

# “SENSIBLE MEASURES”

## LEICESTERSHIRE ALCOHOL HARM REDUCTION STRATEGY 2008 - 2011



Leicestershire County and Rutland **NHS**  
Primary Care Trust



**“Sensible Measures”**

**Leicestershire Alcohol Harm Reduction Strategy**  
**2008 - 2011**

**Contents**

Foreword	Page 1
Introduction	Page 2
Aims and objectives of the Alcohol Harm Reduction Strategy	Page 2
How the policy context informs the proposed activities	Page 2-3
Delivering the strategy	Page 3
Performance management of the strategy	Page 3
Proposed activities - Prevention theme	Page 4
Proposed activities - Community Safety Theme	Page 5
Proposed activities -Treatment theme	Page 6
Proposed activity tables - KEY	Page 7
Appendix - Alcohol Related Harms and Endnotes	Page 8-10

## “Sensible Measures”

### Leicestershire Alcohol Harm Reduction Strategy 2008 - 2011

#### Foreword

Alcohol is a drug which is interwoven into the cultural and social life of most communities in the UK, including Leicestershire. Alcohol has its benefits, such as its significant contribution to the economy. However the misuse of alcohol can have a significant impact on individuals, families and communities. Alcohol misuse therefore has adverse consequences, contributing to creating social problems, economic costs, health problems and crime.

Reducing these alcohol related harms requires commitment and effort from everyone – including the County Council, the District Councils, local health services, the Police, schools, the Fire and Rescue Service, social care services, the alcohol industry, parents and drinkers.

The Leicestershire Alcohol Harm Reduction Strategy “*Sensible Measures*” is the first document of its type that brings together all these partners in a coordinated way. It sets out a long-term aim to reduce alcohol related harms to the communities of Leicestershire, and for the first time, links the individual strategies of our partner agencies into one overarching document.

The action plans\* associated with the key activities identified in *Sensible Measures* focus on a number of key areas. These include:

- reducing the levels of alcohol-related ill health, accidents and injuries
- anti social and criminal behaviour linked to alcohol use
- under aged drinking
- alcohol related needs of young people, their families, and the communities they live in
- developing better data and information systems related to levels and patterns of alcohol misuse

Leicestershire DAAT is pleased that the importance of this strategy has been recognised by partner agencies, and aims to ensure that the key areas identified above will be effectively responded to and acted upon. By taking these steps, *Sensible Measures* will promote the health, economic, social and environmental well-being of all who live, work and study in Leicestershire, and make the county a safer and healthier place for both residents and visitors alike.

Mick Connell

A handwritten signature in black ink that reads "Mick Connell." The signature is written in a cursive style and is underlined with a single horizontal line.

Leicestershire DAAT Chair

\* Contained in a separate action plan document

## 1. Introduction

- 1.1 Alcohol misuse affects individuals, families and the wider community, whilst also placing a huge burden on our health, social care and criminal justice systems.
- 1.2 120,000 adults in Leicestershire are currently drinking above daily recommended levels.
- 1.3 Local research indicates that alcohol misuse has significant impacts on violent crime, anti-social behaviour, youth offending, fatal fires, increased hospital admissions, premature deaths, family breakdown and costs to the economy.<sup>1</sup>

## 2. Aims and objectives of the Alcohol Harm Reduction Strategy

- 2.1 Reducing the harms associated with alcohol is evidently the responsibility of a number of different agencies, organisations and individuals.
- 2.2 This strategy document outlines how partner agencies in Leicestershire will work in collaboration to reduce alcohol related harm in Leicestershire, in order to ensure that the County's residents do not suffer the consequences of their own, or others', alcohol misuse.
- 2.3 The overarching aim of the strategy is to...

***“Reduce the harms associated with alcohol, in order to ensure that alcohol can be enjoyed safely and responsibly, as part of a vibrant and inclusive community”.***<sup>2</sup>

- 2.4 To successfully achieve the aim, a multi component approach is being taken, which will cover the following thematic areas:
  - a) **Prevention** – to provide coherent education and harm reduction programmes to prevent and reduce the negative impacts of alcohol use
  - b) **Community Safety** – to improve community safety by creating a safer environment in streets and town centres, significantly reducing alcohol-related violent crime and incidences of anti-social behaviour
  - c) **Treatment** – to commission structured (tiered) and effective community-based alcohol treatment and support services for those affected by alcohol misuse, including criminal justice clients

## 3. How the policy context informs the proposed activities

- 3.1 The proposed activities within each of the themes outlined in this strategy document have been informed by the following national strategies, policies and documents:

### **National Context**

- The Government's Alcohol Harm Reduction Strategy: *“Safe.Sensible.Social”* (2007)
- The new PSA *“to reduce drug and alcohol related harm”* (PSA 25)
- The new National Indicator set
- The Youth Alcohol Action Plan 2008
- Anti Social Behaviour Act 2003
- The Violent Crime Reduction Act 2005
- Criminal Justice and Police Act 2002

- New GP contract 2004 (which identifies Nationally Enhanced Services for alcohol)
- Choosing Health: Making Healthy Choices Easier
- Models of Care for Alcohol Misusers (MoCAM)

### **Local Context**

- Leicestershire Sustainable Communities Strategy 2008-13
- Leicestershire Local Area Agreement 2008-11
- Leicestershire Joint Strategic Needs Assessment
- Leicestershire DAAT Treatment Plan for Adults and Young People 2008
- Leicestershire Community Safety Agreement 2008-11
- District Community Safety Strategies 2008-11
- Children and Young People's Strategic plan 2007-10
- Leicestershire Police Authority Three Year Policing Plan 2008-11
- Leicestershire Domestic Violence Strategy 2007-09
- Leicestershire Fire and Rescue Authority Strategic Plan 2008-11
- Leicester, Leicestershire and Rutland Road Safety Plan

## **4. Delivering the strategy**

4.1 The Alcohol Strategy will be overseen by:

- Leicestershire DAAT- which will provide the overall countywide strategic direction.

4.2 The Alcohol Strategy will be delivered by:

- Leicestershire DAAT will oversee the strategic delivery of the treatment and prevention themes to be delivered by a range of agencies, supported by the Leicestershire County and Rutland PCT, Leicestershire County Council, and DAAT
- The Leicestershire Safer Communities Strategy Board in conjunction with Community Safety Partnerships are the partnership bodies who will be responsible for overall delivery of the majority of activities within the Community Safety theme.
- The sub regional Joint Strategic Alcohol Harm Reduction Group which will look at opportunities for joint strategic working across Leicester, Leicestershire and Rutland and will report to the LLR wide Community Safety Programme Board.

4.4 The proposed activities set out in Table 1 will be prioritised over the three years of the Strategy and incorporated into a separate Alcohol Harm Reduction Delivery Plan which will follow.

## **5. Performance management of the strategy**

5.1 Key activities and actions are directly linked or associated with a number of the 35 indicators in the Leicestershire County Council Local Area Agreement for 2008-11.

5.2 The alcohol strategy will therefore contribute to the LAA and progress will be measured against the relevant indicators.

5.3 The strategy will be reviewed annually and changes made as necessary, in order to successfully meet the overall aim, which is to reduce alcohol related harms to individuals and communities in Leicestershire.

**Table 1 Proposed activities**

Prevention theme	
Activity	Links with LAA/KPI
<b><i>1-Develop consistent information and advice (disseminated in creative ways) aimed at a broad range of people (i.e. young people, black and minority ethnic populations, new arrivals, homeless, travellers), in order to ensure broad range of awareness raising and prevention messages</i></b>	LAA Priority Outcome 14, 16, 45 NI2 NI112 NI115 NI119 NI139
<b><i>2- Increase targeted community- based diversionary leisure activities for the most 'at risk' groups of young people and adult offenders</i></b>	LAA Priority Outcome 1 NI8 (DCMS DSO) NI18 (PSA 23) NI19 (PSA23) NI110
<b><i>3- Work in partnership with the most 'at risk' employers to develop workplace alcohol policies and interventions</i></b>	LAA Priority Outcome 46 NI119
<b><i>4- Improve knowledge and partnership working between sexual health and alcohol specific agencies, in order to focus messages and interventions on these target groups</i></b>	LAA Priority Outcome 1 NI112
<b><i>5-Improve partnership working between alcohol agencies and fire and rescue services by promoting fire safety education packages to vulnerable groups of alcohol users</i></b>	LAA Priority Outcome 1 NI142 (PSA17)
<b><i>6-Work with care providers to look at ways of preventing alcohol related falls and accidents, in relation to the most vulnerable groups in the community</i></b>	LAA Priority Outcome 1 NI125 NI142 (PSA17)
<b><i>7-Assess the level of alcohol related information and support available to people with physical and learning disabilities</i></b>	LAA Priority Outcome 1 NI142

## Proposed activities

### Community Safety Theme

Activity	Links with LAA/KPI
<b>1-Reduce further incidents of public place/ licensed premises based alcohol related rowdy, inconsiderate and violent behaviour by creating interventions such as NTE strategies across the districts</b>	LAA Priority Outcome 13 NI20 (PSA 25) NI24 (HO DSO) NI195
<b>2-Commission a comprehensive Alcohol Arrest Referral and Conditional Cautioning scheme to reduce alcohol related re-offending, and improve treatment for offenders (i.e. the provision of brief interventions, Alcohol Treatment Requirements and improved treatment pathways) in order to reduce re-offending rates</b>	LAA Priority Outcome 13 LAA Priority Outcome 9 NI18 (PSA 23) NI20 (PSA 25)
<b>3- Improve strategic and operational working between alcohol and domestic violence partnerships and link the Alcohol Strategy into the Leicestershire County Domestic Violence Strategy i.e. through MARAC, SDVC and IDVA</b>	NI 32 (PSA 23) NI20 (PSA 25)
<b>4-Develop closer working with a wider range of representatives from the alcohol industry, both regionally and locally, in order to deliver the aim and objectives of the alcohol strategy, through the implementation of good practice e.g. Voluntary Codes, Challenge 21, Pubwatch and where feasible, schemes such as Best Bar None and Business Improvement Districts</b>	LAA Priority Outcome 13 NI20 (PSA 25)
<b>5-Reduce further the number of retailers selling to under 18's, tackle proxy purchasing and increase capacity in trading standards to meet key aim of Safe.Sensible.Social</b>	LAA Priority Outcome 13, 14 NI115
<b>6-Reduce the incidence of drink driving by, for example, linking alcohol education into Pass Plus schemes (and motorbike Compulsory Basic Training) and implementing a problem profiling system to identify groups who are most likely to drink and drive</b>	NI47 (DFT DSO)
<b>7-Improve data collection by creating an ED data sharing system to share with CDRP's, along with alcohol related ambulance call out data, and improve use of alcohol flag on police CIS</b>	NI20 (PSA 25) LAA Priority Outcome 13
<b>8-Closer partnership working during seasonal/specific police led operations</b>	LAA Priority Outcome 13 NI20 (PSA 25)

## Proposed activities

### Treatment theme

Activity	Links with LAA/KPI
<i>1-Leicestershire County Council is represented at the LLR Joint Strategic Alcohol Harm Reduction Group and will work in partnership to achieve common aims across the sub-region</i>	
<i>2- Leicestershire DAAT takes the lead on the alcohol needs assessment process, as part of the overarching Joint Strategic Needs Assessment</i>	LAA Priority Outcome 1, 45
<i>3-Leicestershire DAAT conducts an Equality Impact Assessment of the Alcohol Strategy and takes responsibility for any ongoing EIA work and future assessments related to equality and diversity</i>	LAA Priority Outcome 14, 16, 45 NI2 NI4
<i>4-Leicestershire DAAT will review alcohol treatment services in the County and ensure treatment provision is aligned to MoCAM</i>	LAA Priority Outcome 14, 45
<i>5-The LLR Joint Strategic Alcohol Harm Reduction Group will support work on joint key priorities including the MoCAM and other key areas such as consistent communications across the sub region</i>	LAA Priority Outcome 14, 45
<i>6-The DAAT and the LLR Joint Strategic Group will look at all available opportunities to improve alcohol service provision. All proposals and subsequent commissioning of services will reflect the priorities identified in the review process and EIA</i>	LAA Priority Outcome 14, 45 LAA Priority Outcome 9 NI18
<i>7-The DAAT and LLR Joint Strategic Alcohol Harm Reduction Group will look at opportunities to improve the collection and sharing of alcohol related data by services (i.e. NADTMS, ED data)</i>	LAA Priority Outcome 14, 45 NI20 (PSA 25) NI32 (PSA 23)
<i>8-The DAAT will lead on developments such as a service users group, an alcohol services directory, e newsletter and the creation of an online portal to share good practice across the region</i>	LAA Priority Outcome 14, 45



## **Proposed Activity Tables - KEY**

### **National Indicators/Leicestershire Performance Framework**

NI2-People who feel that they belong to their neighbourhood  
NI4-% people who feel they can influence decisions about their locality  
NI8-Adult Participation in Sport (DCMS DSO)  
NI18-Adult re-offending rates for those under probation supervision (PSA 23)  
NI19-Rate of proven re-offending by young offenders (PSA23)  
NI20-Assault with injury crime rate (PSA 25)  
NI24-Satisfaction with the way the police and local council dealt with anti social behaviour (HO DSO)  
NI 32-Repeat incidents of domestic violence" (PSA 23)  
NI47-People killed or seriously injured in road traffic accidents (DFT DSO)  
NI110-Young Peoples participation in positive activities  
NI112-Under 18 Conception Rate  
Ni115-Substance Misuse by Young People  
NI119-Self Reported measure of people's wellbeing  
NI125-Achieving independence for older people through rehabilitation/intermediate care  
NI142-Number of vulnerable people who are supported to maintain independent living (PSA 17)  
NI195-Improved street and environmental cleanliness

## APPENDIX

### Alcohol related harms

#### *Excessive drinking*

The latest NWPHO data indicates that Leicestershire and Rutland are on the England average (20%) for the proportion of the population (16+) who are hazardous drinkers. This amounts to 108,000 people in Leicestershire and Rutland. Leicestershire is likely to have at any one time a proportion of harmful drinkers consistent with that for England with a figure of 22,000 people.

The East Midlands was identified as the region with the lowest prevalence of *dependent* drinkers at 1.6%, however, wide confidence indicators, suggest that the actual prevalence could be between 0.8% and 3.0%. For Leicestershire the figure is around 8,152 dependent drinkers, with the true figure between 4,076 and 15,285.

The latest NWPHO data provides synthetic estimates of 'binge' drinkers in Leicestershire. The data indicates that Leicestershire District Councils have an estimated prevalence consistent with the average for the East Midlands.

There is no known local data breaking down the age profiles of those who are most likely to binge drink. National data suggest that among adults aged 18-65 years; those aged 18-24 years were the more likely (44%) than any other age to binge drink.

Binge drinkers are more likely to be men, although women's drinking has been rising fast over the last ten years. Binge drinkers are at increased risk of accidents and alcohol poisoning and being the victims or perpetrators of violence.

#### *Health impacts*

Overall Leicestershire County is within the national average in the following indicators, alcohol specific mortality, mortality from liver disease and alcohol attributable mortality. Alcohol specific mortality for males is better but not statistically better than the national average in Melton, NW Leicestershire and Oadby and Wigston. The other districts are significantly better than the national average.

Overall rates of Alcohol specific and attributable hospital admission rates are consistent with the national average or in some cases better than the national average. Female admissions are better but not significantly so in Charnwood, Blaby and NW Leicestershire and worse than average in Oadby and Wigston. The indicators point to significantly better outcomes in terms of hospital admissions for men in all the indicators in Leicestershire. Alcohol specific hospital admissions for under 18s in Blaby, Hinckley and Bosworth, NW Leicestershire and Oadby and Wigston are better than the national average but not statistically so.

These figures indicate that the health impacts of alcohol use are average or better than average. Even so, there will be a significant financial impact on the NHS, for example Alcohol attributable days at UHL hospitals for residents of Leicestershire and Rutland amounts to around sixteen million pounds per annum.

Health impacts are also wider reaching than the indicators discussed here, for example alcohol has negative associations with obesity, mental health, high blood pressure and diabetes, these are somewhat harder to quantify. Rising alcohol availability and consumption may also create future health impacts.

#### *Health Care*

Of the nine regions of England, the East Midlands had the fourth highest level of hazardous/ harmful drinkers but the lowest number of alcohol treatment agencies. ANARP identified around 30 treatment services, which is approximately a third of the national average.<sup>3</sup>

A disparity exists between the size of the alcohol problem and the existence of local services to be able to effectively deal with it. An alcohol LLR process mapping exercise conducted in November 2006 highlighted a number of gaps in service provision in all the treatment tiers.

#### *Crime and ASB and Community Safety in Leicestershire*

Local data suggests that just under half of all violent offences in Leicester City and Leicestershire are committed under the influence of alcohol. These figures may be skewed by the higher volume in Leicester City.

Most of the violent crime recorded in the county is non-domestic, though domestic abuse is believed to be a significantly under-reported crime nationally. The highest volume category of violent crime committed under the influence of alcohol is Actual Bodily Harm (ABH) followed by harassment.<sup>4</sup>

Alcohol related violent crimes and recorded crime are significantly better than the national average in Leicestershire, excluding Charnwood and NW Leicestershire where violent crimes and sexual offences are worse but not significantly worse than the national average.

33% of incidents of domestic violence in Leicestershire are alcohol related; the majority of the victims are women.<sup>5</sup> However national data suggest that figures could be much higher with 72% of convicted perpetrators of Domestic Violence under the influence of alcohol at the time of the attack<sup>6</sup>.

Ongoing local analysis by Leicestershire Police, Leicestershire DAAT and the County Research and Information Team is providing an insight into the extent of offending related to the Night Time Economy (NTE). Over 50% of alcohol flagged offences are occurring in public places in Leicestershire between 8pm and 4am. The proportion of offences committed within this context rises to 59% on Friday and Saturday nights.

Home Office research indicates the majority of incidents of alcohol-related violence between strangers and between acquaintances did not come to the attention of the police (61% and 63%).

#### *Loss of productivity and profitability*

Local data is not available to quantify these costs, however the 2004 Alcohol Strategy estimates lost productivity as a result of alcohol misuse costs the English economy around £6.4bn per annum. The strategy also indicates that up to 17m working days are lost each year through alcohol-related absence<sup>7</sup>.

#### *Offenders*

Of the two thousand or so offenders currently under the supervision of the Leicestershire & Rutland Probation Area, around half of offending is linked wholly or in part to their misuse of alcohol.<sup>8</sup>

Alcohol is more of an influence in the offending behaviour of men than of women with little difference across different age groups. A much higher proportion of offending behaviour is linked to alcohol amongst white offenders than for any other group.<sup>9</sup>

The Mori Youth Survey 2004 found that 17% of young offenders in school and 20% of excluded young offenders committed an offence whilst they were intoxicated or when they had been drinking alcohol.<sup>10</sup>

#### *Children and Young People*

The Leicestershire TellUs2 survey (2007) indicates that 13% of a sample of year 6, 8 and 10 school pupils in Leicestershire had been drunk one or twice in the last four weeks, the national average is 12%. 7% had been drunk three or more times in the same time period (the national average is 7%).<sup>11</sup>

Other than the TellUs2 survey there is little robust data available on the prevalence and other details about alcohol consumption among young people in Leicestershire. More work needs to take place across the county to not only get a picture of the amount of alcohol consumed by young people but also the behaviour associated with it. For example the links between alcohol consumption and risk taking such as unprotected or regretted sex.

#### *Black and Minority Ethnic Groups*

In Leicestershire County it is estimated that 8.9% of the population is non white British. No survey has been conducted locally within the county or Rutland to explore the alcohol consumption and patterns within the BME populations, however the 2002 Leicester City lifestyle survey found that alcohol consumption was lower for the BME population than white British.<sup>12</sup> More work needs to be done to measure the extent of need with BME groups.

#### *Street drinking, vulnerably housed and homeless*

The current number of people involved in street drinking across Leicestershire County is unknown. Anecdotal evidence does indicate that there are generally small numbers of people participating in street drinking across Leicestershire. Nevertheless, this is regarded as problematic in certain areas.

Research conducted in Leicester found that the average weekly alcohol consumption of street drinkers was 206 units a week. This research, along with service provider knowledge indicates that the housing situation of street drinkers will vary, with some being housed, in temporary accommodation or vulnerably housed with a ranging levels of support needs.<sup>13</sup>

More research needs to be conducted in the County to establish the prevalence, profiles and the level of support needs of street drinkers.

## ENDNOTES

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- <sup>1</sup> Leicestershire County Council Research and Information Team countywide Strategic Assessment and other local data.
- <sup>2</sup> Harms are defined as all known harms due to alcohol use, for example health, social and economic (based upon the current national and local data).
- <sup>3</sup> Alcohol Needs Assessment Research Project. DOH (2004)
- <sup>4</sup> Alcohol Related harm, A Statistical Profile for LLR. Research and Information Team, Leicestershire County Council (2007)
- <sup>5</sup> P32-34 Alcohol Related harm, A Statistical Profile for LLR. Research and Information Team, Leicestershire County Council (2007)
- <sup>6</sup> LDAN/Alcohol Policy UK Workshop on Domestic Violence ([www.alcoholpolicy.net](http://www.alcoholpolicy.net))
- <sup>7</sup> Alcohol Harm Reduction Strategy for England. Prime Ministers Strategy Unit (2004)
- <sup>8</sup> Alcohol Scoping Report. Rod Moore. Leicester City PCT (2007)
- <sup>9</sup> Alcohol Scoping Report. Rod Moore. Leicester City PCT (2007)
- <sup>10</sup> The Mori Youth Lifestyle Survey 2004
- <sup>11</sup> TellUs2 Questionnaire Summary Sheet: Leicestershire, Issue date: November 2007
- <sup>12</sup> P16 Alcohol Related Harm, A Statistical Profile for LLR. Research and Information Team, Leicestershire County Council (2007)
- <sup>13</sup> Alcohol Related Harm, A Statistical Profile for LLR. Research and Information Team, Leicestershire County Council (2007)