

APPENDIX 4

YOUTH ALCOHOL ACTION PLAN; LEICESTERSHIRE COUNCIL AND LEICESTERSHIRE POLICE RESPONSE. SUMMARY DOCUMENT

1. INTRODUCTION/BACKGROUND

As part of its overall Children's Plan, the government has published a joint Youth Alcohol Action Plan (July 2007).

It has involved;

- Department for Children, Schools and Families (DCSF)
- Home Office
- Department of Health (DoH)

The document sets out its intentions for addressing the problem of drinking by young people.

The document introduction says:

'The proportion of 11–15 year-olds who drink regularly is falling (from 28% in 2001 to 21% in 2006). While that is good news, at the same time, the average weekly consumption among young people who do drink has increased very sharply. The number of units consumed by young people in that age group has doubled between 1990 and 2000 and has remained at the same level since. In addition, there have been a number of worrying changes in where and how young people drink alcohol.'

Chapter 2 sets out the government's policy over the last ten years to date from education to enforcement.

Chapter 3, Young people and alcohol – the case for change, discusses why more action should be taken on young people and alcohol, citing the following key reasons:

- there have been significant changes in recent years in how much young people are drinking, where and how they drink, and where they obtain alcohol;
- there is compelling evidence about the negative impact of drinking by young people, not only on their own short- and long-term health, but it is also known to be a major contributory factor, and in some cases the sole motivation for much of the crime and antisocial behaviour carried out by young people;
- there is growing public and parental concern about teenage drinking, both in itself and because of the wider problems to which it can contribute;
- beyond the current law on the age at which alcohol can be purchased, there is a lack of clarity – and consensus – about the age at which young people can start drinking, how much it is sensible for them to drink, and under what circumstances;
- while there has been a strong focus in government on tackling under-age sales of alcohol, some retailers continue not to comply with the law;
- additionally, there has been much less emphasis on measures which seek to address why young people drink, and to support them and their parents to make more informed decisions about alcohol.
- in short, the document states that there is to date no coordinated government approach to addressing young people's alcohol consumption – tackling wider forms of unacceptable drinking as well as considering why young people drink and the role their parents can play.

Chapter 4 sets out what the government intends to do, which is focused on five main priorities:

1. Stepping up enforcement activity to address young people drinking in public places.
2. Taking action with industry on young people and alcohol.
3. Developing a national consensus on young people and drinking.
4. Establishing a new partnership with parents on teenage drinking.
5. Supporting young people to make sensible decisions about alcohol.

2. PROPOSED ACTIONS OUTLINED IN THE DOCUMENT

The objectives and associated actions have been discussed by partners from the Youth Offending Service, Trading Standards, the Police, DAAT, Education and Youth Services in order to establish the local position, and to look at any opportunities for creating actions as part of the Leicestershire Alcohol Harm Reduction Strategy.

Potential points/actions to follow up and possibly embed within the Alcohol Strategy Action Plan are highlighted in blue.

Objective 1-Stopping young people drinking in public places

Priority Actions	Comments and Local response (can we act locally to contribute to the action? Partners etc)
Legislate to give the police powers to disperse under-18s who are drinking and behaving anti-socially from any location.	A dispersal zone can be granted under section 30 of the ASB Act. These last for six months. The order is used sparingly due to application issues (in time) and issues of displacement (moving the problem to another location). The use of the orders is better suited to larger urban areas.
Amend the law to extend the Directions to Leave power to include 10-15 year-olds.	Central Government. New Act, Section 27 of the Violent Crime Act can be used, applies to young people aged 16 and above, to reduce anticipated alcohol related violence crime. Lasts for 48 hours, and is primarily aimed at issues of town centre violence.
Extend Acceptable Behaviour Contracts (ABC) to young people caught drinking and behaving antisocially in public, requiring them and their parents to attend a session with a trained worker.	Process in place-using ASB Officer, Police, involving parents and the Youth Offending Service. Tiered approach. Letter will be sent to the parents of the young person causing the problem. If the problem persists a final letter will be sent. If the problems persist then partners will create an ABC, with the consent of the young person and parent. The YOS may be involved in providing specialist support to the young person and parent(s) as part of the contract.

	<p>Failure to comply can lead to a parenting order being imposed or possible escalation to an ASBO. The number of orders within the county are very small.</p> <p>It is recommended that data is collated of the proportion of young people whose ASB has involved alcohol use.</p> <p>Potential issues from a Police/YOS perspective- Assumption that young people consuming alcohol is "bad", that a lot of young people drink and cause ASB. If somebody is caught consuming alcohol in a public place and is subject to and ABC on the back of it, and are caught again, will a CRASBO or ASBO be the next step in the tiered approach?</p> <p>Central Government/Youth Justice Board want to reduce the number of young people entering the criminal justice system. Following this action may run counter to this approach.</p> <p>It may work if the young person is found drunk in a public place and is clearly causing persistent ASB.</p> <p>From an education perspective it is important to raise awareness of the Common Assessment Framework (CAF) in order to link vulnerable young people into extended services at an earlier stage.</p> <p>Raising awareness of the Centre for Fun and Families to partners will assist more parents and young people experiencing behavioural difficulties to get support. This is a great resource.</p>
<p>Extend alcohol arrest-referral pilots so that under-18s arrested for alcohol-related offences may benefit from a brief intervention from a trained worker.</p>	<p>Place bid for an under 18s arrest referral scheme when the home office begins the process (date TBC).</p> <p>This will involve the YOS, DAAT Alcohol and Criminal Justice leads, Police, Children and Young Peoples services and the Crown Prosecution Service.</p>
<p>Ensure Parenting Contracts are used with parents of young people repeatedly caught drinking in public.</p>	<p>See above (ABCs) YOS coordinates this element, resources are an issue.</p>

<p>Encourage the widest possible use of confiscation powers by the police.</p>	<p>Confiscation powers are used as widely as possible, names and details of young people are handed to CDRP's.</p> <p>The ASB Officers then follow up with letters to the parents.</p>
<p>Encourage police officers and others to apply for Anti-social Behaviour Orders if a young person persistently drinks in public places and fails to abide by the conditions of an ABC.</p>	<p>See above (ABC's Action)-goes against YJB Police of reducing young first time entrants into the criminal justice system.</p>
<p>Implement new legislation to make it an offence for under-18s to persistently possess alcohol in public places.</p>	<p>Central Government</p> <p>Again impacts on YJB policy. A possible solution is to make it a fixed penalty notice offence (EBO Fine), as FPN's if paid are not a criminal conviction.</p> <p>If contested and taken to court, if the young person is found guilty, then it will be a criminal conviction and impact on first time entrance figures.</p> <p>There are issues of rates of non payment, if not paid, particularly with young people.</p>
<p>Encourage the police and appropriate agencies to make greater use of Parenting Orders.</p>	<p>YOS would rather work with parents and young people on voluntary basis by creating a program of support. If the police push for a higher number of parenting orders, this will run counter to the YOS approach.</p> <p>If YP goes to court, they must consider why the parent is not to go on to a parenting order; this is because in most cases a contract has already been agreed between YOS and the parents. This is the [referred method of tackling any behavioural issues.</p>
<p>Issue guidance to the police, health and children's services to strengthen their approach to dealing with young people drinking in public places.</p>	<p>Central government.</p>

Objective 2- Taking action with industry on young people and alcohol

Priority Actions	Comments and local response (can we act locally to contribute to the action? Partners etc)
Work with local authorities to implement locally funded test purchase campaigns.	<p>This is being done, but alcohol is not the only age restricted product that has to be monitored by trading standards departments, e.g., solvent, fireworks and knives.</p> <p>This therefore restricts the number of alcohol test purchase campaigns due to all the other responsibilities.</p> <p>A proposal is currently being considered by Leicestershire County Council to fund a trading standards alcohol control officer. This post will be significantly increase capacity to provide test purchasing of alcohol.</p>
Ensure that existing powers to identify problem retail premises selling alcohol are fully utilised.	<p>This is done through the Licensing Act 2003. Police and Trading standards feel that adequate powers are currently in place.</p> <p>However there are issues of capacity to implement the powers to a wider number of retailers (see above).</p>
Encourage the imposition of tougher sanctions on those found to be breaching licensing conditions	<p>The police and trading standards enforce the law as fully as they possibly can, it is down to the courts to decide upon the ultimate penalty.</p> <p>Police feel that they are as tough as they can be overall.</p> <p>In most first time cases of retailers being caught selling to under 18's the use Fixed Penalty Notices discourage re offending in nine out of ten cases. This approach is also in line with the Flanagan report in reducing paperwork.</p>
Changing the offence of 'persistently selling alcohol to a person under 18' from 'three strikes' to 'two strikes' in three months.	<p>Central government</p> <p>Leicestershire Police and TS use the two strikes approach anyway, due to issues around resources and time.</p>
Support the police, local authorities and communities to identify problem hotspots.	<p>Already conducted regularly though JAG, ICSB roll out.</p> <p>There is potential to improve the collection sharing of data between the</p>

	Police, Trading Standards and District Licensing Authorities.
Introduce a new yellow card and red card alert system for licensees.	Central government. Locally partners are tough on selling to under 18s. If they re offend within six months, license will be up review.
Encourage voluntary test purchasing schemes.	Larger chains such as Spar do this already, however the vast majority of sole traders do not have the resources to do this. Even though it is this group that are more likely to sell to under 18s.
Encourage prompt roll-out of Challenge 21 to ensure that all outlets seek identification for those appearing to be under 21.	Challenge 21 is constantly encouraged; it is not enough to just have the logos, posters etc as part of their license agreement. Police and Trading Standards work constantly to ensure that the principles of challenge 21 are applied rigorously. I.e. Challenge 21 project in Blaby; wider roll out of this project will give TS and Police the resources to do more.
Support the wider adoption of Cambridgeshire's award-winning 'Think 21' alcohol project.	Trading standards have looked at the think 21 scheme; it is felt that the approach taken in Leicestershire, particularly the Blaby Challenge 21 project is equally as effective (See above).
Encourage the wider use of proof of age standard schemes.	Free Pass Validation Cards are available in all libraries across the county. About 300 cards are given out per year at a cost of around £5000 (for the whole service). Establish if there are any similar schemes run by the individual districts, if so look at opportunities to better coordinate this in order to avoid any duplication. However, the problem is not the older people who can get the cards, but younger people (15-16) who are attempting to buy alcohol.
Encourage industry to ensure that everyone selling alcohol is aware of national guidance and best practice in refusing under-age sales.	Link in with BBPA in Leicestershire; ascertain proportion of on licence premises signed up to the voluntary code. Audit uptake of challenge 21 in on and off licence premises (see above for more detailed comments)

	<p>The Police feel that the vast majority of Alcohol related problems are off license related. The on license premises are on the whole well run, and easier to manage. This is not the case with the off license trade, where there are issues of dispersal, drinking in public places etc. No controlled drinking environment.</p> <p>Association of Convenience Stores, Insp Rich Hiom will be meeting them on a regular basis.</p> <p>Write to all off licences and engage in a workshop about responsible retailing. Consider an off license forum for alcohol related issues.</p> <p>Create countywide links with members of off license trade associations to open dialogue and discuss issues of good practice.</p>
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Objective 3-Developing a national consensus on young people and drinking

Priority Actions	Local response (can we act locally to contribute to the action? Partners etc)
Develop guidelines on young people and alcohol.	<p>Review of the evidence and subsequent guidance will be published by the DOH after work of expert panel is completed. Locally partners will be able to disseminate new guidance.</p> <p>Communications strategy/plan on the back of it is needed. So that the right people are informed on how to best disseminate the new guidance.</p>

Objective 4- Establishing a new partnership with parents

Priority Actions	Local response (can we act locally to contribute to the action? Partners etc)
Initial consultation with parents and others on the content of the whole Youth Alcohol Action Plan.	<p>Central government</p> <p>Link into the Leicestershire Parenting Strategy-Look for opportunities/ways to consult with parents about the issue of alcohol and young people.</p>
Later consultation exercise with parents	Central government

and others in finalising the guidelines on young people and alcohol.	
Advice and guidance issued to parents re: young people and alcohol, which will include a statement of what the guidelines are (based on the work of the Chief Medical Officer and Expert Panel as well as consultation findings).	Central government
Evaluation of family-based interventions to assess if they are improving outcomes and reducing risks with those affected by alcohol-misusing parents.	Central government
Extend Family Intervention Projects to include a focus on substance misuse.	Central government

Objective 5- Supporting young people to make sensible decisions

Priority Actions	Local response (can we act locally to contribute to the action? Partners etc)
Publish findings from the customer insight research, which will be used to underpin the planned communications campaign.	Central government
Launch a comprehensive communications campaign about the risks of alcohol, aimed particularly at the 11-15-year-old age group.	<p>Central government</p> <p>Leicestershire, Healthy Schools Programme (PHSE) Current uptake rate of 96% across the county. – Drug and alcohol education part of PSHE Education = one of the 4 core themes covered by the programme. 72% of schools have achieved healthy school status and have therefore achieved national standards in drug and alcohol education. An Enhancement module 'Beyond HS status' is under development for drug and alcohol education. Ensure that a 'normative education' approach is used promoting the 'social norms'</p> <p>Phase 6 of the National PSHE CPD Programme for teachers and Community nurses will commence September 2008. Over 50 teachers and 8 school nurses have achieved accreditation</p> <p>A new PSHE toolkit has been developed and disseminated to all schools in Leicestershire (in line with the new secondary curriculum)</p> <p>DVD highlighting proxy purchasing and alcohol consumption can be mass produced and sent out to schools (as</p>

	<p>part of the proxy purchase pilot project), this however is dependent upon funding (possible BCU funding for creation and production).</p> <p>Look at feasibility of using theatre/performing arts to get message across in creative ways to school children in higher risk areas (I.e. Crag Rats Theatre Company or 4Squared).</p> <p>Widen the work of the Next Generation 637 Community Bus-alcohol is part of the education package.</p> <p>Encourage wider take up and use of the Warning zone centre (Aimed at year 6 pupils 10-11).</p> <p>Leicestershire Police working on creation of an alcohol communications strategy, as part of this process review with partners (LCRPCT) the evidence base for what educational approach works with this age range.</p>
Evaluate the impact of the communications campaign.	Central government
Conduct a review into drug and alcohol education to include help for schools and colleges to identify and support young people at risk of alcohol harm arising from either their own use or that of parents.	Central government --Blue Print Research
Implement actions arising from the review of drug and alcohol education.	Central government
Review all local area young people's substance misuse treatment plans.	Central government
Provide guidance to local commissioners and providers of young people's treatment services on the basis of the review.	Central government

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