

Tackling alcohol problems in the night time economy

GUIDANCE FOR LOCAL AREAS

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Introduction

The Greater London Authority with the London Drug and Alcohol Policy Forum and other partners, has been working to support local agencies to achieve a greater understanding of the impacts of London's night time economy on alcohol related issues. Last autumn a third London forum for alcohol practitioners was held on the theme of Managing the Night Time Economy. The purpose of this event was to identify good practice and to look at the potential impact of proposed changes to the Licensing Act. This event was attended by well over 70 practitioners representing a wide range of professions and sectors, including London borough licensing teams, police and the National Health Service and voluntary sectors.

The forum identified the need for guidance to help promote effective local approaches to dealing with alcohol related problems. Drawing on the proceedings of this forum, this guidance is based on different approaches that are being taken to reduce alcohol related harm, protect health and reduce crime and anti-social behaviour linked to urban centre night life.

By its very nature, the night time economy is a complex policy area to tackle, involving a broad range of agencies. Whilst there has been a good deal of research looking at the impact of alcohol on crime, disorder and public nuisance in the night time economy, more needs to be done to evaluate the different responses and enforcement measures that can be implemented. However, it is hoped that with the aid of this guidance and the Government's commitment to ensure that the police and local authorities are given the right tools to tackle alcohol related harm, town and city centres can be made safer and more sociable places to visit at night time.



What are the problems?

What's needed?

- An identification of the problems defined at a local level, based on intelligence and accurate information.
- A programme of coordinated actions or projects to address the problems identified.
- Engagement and co-ordination of relevant agencies, stakeholders and local communities.

Assessing nature and extent of the problems

In formulating a strategy it is essential to understand the nature and scale of activity in any local area. Not all town centres are the same, what works for one town centre may not work for another. It is only with the help of in-depth local level research and understanding that such patterns (and the associated harms) can be identified and local level responses devised.

Building on information and knowledge

Bringing together a body of local knowledge and sharing that knowledge will facilitate the linking and integration of information, the assessment of performance and the development of an effective strategy.

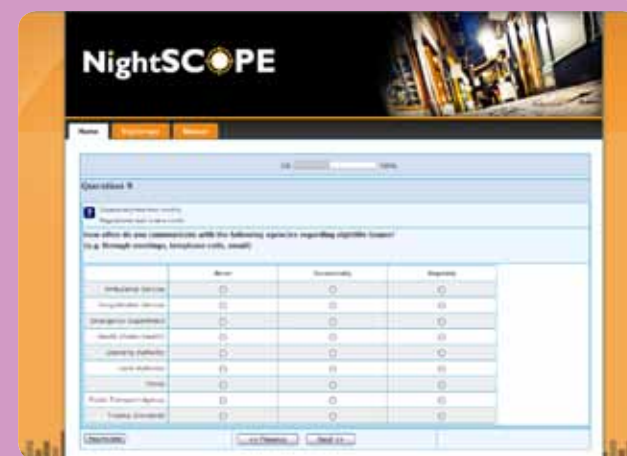
CASE STUDY 1

Nightscope online assessment tool

Nightscope was developed through the European Club Health project and provides a free online assessment tool for towns and cities. It is built on four principles:

- 1 data on the nightlife area and key issues arising within it,
- 2 strong commitment to providing safer nightlife,
- 3 strong partnership working and
- 4 evidence driven strategies.

Nightscope involves a short online questionnaire completed by representatives from 6-10 partner agencies in a local area. Answers are combined and graded across the four key areas prior to generating an automated report. Nightscope does not aim to identify areas as 'good' or 'bad'. What it



does do is help partners identify where structures for creating healthy and safe nightlife could be improved. This is done by encouraging focused activity, facilitating discussion and partnership, identifying gaps, promoting action and measuring progress.

http://www.club-health.eu/docs/NightSCOPE_factsheet_EN.pdf

Using existing data sources

Share accurate data between local authorities, police and health authorities with the help of mapping tools for example, Geographical Information Systems (GIS).

- Compare mapping of crime data with mapping of licensed premises and understand the links, and identify the 'hot spots'.
- Use alcohol indicators for England to help prioritise and target local areas of concern.
- Use anonymous information from standardised forms by staff in Accident and Emergency
- Use mapping to consider cross border impacts.



CASE STUDY 2

Havering's Night Time Economy

Romford is one of London's largest night time economy centres. It is visited by 11,000 people on Friday and Saturday nights seeking out a variety of pubs, clubs and restaurants. Romford's experience led to the development of a night time economy strategy that has been instrumental in the town attaining Beacon status. The strategy comprises a number of strands, including a police plan, an alcohol harm reduction strategy, a tourism and culture strategy, a licensing policy, and a community safety plan. The strategy takes a zero tolerance policy to theft, pickpocketing and any behaviour that causes offence to staff and customers. Havering continues to develop its strategy and acknowledges that change does not happen overnight – it has to be a long term commitment, with strong partnerships and member support.

Gathering new data

Whilst the sharing of existing information saves time and money, gaps in information may need to be identified. By gathering new data a more accurate and complete picture of the problems may emerge. This can be done in a number of ways:

- Carrying out a survey of the residents and users of the night time economy so that hotspots can be identified and analysed.
- Carry out a pedestrian flow survey to find out which parts of the town centre are most congested at different times of the evening – survey data on the number of people leaving and entering tube stations and night bus usage from Transport for London.
- Collect qualitative data by photographing evidence of anti social behaviour.
- Collect numerical data by carrying out a footfall count
- Provide data in 'real time' to help adapt to changes in the pattern of events
- Setup a licensed premises enforcement database to rank licensed premises considered to be 'high risk'.



CASE STUDY 3

Young people

The Community Action Partnership (CAP) involving Islington Council, police, local retailers and schools has been exploring a number of ways to tackle underage drinking. Its key aim is to reduce opportunities for young people to buy alcohol. It also seeks to understand why underage sales are made and how best to prevent them in the future. The CAP also recognises the need to build effective partnerships between retailers and enforcement agencies, and to develop intelligence led enforcement techniques.

The CAP's key objectives include:

Engaging with young people in the area

The Partnership operates a Youth Bus every Tuesday and Friday, visiting known problem areas. The purpose of the Youth Bus is to raise young people's awareness of alcohol and deliver simple messages about sensible drinking.

Education in schools

The education service has developed an alcohol education resource. This includes a series of six lessons delivered as part of Year 8 or 9 PSHE lessons covering alcohol knowledge, attitudes, effects and risks, pressure and persuasion. These lessons are currently being delivered in Holloway School using a theatre group, funded by the Partnership, to illustrate lessons on dealing with peer pressure.

Working with local businesses

Working with trading standards and police, the Partnership provides training and support to help businesses with under age sales, promoting challenge 25 and providing resources such as business guidance pack, posters and badges. The Partnership is also tackling the issue of proxy sales, developing a local Pubwatch and is promoting the sharing of information and intelligence.

Partnership working

Multi-component community based programmes largely depend on close partnership working in order to bring together a wide range of policies and procedures. The very fact that not all town centres are the same means that it is essential to involve all those responsible for the management of public services, for example, planning, health, transport, licensing of premises, police.

Effective partnership working involves a number of actions, for example:

- A dedicated town centre crime reduction group to consider day and night time issues. The group to include local authority, police, probation service, health authority, youth offending team, drug and alcohol team, transport, fire and rescue, door staff and local residents.
- Agreed and understood policies and procedures to reduce crime and disorder.
- A co-ordinated and proactive management of a diverse range of public services.
- Actively engage and promote safety education messages to visitors to the night time economy. A good example of this is the work of the Islington Community Action Partnership (see Case Study 3).
- Partners to receive training on issues involved in crime and disorder in the night time economy.
- Engage and build a good working relationship with the local press and radio to promote the work that is being done to tackle alcohol related harm.
- Evaluation of partnership working and its actions.

Towards a safer environment

The use of mobile medical response units and street based treatment centres positioned at key nightlife hubs can provide vital support services and reassurance for nightlife users. Such services can lead to cost savings for ambulance services and hospital Accident and Emergency Departments. 'On the spot' intervention and support services may also lead to improved emergency call out response times, as well as saving police time. There are also opportunities to deliver Identification and Brief Advice (IBA). Examples include:

- Mobile triage A&E centre/SOS buses used at busy times to reduce the burden on hospital and ambulance resources and the deployment of police to violent incidents at A&E.
- Joint paramedic and police patrols to provide support for ambulance personnel in potentially volatile situations.

Street warden schemes may also prove to be a popular local resource by providing reassurance to the public and enforcement of council byelaws.

CASE STUDY 4

On the spot response

The aim of **Soho Alcohol Recovery Centre Pilot** was to develop an alcohol recovery centre in the West End of London for people who had consumed excessive amounts of alcohol in the area. The purpose of the Centre was threefold: (i) to provide a safe environment for its patients, (ii) to have access to medical expertise and (iii) to provide alcohol advice by trained staff before being discharged. Patients who were suffering from the effects of alcohol intoxication were taken to the Centre by an 'Alternate Response Vehicle' (or 'Booze Bus') for treatment. Following treatment, patients were asked to complete a questionnaire that included questions on where they had consumed their last drink. This information was then passed to the local licensing authority and the local safer neighbourhood team on a weekly basis.

Piloting an alcohol recovery centre was found to have some positive outcomes and provide value for money.

It helped divert individuals with minor injuries away from A&E. This made it possible for A&E to treat those with most need and assisted them in meeting their four hour target wait, especially at peak times.

The pilot led to reductions in alcohol related hospital admissions, alcohol related crime and disorder and police waiting time for ambulance staff to arrive at the scene.



At the time that the Centre was in operation, there was a marked improvement in the speed of response times to emergency calls.

It was not difficult or workload intensive to obtain intelligence about the last drink patients had taken because the Centre provided a dedicated environment in which to collect this information. Data gathered at the Centre helped to identify problem premises in the West End without any substantial increase in resources.



CASE STUDY 5

Camden's Departure Lounge

One of Camden's priorities is to deal with late night disorder in the area at weekends. A large number of people visit Camden Town at this time of the week. To reduce the toll of alcohol related injuries, Camden has been looking at ways to help people get home safely after a night out. One way Camden has been doing this is by setting up a dedicated area or 'Departure Lounge' to advise people on their travel options whilst encouraging the intake of fluids, glucose and caffeine by providing tea, coffee, biscuits and lollipops. Last year this innovative scheme became very popular with people who visited the venues in the Inverness

Street area. Based on the idea of an airport lounge the Departure Lounge is a place for people to relax before going home.

Financed in partnership between Camden Council, Camden Police and NHS Camden, this welcoming service leads to savings rather than an expensive outlay, as less money will be used to help people get home safely. The scheme has received full support from the London Ambulance Service, Camden Town Unlimited, Camden Inner London Licensees' Association and the local Safer Neighbourhood panel. The Departure Lounge is part of a number of measures aimed at minimising the effects of alcohol misuse and has helped to engage people and promote night time economy networking across a range of agencies.

Transport Needs

Without the provision of late night transport, people will spend longer in night life areas after bars and nightclubs have closed. This leads to frustration and competition for scarce night buses and licensed taxis. As such, the potential for violence and road traffic accidents in night-life areas increases.

Taxi marshals

People may feel anxious about using public transport at night when transport options are limited. The use of taxi marshals to provide information on taxi ranks, bus stops and to co-ordinate taxis helps provide a safe waiting environment. In 2010, the City of London's Safer City Partnership conducted a survey on the use of a taxi marshalling rank in Liverpool Street. Out of a total of 371 people who completed the questionnaires, 360 said that they had used the marshalling scheme and found it helpful.



Transport principles

Transport for London (TfL) is faced with a number of challenges when it comes to London's night time economy. TfL currently has 114 night time bus routes equipped with CCTV that are regularly reviewed in response to customer correspondence and complaints. TfL seeks to ensure that the night time bus network provides sufficient capacity on each route to meet demand at the busiest time (to help keep London moving safely and securely at night). TfL also licenses the cab trade, helps fund and works with the Metropolitan Police Service, Safer Transport Command, City of London Police and British Transport Police. It educates and engages with the public on considerate behaviour and safer travel, providing customer information and Safer Travel at Night (STAN) campaigns.

Whilst TfL can do a certain amount it also requires others to help for example:

All applications for licensed premises need to consider how patrons will get home by public transport or taxi or walking routes.

Venue staff should receive training in directing people to the right bus stop, deterring cab touts, and ensuring in-venue minicab operators are working legally. Staff should also be trained in giving safety advice and first aid.

Security within the built environment – including signage, walking routes and assisting with the implementation of Legible London maps in each borough as well as helping to establish taxi ranks in key night time economy locations.

Providing reassurance and support for visitors enjoying a night out not only requires targeting trouble makers but also placing taxi marshals in key locations and discouraging taxi drivers from 'cherry picking'.

Enforcement

Licensing restrictions must be enforced through regular intelligence led inspection visits and fines and prosecutions for non-compliance. A licensed premises enforcement database can be a very useful tool to monitor licensed premises in the town centre in relation to their record of crime, disorder and public nuisance. A licensee failing to cooperate and comply with conditions on a license can face fines, temporary suspension or permanent forfeiture of their license. Licensees who co-operate with the police through reduction of incidents and sharing of intelligence may face fewer restrictions. Such action has been found to lead to increased social responsibility amongst licensees and not just those who are subject to additional restrictions. Licensees may be further encouraged to share information, distribute photographs and details of offenders and criminal activity.

The role of the police involves working in partnership with licensing units, cultivating relations with stakeholders and gathering information about licensed premises.

They can provide a high visible presence in hot spot areas and use low level interventions, for example, fixed penalty notices for Section 5 public order offences. These fixed penalty notices provide the police with a quick and effective means of dealing with low level, nuisance behaviour, often alcohol related that typically occurs in city centres at night and weekends. Police also keep records

of individuals arrested for alcohol related offences, support door staff and help put effective drug policies in place such as drug amnesty bins.

Newham's systematic approach to licensing saw serious alcohol related crime down by 22 per cent, a 70 per cent decrease in assaults on licensed premises between 2009 and 2010 and 60 fewer cases of GBH in one year linked to pubs and clubs. The London Health Improvement Board (LHIB) is looking to support similar approaches by London boroughs to reduce serious alcohol related crime. See LHIB Alcohol Proposals for Action in 2012/13 at www.lhib.org.uk



CASE STUDY 6

Newham's total enforcement

Newham is a highly complex borough where a number of night time economies are in place or emerging or planned. In order to tackle some of the challenges facing Newham in the development of its night time economy, the borough has been taking a total enforcement approach. Newham's key objective is the need to balance the rights of businesses to trade and residents to enjoy a reasonable quality of life. Focussing on matters related to the Licensing Act 2003, the borough has been concentrating its efforts on the control of licenses, the use of premises, vicinity of those premises and the direct impact of activities of licensed premises. The licensing team achieves its objective by working closely with other partners such as the police, fire brigade, trading standards, and children's services.

Newham seeks to take a pro-active and practitioner approach to the regulation of its night time economy by targeting priority areas, focusing on enforcement and achieving compliance with the help of dedicated police resources, and imaginative use of powers of seizure, closure and detention.

The borough's swift response time to problems in its night time economy is based on high level intelligence gathering.



Newham also worked closely with HMRC on fortnightly operations. These operations led to the closing down of premises found to be trading without a license as well as other venues linked to gangs and firearms.

Newham has achieved a number of successes with its total enforcement approach notably a significant reduction in violent crime on increased premises.

Monitoring

The impact of any initiative or strategy can only be gauged if there are measurable criteria against which it can be assessed. All programmes should therefore have clearly defined aims, objectives, indicators and measurements of effectiveness. These should be put in place for both individual measures and for a programme as a whole. The evaluation of a programme should be an integral part of its formulation and monitoring. However it is defined, it must be realised from the start, and regularly reviewed as part of a strategy's on-going development.

What to consider when monitoring:

- Ensure aims and objectives are being met.
- Carry out reassessments.
- Gather evidence of how it is working.
- Ensure effective implementation.
- Keep track of changes in the licensing laws.



Challenges

As we have seen some of these problems can be managed in partnership with public services, health services and the police. The Government has consulted on the implementation of two measures in the Police Reform and Social Responsibility Act 2011: early morning restriction orders (EMROs) and the late night levy. Such measures will allow licensing authorities to raise a contribution from late-opening alcohol retailers towards policing the late night economy. Revenue from the late night levy would be shared between police and the licensing authority.

However, despite the best efforts of local authorities to regenerate and revitalise their towns and city centres, local authorities are still faced with a number of challenges, including:

- Ability to implement wide and complex range of powers and policies and commit to new initiatives.
- Promotions of happy hours and expansion of off licenses and 24 hour drinking.
- Demands on transport.
- Limited resources.

Provision of more support

Despite the considerable efforts of local authorities and other agencies to make town and city centres safe and welcoming places to visit, more still needs to be done to address the issues associated with the night time economy. This is heightened by the fact that some issues remain outside the scope of local control. Practitioners identified a number of developments and initiatives that were needed:

- Change attitudes towards drunkenness so that it is no longer socially accepted – public health education
- Raise the price of alcohol – pricing of alcohol has an effect on the levels of alcohol consumption and related harms. Effective policy responses are likely to include the setting of minimum prices and restricted discounted sales promotions such as ‘happy hours’
- Early years intervention – national curriculum/ PSHE.
- Planning around public transport and licensing considerations.
- Robust approaches to drunkenness.
- Enforcement measures to control non-compliance of licensees.
- Pan London approaches to deal with NTE issues.
- Additional funding to trial new initiatives and rigorous research and control of alcohol sales.

Licensing laws and potential impacts

Alcohol related problems in the night time economy place considerable strain on health services and other public sector resources.

The Government has committed to provide more local powers for local authorities and police to address alcohol related problems and promote a healthy night time economy.

Following publication of its response to the consultation 'Dealing with the Problems of Late Night Drinking' in July 2012, draft legislation has been laid in Parliament. Towards the end of this year, local authorities will be able to use two measures set out in the Police Reform and Social Responsibility Act 2011: early morning alcohol restriction orders (EMROs) and the late night levy.

EMROs will be used to restrict the sale of alcohol in all or part of their areas between midnight and 6am. Local authorities will also be able to charge a levy for late night licences to contribute to the cost of extra policing as well as other costs incurred by licensing authorities.

The following decisions have been made by the Government and the full response to the consultation is available on the Home Office website: www.homeoffice.gov.uk

More information on the Government's alcohol strategy is available at <http://www.homeoffice.gov.uk/publications/alcohol-drugs/alcohol/alcohol-strategy>

Early morning alcohol restriction orders (EMROs)

- Persons that may be affected by an EMRO will have 42 days to make relevant representations for, or against, a proposed EMRO. (Paragraph 2.06)
- Licensing authorities will be required to notify licensed premises that would be included in the scope of a proposed EMRO, rather than all licensed premises in the licensing authority area. (Paragraph 2.07)
- A proposal to introduce an EMRO should be publicised on the licensing authority's website and in their local newspaper. (Paragraph 2.07)
- EMROs will not apply on New Year's Eve. (Paragraph 2.10)
- There will be no exemptions from EMROs. There will be provision to ensure that premises with overnight accommodation can still provide room service and mini-bars, if they are included in the scope of an EMRO. (Paragraph 2.17-2.18)

Late night levy

- Local residents can use their existing rights to make representations and other channels of communication to call for the implementation of the levy in their area. (Paragraph 3.04)
- Premises with overnight accommodation (Paragraph 3.09), theatres, cinemas (Paragraph 3.12), bingo halls (Paragraph 3.14), CASCs (Paragraph 3.16), community premises (Paragraph 3.17), country village pubs (Paragraph 3.18) and BIDs (Paragraph 3.20) will be available as a discretionary local exemption from the levy.
- Restaurants (Paragraph 3.11), casinos (Paragraph 3.14) and private member's clubs (Paragraph 3.26) will not be available as a discretionary local exemption from the levy.
- The levy will not apply on New Year's Eve. (Paragraph 3.29)

- Licensing authorities will be able to offer a 30% reduction from the levy for best practice schemes that meet relevant criteria (Paragraph 3.34) and pubs that are in receipt of Small Business Rate Relief and have a rateable value below £12,000 (Paragraph 3.45).
- There will be no cumulative discounts from the levy. (Paragraph 3.40)
- Licensing authorities will be able to fund services that are connected to the management of the night-time economy and services that prevent and tackle alcohol-related crime and disorder with their revenue from the levy. (Paragraph 3.56)

Minimum Alcohol Pricing

The Government plans to introduce legislation setting a minimum unit price for alcohol (figure of 40p being mooted at the time of this Guidance) in England with the intention of coming into force in 2014. It also intends to ban the sale of multi buy discount deals in supermarkets. It is not known at this time how the ban on discount deals will work in practice but it is thought that the proposed minimum price alone will help to curtail drinking deal promotions that are made by major supermarkets.

According to the Government, the cost of the minimum price for the average drinker will be £21 to £23 a year. For moderate drinkers (drinking within recommended limits of up to 21 units a week for men and 14 units for women) the cost will be £5 to £6 a year. Heavy drinkers (drinking far above the recommended limit – more than 50 units a week for men and 35 for women) will cost between £105 and £135 a year.



Sources of advice and help

There are a number of agencies offering advice on the night time economy. Some of the key contacts who may be able to assist you are:

The Association of Town Centre Management ATCM

Europe's largest membership organisation dedicated to helping town and city centres realise their natural roles both as prosperous locations for business and investment, and as focal points for vibrant, inclusive communities. Our members are primarily public private partnerships from across the UK as well as both public and private sector stakeholders.

www.atcm.org

Alcohol Concern

A national charity that campaigns for effective alcohol policy and improved services for people whose lives are affected by alcohol related problems. For a free download of a factsheet on alcohol, crime and disorder in the night-time economy visit:

www.alcoholconcern.org.uk

Secured by Design

Secured by Design focuses on crime prevention of homes and commercial premises and promotes the use of security standards for a wide range of applications and products. The principles have been proven to achieve a reduction of crime risk by up to 60%, by combining minimum standards of physical security and well-tested principles of natural surveillance and defensible space.

www.securedbydesign.com

LDAPF

Works to support local partnerships and to promote good practice in reducing the harm of illicit drugs and promoting sensible drinking. Recently produced Drugs at the Door – guidance on installation and management of drug amnesty bins. A supplement to the LDAPF's Safer Nightlife, this document is based on the principle that the night-time economy is most effectively and safely managed when clubowners/managers/event organisers work in partnership with local police and licensing authorities.

www.cityoflondon.gov.uk/ldapf

British Institute of Innkeepers (BII)

BII is a professional body for the licensed retail industry in raising standards of professionalism. This involves working with operators within the sector to encourage them to run socially responsible businesses. Many of the qualifications offered by BII's awarding body, BIIAB, is to develop skills and knowledge in support of high standards of responsible alcohol retailing including, BIIAB Level 1 Award in Responsible Alcohol Retailing.

www.bii.org

Safe and Sound (publication)

Guidelines produced by the Metropolitan Police Service were designed to assist licensees in being proactive in their efforts to combat problems with controlled drugs, weapons and other crime in their premises.

For a copy of the report, please contact:
MPS, Central Licensing Unit 020 7321 7791



London Health Improvement Board

The 'shadow' London Health Improvement Board (LHIB) held its first meeting, chaired by the Mayor of London, Boris Johnson in July 2011. The board's commitment is to work in partnership to improve the health of all Londoners and reduce inequalities in health outcomes. It provides a unique opportunity to complement health improvement work delivered at a local level through the initiation of pan-London approaches where these will provide added value or benefit.

www.lhib.org.uk

Appendix

Practitioners' responses to NTE questions

Practitioners were asked for information on the following three questions:

- What developments or initiatives in the last five years had proved most effective in helping them manage the NTE/alcohol issues?
- What created the biggest challenge in tackling the alcohol related harm in the night time economy?
- What developments or initiatives are needed to provide support?

Below is a summary of some of the most popular responses.

What developments or initiatives in the last five years had proved most effective in helping them manage the NTE/alcohol issues?

- Good or close partnership working between Licensing Teams, Licensing Committees, Police, Licensees and patrons/customers.
- Information/Data sharing/Communication/Intelligence.
- Promoting safer environment with the help of CCTV, Town Centre Policing and Street Pastors and introducing schemes such as Best Bar None, BOBB (Behave or Be Banned), Pubwatch, Departure Lounge, Purple Flag and Brief Intervention Services.

- Improved Transport links and safe travel.
- Robust enforcement on licensing.
- Training, education and raising awareness between Police and licensed premises/venues staff.

What created the biggest challenge in tackling the alcohol related harm in the night time economy?

- Willingness to implement powers and policies and commit to new initiatives
- Promotions of happy hours and expansion of off licenses and 24 hours drinking
- Overcrowding on transport
- Lack of resources

What developments or initiatives are needed to provide support?

- Change attitudes towards drunkenness so that it is no longer socially accepted
- Raise the price of alcohol
- Promote good practice and share knowledge
- Early years intervention
- Improved public transport
- Zero tolerance approach to drunkenness
- Improved sharing of data/information – introduce a single point of contact
- Robust measures to control non-compliance of licensees

- Pan London agency to deal with NTE issues
- Rigorous research and control of alcohol
- Funding to trial new initiatives

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