observed to simply move people out of the club quickly. In these cases, there was little evidence of continued door staff supervision of dispersal once a venue had closed. This resulted in large numbers of intoxicated individuals wandering around looking for taxis without any uniformed or organised presence. For example, the following was observed:

“There were two bars attached to each other. When the one closed we were moved into the other. When this closed, we were pretty much asked to leave, the lights were turned on and out we went. I walked out with a glass of wine in my hand, and others did the same, straight past the bouncers.”

A number of venues served what appeared to be young people under the age of 18. Although a small number of such cases was observed in Whitley Bay, a higher proportion of what appeared to be under-age drinkers were observed in venues in Tynemouth, a more affluent neighbourhood, and particularly on a Sunday night. Some of these young drinkers finished the night in the town’s single nightclub, as did other customers who appeared to be in their twenties and thirties. No ID or ‘proof of age’ checks were observed during the visits to the on-trade premises. Some of these young drinkers finished the night in the town’s single nightclub, as did other customers who appeared to be in their twenties and thirties. Virtually all observed premises, both off and on-trade, displayed signage relating to the legal purchase age. The majority of off-licence premises observed displayed posters for initiatives such as Challenge 21 at the tills, fridge displays and the door. In a number of off-trade venues, particularly the smaller independent shops, signage appeared ‘amateurish’ and home made. Commonly used signage relating to age restrictions, such as posters, was reinforced in many of the large chains observed. For example, in one large chain, all staff wore badges saying that they would not serve people under the age of 18. Within the on-trade, many of the observed pubs and bars displayed posters for initiatives such as Challenge 21 near to the bar or at the door.

In contrast to the signage relating to under-age drinking, almost no signage was seen in any licensed premise to remind customers that the serving of known intoxicated persons was an offence. Likewise, few premises displayed any form of sensible drinking messages.

Pre-packaged drinks, including a substantial array of alcopops, were promoted responsibly in most off-trade retailers.

6.6 Alcohol-related facts for the North Tyneside

Table 24: Alcohol-related facts for North Tyneside

	Indicator	Measure ^a North Tyneside	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	19.4	12.0	324
2	Alcohol-specific mortality - females	11.9	5.4	344
3	Alcohol-attributable mortality - males	55.1	47.2	297
4	Alcohol-attributable mortality - females	31.2	23.1	329
5	Alcohol-specific hospital admissions – under-age 18	113.9	60.6	324
6	Alcohol-specific hospital admissions - males	559.5	339.7	327
7	Alcohol-specific hospital admissions – females	288.8	164.1	333
8	Alcohol-attributable hospital admissions – males	1,318.2	909	336
9	Alcohol-attributable hospital admissions – females	772.6	510.4	343
Crime				
10	Alcohol-related recorded crimes	7.2	10.1	135
11	Alcohol-related violent crimes	5.6	7.2	154
12	Alcohol-related sexual offences	0.1	0.1	124
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	19.5	20.1	168
14	Harmful drinking (synthetic estimate)	25.5	5.0	332
15	Binge drinking (synthetic estimate)	2.6	18	225

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

Between 2003 and 2006 there was an increase in alcohol-attributable hospital admissions. During 2004 alcohol-attributed mortality increased but subsequently decreased in 2005. Between 2004 and 2007 alcohol-related recorded crime remained relatively constant. Alcohol-related recorded violent crimes decreased during 2005/06 but increased beyond the 2004/05 level during 2006/07. In contrast, alcohol-related sexual crime increased during 2005/06 but decreased to the 2004/05 level during 2006/07.

6.7 County and district strategy relating to alcohol-related harm

North Tyneside's LAA identifies the need to reduce the misuse of alcohol in order to reduce levels of ill health, violent crime, criminal damage and anti-social behaviour. The LAA has four specified objectives relating to alcohol, including alcohol treatment services, under-age sales, education and reducing alcohol-related harm.

North Tyneside released their Alcohol Strategy document on the 10 March 2008. The strategy was developed in partnership between a variety of regional and local stakeholders, including the CDRP, PCT, the Consumer Protection Team (which includes the Local Authority Licensing and Trading Standards departments) and the Children, Young People and Families department. The strategy addresses three key strands of work: prevention, treatment and control. The two key initiatives within the strategy are 'Brief Interventions' and the 'Child Safe' scheme. Brief Intervention work is carried out by the PCT and GP practices, which train staff to identify where alcohol may be an issue and suggest relevant support services. Although in the inception stages, North Tyneside has already exceeded its stretched target for this area of work. The Child Safe scheme is an initiative involving the Police and Local Authority aimed at reducing under-age curb side drinking. The scheme uses Local Authority mini buses to pick up and take home any youth found drinking alcohol on the streets. Once returned home the parents are given a letter informing them of the scheme and information on where to access help for alcohol issues.

6.8 Operational factors

6.8.1 Licensing conditions

Guidance for applicants specifically address some aspects of the Social Responsibility Standards, including plans relating to the provision of SIA licensed door supervisors, avoidance of irresponsible alcohol promotions, use of plastic or toughened glass, responsible server training and operation of a proof of age scheme .

Licensing conditions are always tailored to the individual application. Where appropriate, conditions may be attached to licenses. Conditions include a requirement for the ability to contact the Police effectively via text and/or a pager system, number and prime location for door supervisors and the use of glassware.

6.9 Partnership approach between the Responsible Authorities and other interested parties

A significant amount of partnership work has been undertaken within North Tyneside to tackle alcohol-related issues over the past three years, as set out in the region's the 2005 – 08 strategy. Neighbourhood Renewal Funding was successfully applied for through a themed partnership of the CDRP, PCT and Children, Young People and Families department, in order to secure a more joined up and structured approach to tackling alcohol-related issues and to support the co-ordination of the Alcohol Strategy. Partnership working between the local Police Consumer Protection team and the DAT service is also embedded and has informed implementation of the regions Alcohol Strategy.

6.10 Industry and non-industry partnership working to secure socially responsible practice

Partnership working between industry and non-industry stakeholders is largely facilitated by the Police through Pubwatch schemes. Monthly or bimonthly Pubwatch meetings are held by the local Police within several areas within the region. Attendance is high, with all on-trade licensees attending in some areas. The meetings provide a forum to identify new trouble spots or key issues, and to share effective practice and intelligence. The Pubwatch schemes also operate a system in which a ban from one pub or club means a ban from all in the locality. The Pubwatch scheme in Whitley Bay is also used to monitor and scale down unreasonable drinks promotions

Within Whitley Bay, the Police also work with the local hoteliers to identify groups of people who may be coming to the area for a hen or stag party. During the off-peak season, the Police will monitor these groups. At peak times, such as bank holidays and during the summer, groups are met by the Police and welcomed to the area, in order to highlight Police presence and provide a sense of security for the visitors.

The Consumer Protection Team also work closely with the retailers to address the key issue for the area of under-age drink sales. The team work closely with the Police to locate hot spot areas. Once located the hot spots are targeted for test purchase and education initiatives. The Authorities favour the use of fixed-penalty notices or review of licenses rather than prosecution, since they believe this approach will be more effective in rectifying future behaviour.

Despite some effective partnership working between industry and non-industry stakeholders, it has not extended to the development and implementation of the Alcohol Strategy. Although representatives from the alcohol industry were invited to meetings relating to the development of the strategy, they were unable attend.

6.11 Drivers and barriers to securing more socially responsible practice

Non-industry stakeholders believed that engagement of the alcohol industry in the region's Alcohol Strategy would drive more socially responsible practice. They also considered that the reactive approach to improvement and intervention was a significant barrier to securing more socially responsible practice. They considered this reactive style of management to be more costly, time intensive and negative for all involved than a proactive approach.

Both industry and non-industry stakeholders identified the availability of overtly cheap alcohol in the region was a barrier to responsible practice because it was believed to encourage pre-loading with alcohol and increased availability of alcohol for under-age drinking. The decreasing economic prosperity in some areas was also noted to have lead to more intense drinking promotions within on-trade and as such, acted as a barrier to socially responsible practice.

The acceptance of excessive drinking during Friday and Saturday nights was also seen to act as a barrier to socially responsible practice.

7 Restormel Location Summary

7.1 Introduction

Restormel is one of six local council districts making up the county of Cornwall and includes the towns of St Austell on the south coast and Newquay on the north coast, with populations of 23,000 and 19,000 respectively. The 2001 census reported that the population is disproportionately older than the general UK population due to the appeal of Cornwall as a retirement destination, alongside the migration of young people out of the area for employment. Restormel is not ethnically or culturally diverse, for example only about 2.5% black minority ethnic residents.

Newquay developed out of a small fishing village and still has an active harbour, although its main industry is tourism. The resident population of 19,000 expands to anywhere up to 100,000 at peak season due its surfing and extreme sports industry, as well as groups of young drinkers and hen and stag parties. St Austell was a key china clay industrial area although it only employs about 3,000 people now. The St Austell brewery is also a key employer, along with tourism with attractions such as the Eden Project nearby. However, it does not receive the large numbers of tourists who go to Newquay and the North Cornwall coast.

The shops, restaurants and bars in central Newquay are located in an ‘L’ shape along two main roads into Newquay, with one cluster of bars and two nightclubs around the train station (‘uptown’) and the second larger cluster of bars and approximately six nightclubs around the central shopping district (‘downtown’). All alcohol retailers in Newquay were visited by observation teams, along with most premises in St Austell and some in the villages between the two towns.

7.2 The views of non-industry stakeholders

Stakeholders interviewed felt that some aspects of the Social Responsibility Standards were put into practice in the Restormel area. None of them thought that this could necessarily be directly attributed to the Standards themselves but to other drivers, such as licensing law, police campaigns or other factors. It was thought that much depended on the individual owner or manager of a premise, which means that locally and nationally owned shops often presented different challenges.

Stakeholders acknowledged the existence of good practice, with some retailers, both on and off-trade, being keen to help improve the area through initiatives such as Best Bar None and the Newquay Area Licensing Partnership. However, the main message from those involved in enforcement was that retailers will not act to their financial detriment unless they are forced to do so. They were clear that the most effective method of doing this was ensuring that any relevant condition was included in the Licensing Agreements and operating schedules, meaning that any breach could lead to a fine or even closure.

7.2.1 Key concerns

A key issue identified by non-industry stakeholders for the Restormel area is **under-age drinking**. The nature of the problem is varied, ranging from parents sending their children

down to Newquay celebrate GCSE results with a stock of alcohol, to local children purchasing alcohol, directly or by proxy, in supermarkets and off-licences. The local Trading Standards is one of the few in the country to perform test purchasing in the on-trade. It is thought that this has been successful in keeping young people away from pubs and clubs, but the overall problem has simply shifted to unsupervised drinking of alcohol brought from the off-trade.

Due to the highly competitive nature of the on-trade in Newquay, the encouragement of irresponsible drinking with **low prices and other promotions** is seen as a major problem in the area. There is something akin to a price war between the bars and clubs and social responsibility is thought to come a distant second to commercial survival for many retailers.

7.3 The observation visit

The observation visits took place between 20 February and 27 February 2008, in the following wards and areas:

- Newquay – large sea side town with tourism being the main focus
- St Austell – small coastal town, some tourism
- Villages between – rural villages with minimal retail mainly housing

7.3.1 Timetable of visits

Table 25: Number and dates of observations in Restormel

Date	On-trade	Off-trade	Total
20/02/08	7	0	7
21/02/08	12	10	22
22/02/08	14	5	19
23/02/08	17	1	18
24/02/08	9	0	9
Total	59	16	75

42 on-trade premises and 16 off-trade premises were visited, with some being observed on multiple occasions. In total, 75 observations were undertaken in Restormel area.

Table 26: Number and type of on-trade retailers observed in Restormel

Type (On-trade)	Visits
Centre (Leisure area)	45
Centre (Residential)	1
Centre (Mixed)	3
Suburban Area	3
Housing Estate	0
Rural Area	4
Other	2

Table 27: Number and type of off-trade retailers observed in Restormel

Type (Off-trade)	Visits
Large Supermarket	5
Small Supermarket	3
Drinks retail outlet	0
Off-Licence	5
Small shop	3
Other	0

7.3.2 Special features

It should be taken into consideration that the social scene in Newquay during the observation period is extremely different to that in the height of summer. The town has a nightclub capacity of around 15,000, which is full in the summer. We were informed by the local Police that an estimate for the numbers of customers in the Restormel night-time economy in February would be around 1,000 at weekends.

7.4 Highlights from the quantitative analysis

Off-trade

94% of observed premises had signs relating to Challenge 21 and similar initiatives at the point-of-sale. However, a paradoxically high figure of 19% of observed premises had promotions that may appeal to young people. Signs promoting sensible drinking (25% of observed premises) and stating that intoxicated people would not be served were observed in 25% and 19% of observed premises, respectively. Rowdy behaviour was seen in 19% of observed premises.

On-trade

Noticeably cheap drinks were for sale in 88% of observed premises, 69% of observed premises had 'by-one-get-one-free' promotions and products or promotions which appeared to be targeted at younger drinkers were observed in 10% of observed premises. Signage relating to Challenge 21 and similar initiatives was observed inside 81% of premises (similar signage was observed in 35% to 73% of premises visited in all other locations). Signage relating to sensible drinking messages was observed in 14% of premises (similar signage was observed in 0 to 8% of observations in all other locations) and signage relating to 'Drinkaware' was observed in 45% of premises. However, intoxicated customers were observed in 42% of premises and the serving of alcohol to what appeared to be underage customers was observed on 19% of observations. Our observers saw somebody refused service on 8% observations.

7.5 Observational summary

Newquay developed a reputation as a drinking destination (seen in reality television programmes on binge drinking) and the fieldwork confirmed that Newquay remains a chosen drinking destination throughout the year. Observers noted hen and stag parties, birthday parties and work colleagues' social events. Many premises focus on attracting these groups of drinkers and a key feature of Newquay's night-time economy is the exceedingly strong competition between venues in terms of prices, promotions and entertainment.

Key concerns for this area were the frequent serving of intoxicated customers, the promotion of irresponsible drinking and the generally highly charged atmosphere in many venues where drunkenness and sexual availability were both associated and encouraged. Relatively little under-age drinking was witnessed.

The continuing appeal of Newquay as a drinking destination results in large numbers of customers moving between premises. Large groups from diverse age, socio-economic and regional backgrounds drink in close proximity to each other in licensed premises, intent on a 'good night out' but with the potential for alcohol-related problems within and between such groups. For example, on one evening an aggressive incident was witnessed in one of the

town centre bars. This incident was triggered by a local woman accepting a drink from an intoxicated fireman who was part of a group of firemen visiting Newquay from a south west city for a night out. When she told him she had a boyfriend he was angry that she had accepted the drink offered by him and he threw his own pint over her blouse. A scuffle erupted between local customers and the firemen before the firemen were escorted from the premises by security staff.

Many premises focus on attracting large groups of drinkers and a key feature of Newquay's night-time economy is the exceedingly strong competition between venues in terms of prices, promotions and entertainments. Venues favoured £1 or £1.50 drinks promotions, usually for most available drinks including alcopops, spirits, beers and shots, with one venue offering an 80p drinks promotion on Friday nights. Furthermore, promotional women walked the streets wearing billboards advertising individual nightclubs and drinks promotions, such as £1 for all drinks, as well as distributing alcoholic shooters, sometimes free, to passers by, as well as promotional flyers and casino chips which could be exchanged for free shots in certain premises.

Door staff were widely used in bars and clubs and were observed consistently working to high professional standards. For example, they were regularly observed to identify and deal with problems when they arose within premises, as well as handling dispersal and related issues efficiently. However, their line of responsibility ended at the boundary of their premises. This resulted in intoxicated individuals leaving premises and wandering around the streets of Newquay and St Austell late at night without any uniformed, professional presence on the streets (street marshals, taxi marshals, Police Officers) to assist safe dispersal home. Despite this, it should be noted that although many hundreds of intoxicated individuals were observed on the streets of Newquay at night, very little disorder was witnessed.

The large numbers of bar staff in some town centre venues was in stark contrast to the minimal numbers of glass collectors. One popular town centre late opening pub/nightclub employed only one glass collector in comparison to approximately ten bar staff, four security staff and two DJs, resulting in an accumulation of glassware throughout the venue throughout opening hours. In relation to this pub/club venue, two observers noted the following incident on the Friday night:

“Only one glass collector – seriously overstretched, massively overworked. He was also responsible for clearing floor breakages but a broken pint glass stayed on the floor for over five minutes after dropped before he got chance to clear it up. In the meantime customers were walking and dancing in the broken glass. Glasses and bottles left on tables for long periods due to overwork of glass collector. State of bar (glasses etc) got worse as the night went on.”

The lack of materials promoting sensible drinking messages was in strong contrast to the proliferation of messages promoting excessive drinking from DJs, video screens, posters and other promotional offers. St Austell and Newquay venues seemed to presume that drunkenness and casual sex were key aims for customers and thus, the promotional offers and entertainments were geared up to facilitate this.

One night club in uptown Newquay, which was part of a national chain, illustrates both concerns relating to the town's alcohol-oriented night-time economy, as well as the discrepancies between socially responsible policy at the national level and operational

practices within specific premises at the local level. Drinks promotions were £1 for beers and alcopops, there was the encouragement of immoderate consumption by the DJ and promotional staff, associations were made between drinking and sexual availability, there was a widely advertised ‘sluts on the dance floor’ feature where (usually female) customers were encouraged to dance provocatively on podiums, along with a general atmosphere that drunkenness and casual sex were both expected and desirable. The following extracts are taken from observations at the venue

“Attractive female brought novelty test tube shots for us to buy. This happened very early on. When talking to her she stated “I’m here to get everybody wrecked cos I want to get the party started”.

“DJ announces “If you’re not having a good time get your arse to the bar” and “come on it’s the weekend, it’s Friday night you should be pissed by now” and “if you’ve not pulled yet you’ve got X hours.””

“Men on more than one occasion walked out of the toilets with their penis still out, only putting it away when a good four metres from the toilet. Sick all over the toilet floors as well as urine. A fight almost broke out on a raised area of the dance floor but security got there before it got any further.”

There are few traditional off-licences in the town, with alcohol as likely to be purchased from supermarkets and corner shops. There was evidence of what appeared to be under-age sales in one small independent corner shop on one occasion, but otherwise the off-trade appeared to be unproblematic and ID checks of customers were also observed in other premises.

7.6 Alcohol-related facts for Restormel

Table 28: Alcohol-related facts for Restormel

	Indicator	Measure ^a Restormel	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	9.0	12.0	148
2	Alcohol-specific mortality - females	1.7	5.4	26
3	Alcohol-attributable mortality - males	45.9	47.2	197
4	Alcohol-attributable mortality - females	21.7	23.1	142
5	Alcohol-specific hospital admissions - under-age 18	105.3	60.6	313
6	Alcohol-specific hospital admissions - males	373.9	339.7	256
7	Alcohol-specific hospital admissions - females	227.7	164.1	298
8	Alcohol-attributable hospital admissions - males	934.5	909	234
9	Alcohol-attributable hospital admissions - females	575.3	510.4	273
10	Alcohol-related recorded crimes	6.2	10.1	88
11	Alcohol-related violent crimes	4.7	7.2	93
12	Alcohol-related sexual offences	0.1	0.1	245
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	19.4	20.1	159
14	Harmful drinking (synthetic estimate)	4.7	5.0	205
15	Binge drinking (synthetic estimate)	15.3	18.0	123

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

Between 2003 and 2007 there was a decrease in alcohol-related recorded, violent and sexual crimes. Between 2003 and 2006 alcohol-attributable hospital admissions increased. Alcohol-attributed mortality in females decreased during 2004 but subsequently increased in 2005. In contrast, alcohol-attributed mortality in males decreased during 2004 but subsequently increased in 2005.

7.7 County and district strategy relating to alcohol-related harm

The Cornwall Strategic Partnership has developed the LAA, which includes Restormel. As part of this agreement, issues around alcohol regarding children and young people, and

violent crime are highlighted. This work predominantly links with drug-related work being undertaken in the area. Restormel is covered by the Alcohol Strategy for Cornwall and the Isles of Scilly covering the period 2006-2009. This strategy is wide-ranging, covering areas such as sensible drinking, public safety, crime, health, young people and anti-social behaviour. The strategy was drawn up by a range of concerned bodies including the DAAT, the PCT, the Community Safety Partnership, Licensing Services, the Emergency Services and others. Members of the drinks industry were also consulted, with St Austell Brewery playing a large role.

7.8 Operational factors

Most stakeholders agreed that the licensing agreement and the operating schedule of each licensed premise were critical. These documents were seen as the key contract governing the behaviour and responsibilities of retailers. The content of these documents vary and will sometimes be the product of a struggle between the various stakeholders. The Police were keen for the scope of these agreements to be extended to place more emphasis on responsibility outside the direct confines of a premise. Conditions that can be included concern the number of door staff required and the restriction of noise.

Due to the small resident population of Newquay, the Police force is relatively small, compared to the scale of the night-time economy, causing problems during peak trading hours both on weekdays and weekends and in the summer time, although some extra police are drafted in for the tourist influx arrives. The extension of opening hours has also stretched the Police, with alcohol-related problems extending throughout the night until the last on trade premises close at 4-4.30am. For this reason, the Police are able to make fewer checks than they would like on licensees.

Restormel Trading Standards is one of the few in the country to perform test purchasing in the on-trade. This has been very successful. Initial tests saw around a 50% failure rate. After premises were fined for their failure, and in some instances had their licences reviewed, results improved sharply. Other successful initiatives used to combat under-age drinking include the agreement of local clubs to each run an under-18 night.

7.9 Industry and non-industry partnership working to secure socially responsible practice

Some partnership working is evident in Restormel and the wider Devon and Cornwall area. A Pubwatch scheme operates successfully in Newquay, with a dedicated phone number that can be called to advise the authorities of any potential trouble or other issues.

The Newquay Area Licensing Partnership has been set up as a forum for all on-licensees in the area. This group meets regularly with the Authorities to discuss any issues and acts as a communication body for the trade. Some members are more pro-active than others, but the forum is considered to be an effective way of engaging with the industry. A similar body for off-licensees is being established.

A Best Bar None scheme is operated in the area to encourage best practice. A large number of bars applied for inclusion, subjecting themselves to several tests linked to social responsibility. This scheme will be run again due to its popularity.

The area has a Pub and Club Worker, funded by the Cornwall Community Safety Partnership. Her role is to offer training in drug and alcohol awareness, including how to spot a drunk and how to deal with under-age customers, to staff and management in pubs and clubs. There has been an almost 100% uptake of her training.

7.10 Drivers and barriers to securing more socially responsible practice

This training provided by the Pub and Club Worker discussed above is considered to be a driver for securing socially responsible practice.

One of the main barriers is the nature of Newquay as a tourist and hen and stag destination. The cut-throat commercial nature of the area means that social responsibility will always be a second thought. An agreement on minimum pricing was reached in Newquay between the on-trade premises, in which no drinks to be sold for less than £1.50, in the hope that this would reduce the amount of harmful drinking. However, commercial pressures led to one bar breaking ranks before the agreement was put in place. Other owners reluctantly followed suit, justifiably arguing that they needed to maintain a level playing field with the competition

Non-industry stakeholders also acknowledged the difficulty in engaging with managers of national chains, who have great pressure from above, to be a barrier.

8 Swindon Location Summary

8.1 Introduction

Swindon is a large town in Wiltshire in the South West of England. It has been a unitary authority, independent of Wiltshire since 1998. The town is historically a railway town, midway between Bristol and Reading and is an hour away from London by rail. Around 4% of the population of the South West region lives in Swindon. Swindon has grown rapidly over the last ten years and had a larger increase in population over that period than both the South West and England. At 4.8%, Swindon had the third highest ethnic minority population of unitary and district councils in the region, as reported in the 2001 census.

The banking finance and business sector account for over a quarter of Swindon's jobs. It is home to the Honda manufacturing plant in England and has a large number of warehouse outlets on the periphery of the town centre. Swindon's employment rate is considerably higher than both the England and South West, but there are pockets of multiple deprivation amongst the affluence, with 15% of Swindon Lower Super Output Areas ranked among the most deprived 20% nationally.

In January 2003, the Swindon Urban Regeneration Company was established with the aim of re-developing the town centre and promoting future economic investment. One consequence of this was the encouragement of on-licence traders to move into a previously run-down town centre. Whilst this has injected new life into the centre, it has resulted in 22 on-licence premises in a 300 yard stretch which is locally known as the 'New Town.' The centre has capacity for 8,000 people in the night-time economy.

8.2 The views of non-industry stakeholders

Non-industry stakeholders interviewed felt that socially responsible practice would be visible in Swindon. However, none thought that such practice could be directly attributed to the Standards themselves, rather licensing law and police campaigns were considered to have had a greater impact. Practice was considered to be dependant on the individual owner or manager of a premise, which resulted in locally and nationally owned shops presenting potentially different challenges. Non-industry stakeholders do have some good relationships at a national level with the on-trade.

8.2.1 Key concerns

The key concerns of local non-industry stakeholders are **under-age drinking and proxy sales, and serving to intoxicated people, especially within the town centre.**

Many local licensees are already fulfilling their legal and social obligations but Trading Standards confirms that over a quarter of the off-trade are still found selling alcohol to under-18s. There is concern about proxy purchasing by parents and other adults.

Groups of under-age young people and a relatively large number of intoxicated older people frequently hang around car parks within the town centre. These groups are considered to create an unwelcome presence, which was considered by stakeholders to deter the general public from using the city centre as they would wish. The town centre is the subject to a

dispersal order which non-industry stakeholders report has helped to prevent hundreds of people getting into serious trouble. The order, which has recently been renewed for a further six months, gives the Police the power to tell groups of two or more people causing problems to go home. Anyone who ignores the order can be arrested.

8.3 The observation visit

The observation visits took place between 20 February and 24 February 2008 in the following wards:

- Swindon Central (New Town) – retail, leisure, office space
- Swindon Central (Old Town) – more affluent mixed leisure, retail, residential
- Abbey Meads / Priory Vale – large-scale regenerated residential and retail
- East Swindon – deprived residential and industrial

8.3.1 Timetable of visits

Table 29: Number and dates of observations in Swindon

Date	On-trade	Off-trade	Total
27/02/08	3	4	7
28/02/08	11	10	21
29/02/08	19	10	29
01/03/08	12	6	18
02/03/08	7	6	13
Total	52	36	88

48 on-trade premises and 30 off-trade premises were visited, with some being observed on multiple occasions. In total, 88 observations were undertaken in the Swindon area.

Table 30: Number and type of on-trade retailers observed in Swindon

Type (On-trade)	Visits
Centre (Leisure area)	27
Centre (Residential)	1
Centre (Mixed)	14
Suburban Area	8
Housing Estate	5
Rural Area	0
Other	0

Table 31: Number and type of off-trade retailers observed in Swindon

Type (Off-trade)	Visits
Large Supermarket	5
Small Supermarket	7
Drinks retail outlet	1
Off-Licence	7
Small shop	16
Other	2

8.3.2 Special features

There were no unusual factors associated with Swindon during the observations period.

8.4 Highlights from the quantitative analysis

Off-trade

CCTV presence was observed in 60% of observed premises, (CCTV presence was observed in 88% to 100% of premises visited in all other locations). The sale of alcohol to three intoxicated people and what appeared to 4 under-aged people was observed. Signage on entry relating to age restrictions for the purchase of alcohol was present in 74% of observed premises.

On-trade

22.9% of observed premises had promotions associating alcohol with sexual imagery (similar promotions were observed in 0% to 11% of premises visited in other locations) and 8% promoting free drinks to certain groups of customers (similar promotions were observed in 0% to 4% of premises visited in other locations).

8.5 Observational summary

The economic situation seemed to drive much of Swindon's drinking culture. Purchases and custom appeared to be largely down to the price of the alcohol rather than entertainment or atmosphere. This dictated strong competition in the main drinking areas of Swindon. In more residential areas, more traditional establishments with less promotional activity were observed.

Swindon has two identifiable drinking circuits, the Old Town and the New Town. The Old Town attracts a more mixed clientele than the youth orientated New Town venues. Many Old Town venues aim to attract an older, more affluent crowd with mid-upper price independent bars, traditional pubs and restaurants, a number of which, however, offer discounted deals in 'happy hours' earlier in the evening. The majority of venues in the Old Town close around midnight on Fridays and Saturdays with many customers moving on to the New Town to drink in the later licensed bars and clubs.

The New Town has a condensed drinking area with over twenty licensed venues around two pedestrianised streets, Fleet Street and Bridge Street. The vast majority of venues are wet-led chain pubs and vertical drinking venues, all of which offer significantly discounted drinks. The New Town also has four nightclubs, one of which is an independent dance/music focussed venue.

Both Swindon Central areas have a number of independent and small-chain off licences which were observed to be selling cheap strong alcohol along with other heavily discounted drinks.

During the week of observation (third week of the month), venues were on the whole very quiet, with Saturday being the only night venues were busy. Local intelligence from bar and door staff, taxi drivers and local non-industry stakeholders indicated that this was because people were not paid until the end of the month. It was reported that the night-time economy had suffered decline following closure of key employers in the area, with many people taking a reduction in pay and consequently, going out just once a month.

The local economic downturn was reflected in the venues that were significantly better patronised during the observation period. It was clear that customers were motivated to find the cheapest drinks with bars offering ‘happy hours’ and large wet-led chain pubs offering cheap drinks all night being virtually the only busy bars in town.

Apart from the main drinking circuits in the town centre there were no other identifiable drinking areas. The economically deprived residential estates observed in East Swindon comprised mainly traditional pubs, all of which were very quiet throughout the observation period, and independent and small-chain off licences. Almost all the licensed premises in the more affluent residential expansion areas to the north of the town, comprising of Abbey Meads and Priory Vale, were family chain pubs such as Harvester and Toby Carvery and large supermarkets rather than independently managed venues or retailers.

Observations undertaken on the Saturday night in one chain pub in the New Town area demonstrated several examples of poor practice. The venue cleared tables away for the evening to create a large dance floor purposely facilitating vertical speed drinking. There was a DJ playing extremely loud music making conversation virtually impossible. There appeared to be under-age drinking and although ID was checked on the door it was not checked at the bar. Observers witnessed a young man cheer on entry having managed to gain entry without showing ID. The venue was very crowded and the bar appeared to be understaffed, with those serving appearing stressed, leaving long queues to be served. The following was observed on Saturday night in the New Town:

“The DJ actively encouraged immoderate drinking, linking drinking with potential sexual success by continually offering free shots throughout, shouting “who’s getting drunk tonight Swindon, who’s getting laid tonight Swindon?” and “shots for only a pound!” The DJ invited single women to go up to the bar for free shots saying to the male bar staff, ‘don’t give it [free alcohol] to the lads...think about it!’ The noticeably reticent barman had to stand on the bar and free-pour alcohol into the women’s mouths.”

In many venues observed, glasses were not cleared from surfaces and there were no signage relating to the legal drinking age or serving intoxicated individuals.

One independent nightclub, which had been cause for concern to Licensing Authority due to its late opening hours (open until 5am), displayed some of the best practice observed. On entry it was apparent that security staff were very familiar with the ‘regular’ clientele and clearly had an established rapport. A calm and relaxed atmosphere focussed primarily on listening to music and dancing was evident. The venue appeared to be self-regulating, despite is late night license. Door staff were friendly towards the customers and the older, more ethnically diverse clientele. This was by far the most diverse venue observed in Swindon with the lowest levels of intoxication.

8.6 Alcohol-related facts for Swindon

Table 32: Alcohol-related facts for the Swindon

	Indicator	Measure ^a Swindon	Measure ^a England	Rank ^b
Health				
1	Alcohol-specific mortality - males	13.4	12.0	248
2	Alcohol-specific mortality - females	5.8	5.4	233
3	Alcohol-attributable mortality - males	42.7	47.2	151
4	Alcohol-attributable mortality - females	26.4	23.1	265
5	Alcohol-specific hospital admissions – under-age 18	98.3	60.1	302
6	Alcohol-specific hospital admissions - males	271.6	339.7	168
7	Alcohol-specific hospital admissions - females	154.5	164.1	198
8	Alcohol-attributable hospital admissions –males	847.2	909	193
9	Alcohol-attributable hospital admissions – females	508.5	510.4	209
Crime				
10	Alcohol-related recorded crimes	9.1	10.1	212
11	Alcohol-related violent crimes	6.4	7.2	204
12	Alcohol-related sexual offences	0.2	0.1	292
Drinking Habits				
13	Hazardous drinking (synthetic estimate)	20.0	20.1	209
14	Harmful drinking (synthetic estimate)	4.9	5.0	227
15	Binge drinking (synthetic estimate)	16.1	18.0	158

Data Source: (2007) Local Alcohol Profiles for England. North West Public Health Observatory

Key:

Red Shading: the measure is significantly worse than the average for England.

Yellow shading: the measure is significantly better than the average for England.

a: The actual indicator value for the local authority as calculated in the definitions set out in the Technical Annex.

b: The rank of the local indicator value among all 354 local authorities in England. A rank of 1 is the best local authority in England and a rank of 354 is the worst. City of London and Isles of Scilly) have been omitted from indicators 13, 14 and 15 so in these cases the worst local authority has a rank of 352.

Trends for selected indicators

Between 2003 and 2006 there was an increase in alcohol-attributable hospital admissions. During 2004 alcohol-attributed mortality in males increased but subsequently decreased in 2005. In contrast, alcohol-attributed mortality in females decreased in 2004 but subsequently increased in 2005. Between 2004 and 2007 alcohol-related recorded and violent crimes increased. Alcohol-related sexual crime decreased during 2005/06 but increased during 2006/07.

8.7 County and district strategy relating to alcohol-related harm

Swindon's LAA has specific targets and outcomes relating to alcohol. The agreement includes a priority outcome focused on reducing alcohol-related harm. Other priority outcomes also include initiatives highlighted to help with alcohol-related issues, such as reducing the number of young people involved in alcohol substance misuse.

Swindon Community Safety Team has produced a Crime Reduction Strategy for 2005/08. The same team have also produced an Alcohol Strategy, although an action plan for this strategy has yet to be developed, as does the allocation of resources. Although the strategy was not published at the time of the visit, a copy was provided for the purpose of this review. The strategy includes an objective to promote and monitor the impact of the licensed trade's national Social Responsibility Standards. The strategy's rationale for this objective is set out below:

"In 2005, representatives from the licensed trade produced the national Social Responsibility Standards which set out a wide range of principles for responsible production, distribution, marketing and retailing of alcoholic drinks in the UK.

A review in 2006 highlighted examples of good practice including the 'Best Bar None' scheme and effective local joint working. The national strategy confirms the government's intention to increase licensees' and the public's awareness and commitment to these standards to help establish a consistent, effective response to alcohol-related risk, crime and disorder. The principles on which the standards are based are reproduced in the background documentation for this strategy.

The standards can be used as a basis for developing effective joint working with the Police, Swindon Borough Council and other partners to address local issues such as under-age purchasing and alcohol-related disorder."

Some stakeholders acknowledged the difficulties in securing the endorsement of the new Alcohol Strategy from all of the partners involved. Some stakeholders also considered that support from the PCT was limited. It was not possible to interview health related stakeholders during the timescale of this review. However, it was noted that GP representatives have asked to be involved in the local Alcohol Strategy.

8.8 Operational factors

8.8.1 Licensing conditions

Swindon Borough Council Licensing Office takes the view that no conditions should be placed on licenses at the outset. This approach is considered to emphasise the partnership working that the Authority wishes to adopt with licensees. Additionally, when the Swindon license policy was initially developed, Swindon understood that it would be very difficult to impose conditions under the 2003 Licensing Act. However, a number of non-industry stakeholders would now support the imposition of more stringent conditions to licenses. The ability to review licenses has been used on a number of occasions and is considered to be a useful mechanism.

A local monitoring scheme, led by the Police via the Community Safety Partnership, has been developed which awards a number of points to all retailers. Points are deducted for failure to comply. Once zero is reached, the retailer's license will be reviewed. The licensees agree this system is transparent, but would prefer that the point system was weighted to reflect the size of premises, under the current system a small premise with capacity for 25 people is penalised at the same rate as one with 800.

Trading Standards has an active programme of off-sales testing. The failure rate of test purchases has fallen over the past few years, with reported reduction from 66% to 27% for off licenses in 2005. Over the last six years it has carried out 425 off-sales test purchases for under-age sales of alcohol. During the same period, there have only been 3 on-sales test purchases. This was considered to be due to the difficulties with using under-aged young people to undertake test purchases in the on-trade due to issues associated with ensuring their safety. Therefore, expensive covert operations aimed at testing people leaving premises were required in the on-trade.

The Community Safety Partnership focuses on the 300 yard area that comprises the New Town. This focus enables a more proactive approach to policing within this area. However, non-industry stakeholders acknowledged that this approach resulted in a reduction in police resources in other locations.

Non-industry stakeholders highlighted a possible inconsistency between local and national arrangements in dealing with breaches of the Licensing Act, in respect of the impact of the Home Authority arrangement with large national retailers. Swindon successfully prosecuted the Swindon branch of one national retailer for a breach. The company appealed and its Home Authority Trading Standards representative appeared in the company's defence. The company won the appeal.

8.9 Partnership approach between the Responsible Authorities and other interested parties

There is a proactive partnership between all areas of the Local Authority and other non-industry stakeholders. Partners working to reduce alcohol harm include the Community Safety Partnership, the CDRP, the DAT, Licensing, Environmental Health, Trading Standards and the Police.

Partnership working with the Planning Department is also apparent. For example, the Community Safety Partnership works together with the Planning Team to 'merge' the New Town with the quieter Old Town by encouraging the development of outdoor cafés within the existing trade. They are also working together to create a safer night-time environment, for example, by gating-off of some alleyways to improve dispersal within the town centre. However, it was acknowledged that process for approval of such improvements takes a significant amount of time.

Swindon also utilises external funds to combat alcohol harm. For example, the Local Authority is working with the Civic Trust on a Night Vision project which aims to make the town centre a more welcoming and a safer place.

Although we were unable to interview health related stakeholders, we were informed that there was an allocation from the PCT to increase the access to specialist nursing staff to boost resources for alcohol treatment. Despite this, stakeholders from voluntary agencies noted that funding often prioritised treatment for drug misuse, rather than that for alcohol misuse.

8.10 Industry and non-industry partnership working to secure socially responsible practice

Effective partnership working is mediated through a number of mechanisms. For example, Pubwatch schemes are in operation across Swindon, with the town centre Pubwatch being more active than the schemes in more rural schemes. The schemes are considered to be supportive of spreading good practice and partnership working with the authorities. The Authorities have also established a regular working group of off-trade retailers, which includes managers of the large national stores.

In addition to the Pubwatch schemes, retailers are working in partnership with Environment and Health and the Swindon Crime Prevention Initiative Partnership, which includes a joint Police/licensee radio network. On-trade retailers also work in partnership with the Police in respect of dispersal policy as well as participating in schemes to collect passports and driving licences used inappropriately.

Trading Standards, working with its colleagues in the South West region, has produced a DVD to support retailers with the training of their staff in respect of the legal requirements relating under-age drinking and the serving intoxicated people. Two national chains have now adapted this DVD into their national training programme. In addition to the DVD, Trading Standards also provide advice to off-licensees through newsletters, visits and an information pack. The Police also offer to visit premises to train staff.

The Community Safety Partnership is using Home Office funding to initiate the use of ID scanners and polycarbonate glasses in premises in the town centre. This project pays the cost for eighteen months before turning it over to the trade. Many retailers have participated in the project, which is considered to be a great success by stakeholders.

Despite the examples of effective partnership working with some industry stakeholders, non-industry stakeholders acknowledged limited partnership working with on-trade retailers who were not members of trade organisations.

8.11 Drivers and barriers to securing more socially responsible practice

Effective partnership working and sharing effective practice was identified by non-industry stakeholders as an effective driver of socially responsible practice, as well as securing a consistent approach to the monitoring of the compliance of the on and off-trade. However, the concentration of resources in the New Town of Swindon was considered by some non-industry stakeholders to negatively impact on the ability monitor compliance else where.

The historic lack of use of licensing conditions at the point of application, and the limited involvement of retailers who were not involved in local partnership working were considered by non-industry stakeholders as barriers to securing more socially responsible practice. The need for retailers to be commercially viable was perceived to be a key factor in slippage in the standard of socially responsible practice.



Home Office
Review of the Social Responsibility Standards for the production and sale of Alcoholic Drinks
KPMG LLP
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