



# Home Office

## Crime Reduction & Community Safety Group

### Tilley Awards 2008 Application form

Please ensure that you have read the guidance before completing this form. **By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the guidance.** Please complete the following form in full, within the stated word limit and ensuring the file size is no more than 1MB. Failure to do so will result in your entry being rejected from the competition.

Completed application forms should be e-mailed to [tilleyawards08@homeoffice.gsi.gov.uk](mailto:tilleyawards08@homeoffice.gsi.gov.uk).

All entries must be received by noon on **Friday 25<sup>th</sup> April 2008**. No entries will be accepted after this time/date. Any queries on the application process should be directed to Alex Blackwell on 0207 035 4811 or [alex.blackwell@homeoffice.gsi.gov.uk](mailto:alex.blackwell@homeoffice.gsi.gov.uk).

#### Section A: Application basics

1. Title of the project: "The Glass Debate – It's your choice"

2. Key issue that the project is addressing e.g. Alcohol related violence:

**Reducing alcohol related violence and serious injury through introduction of Polycarbonate glassware in licensed premises**

#### Author contact details

3. Name of application author: **PS 1056 Mark Worthington – Project manager**

4. Organisation submitting the application: Northamptonshire police

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#### Secondary project contact details

8. Name of secondary contact involved in the project: **Insp John McKinney**

9. Secondary contact email address: [john.mckinney@northants.police.uk](mailto:john.mckinney@northants.police.uk)

10. Secondary contact telephone number: 08453 700700 ext 6003

### **Endorsing representative contact details**

11. Name of endorsing senior representative from lead organisation: Pat Percival

12. Endorsing representative's email address: [pat.percival@northants.police.uk](mailto:pat.percival@northants.police.uk)

13. For all entries from England & Wales please state which Government Office or Welsh Assembly Government covers your area e.g. GO East Midlands: **GO** East Midlands

**14. Please mark this box with an X to indicate that all organisations involved in the project have been notified of this entry** (this is to prevent duplicate entries of the same project):

**Section B: Summary of application - *In no more than 400 words use this space to provide a summary of your project under the stated headings (see guidance for more information).***

#### **Scanning:**

At the National Licensing Conference in Bournemouth in November 2006, Polycarbonate glasses featured quite heavily in the discussions; the mother of a door supervisor who had been seriously assaulted with a bottle whilst at work brought the benefits of their use to the fore. This was Marjorie Golding who has mounted a national campaign. Following this conference analysis of violent crime in the night-time economy of Northampton Town centre where glasses or bottles were used as weapons was commissioned, it was surprising to learn it was considerably higher than the 'national average'. Contact was made with A&E staff and the issue of glass related injuries from the night-time economy was significant.

#### **Analysis:**

This focussed on the night-time economy of the "Leisure Zone" of Northampton comparing it to National statistics. Unsurprisingly it was venues that encouraged High Volume Vertical Drinking (HVVD) that had the highest numbers of incidents and the licensed premises in the more urban areas such as community pubs had less of a problem. Other issues in relation to the deployment of polycarbonate glassware were also considered.

#### **Response:**

The concept was to get premises where glasses or bottles could be used as weapons, to change to polycarbonate glasses and plastic bottles. The trade were informed that a targeted approach would be adopted and the concept of 'working with the trade' was adopted as opposed to enforcement or legislation. Funding was sourced to assist in pump-priming the project. Partners in the trade were harnessed as was the services of Marjorie Golding. The project featured strongly in the GOEM promoted "The Drink Debate – it's your shout". A strong media campaign was launched and the support of the local Pubwatch scheme obtained. Northamptonshire Council scrutiny committee has taken up the mantle and commissioned Northampton University to undertake a research project to establish the benefits of introducing Polycarbonate and whether there is any prospect of enforcement through legislation other than the Licensing Act 2003, should the other routes fail. Best practice was shared at a GOEM seminar.

#### **Assessment**

Analysis of the effects of the project is continuous. To date 6 of the largest venues in the Town Centre are now 100% polycarbonate, the number of glassings and bottlings has significantly reduced year on year from 54 in 2005 to 38 in 2006 and 44 in 2007 (year on year comparisons.) The views of the trade and Public were gauged throughout the project.

**State number of words: 400**

**Section C: Description of project - Describe the project in no more than 4,000 words. Please refer to the full guidance for more information on what the description should cover, in particular section 12.**

**Scanning:**

An element of the Northampton Area Control Strategy is *Reducing Violent Crime*.

At the National Licensing Conference in Bournemouth, November 2006, the implementation of Polycarbonate glasses featured quite heavily. The 'human factor' was highlighted by the address of Marjorie Golding, her son Blake was a doorman in Milton Keynes and was bottled, at Christmas 2004 by a customer. This nearly resulted in Blake losing his life, he survived but suffered considerable facial scarring and even worse mental scarring from which even 3 years later he is still to recover. Marjorie has mounted a National Campaign for some form of legislation to be introduced to make Pubs & clubs use polycarbonate glasses and plastic bottles.

A study by the Prime Minister's Strategy Unit found that nationally there are 1.2 million incidents of alcohol-related violence per year, 40% of A&E admissions are alcohol-related rising to 70% between the hours of midnight and 5am; this costs the NHS £1.7 billion per year. There was no reason to suggest that these figures were not reflected locally. Surprisingly the police statistics demonstrated that glass related injuries in licensed premises were an issue much greater than it was perceived to be by local officers. 198 offences had been recorded in 2004/05/06 where a glass or a bottle had been used as a weapon – averaging just over 1 a week

The problem was associated with High Volume Vertical Drinking (HVVD) establishments and High Energy venues in the town centre. It did not manifest itself in more urban, rural and community pubs.

What did this project aim to achieve? The main focus was to reduce the potentially life threatening, maiming or serious injuries that assaults using glasses and bottles as weapons can cause, and as a secondary objective reduce alcohol fuelled violence in the Town centre Pubs and Clubs.

The statement "*The Government will support local action to secure the replacement of glassware and bottles with safer alternatives in individual high-risk premises.*" features in Safe Sensible Social – the National Alcohol Strategy

**Analysis:**

The British Crime survey reports that nationally there are 5,500 reports of assaults involving the use of a glass or bottle as a weapon a year, and glasses or bottles were used in 5% of all violent crime in 2006. The Home Office figures for 2000 say that the total average, economic and social cost for a "serious wounding" is £130,000; and if only 10% of the glass-related injuries are classified as "serious", then the annual cost to the public purse is £1.5bn. Analysis showed that in Northampton Town centre, on average 5 incidents per month (fig 1), which is significantly greater than what would be expected in a Town of this size compared to the national figures. Northampton has a population of about 200,000 which is about 0.3% of the national population yet it has about 1% of the nations glassing or bottling incidents, more than 3 times greater than expected.

Data was sought from partners upon whom this project would impact. Data from the local A&E department at Northampton General Hospital was not available in a form that could assist this project. No records were kept of where people sustained their injury, but anecdotally members of staff who work in the A&E department state that they see these types of injury on a regular basis week in week out and their patients had been drinking in the town centre pubs and clubs. Data from East Midlands Ambulance service was a little better, in that it did show the frequency and locations of calls they received to assaults but did not specifically break that down into glass related injury (Fig 2). In relation to Police data, searches were filtered by using key words "glass" or "bottle". All results returned which included for example: "hit victim in the face and broke victim's glasses" were deleted. These figures may be slightly misleading and lower than reality in that it is estimated that only 1/3 of assaults are reported to police, however it is conceded that the more serious ones are brought to the attention of the police and that the minor ones remain unreported.

Temporal analysis was conducted and it came as no surprise that most incidents occurred in the evening of Friday and Saturday nights into the early hours the next morning (Fig 3). Interestingly the numbers of incidents had been running at about 6 per month since January 2004, but in November 2005 the numbers have started to decline (fig 1). This is thought to be associated with the introduction of the Licensing Act 2003 and the new powers given to the Police, which resulted in the closure of 2 problem nightclubs where this type of incident had been an issue. The numbers were still running higher than what would be expected though, and in 2006 were at about 3 per month.

Fig 1

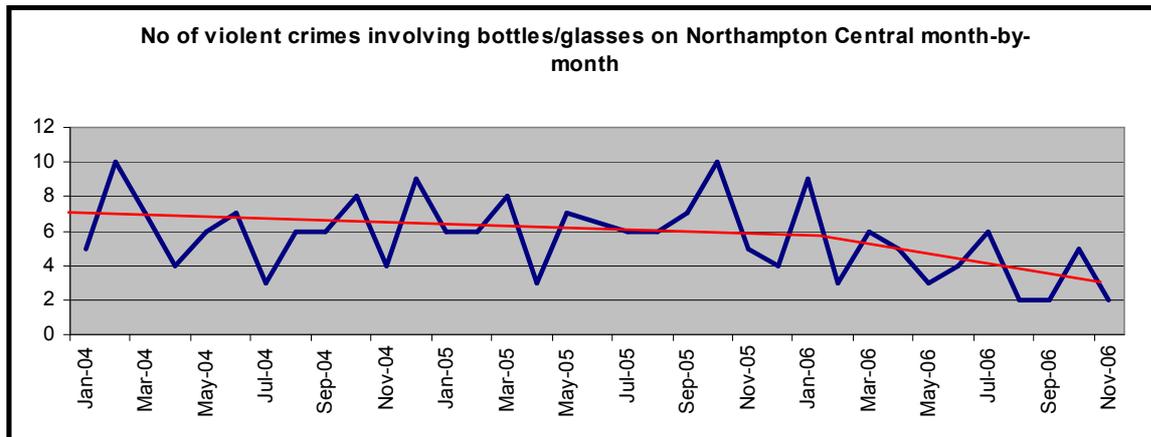
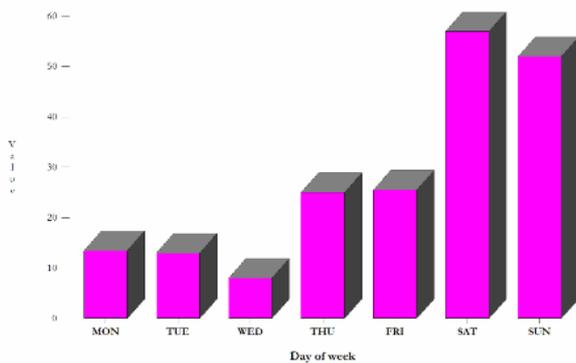


Fig 2

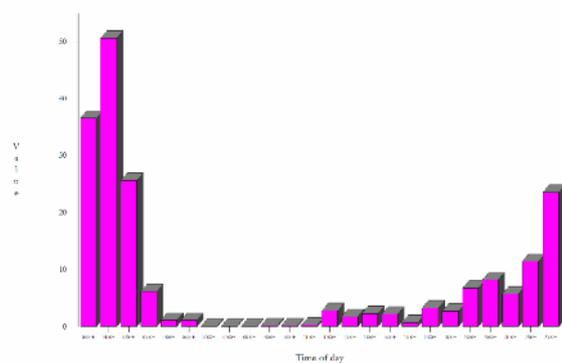
Calls By 'Incident Reason' to Northampton Town Centre Nov 2006 – Jan 2007		
	Mon - Thur	Fri - Sun
Assault	170	259
Overdose (inc Alcohol)	219	167
Stab/Gunshot/Penetrating Trauma	6	8
Unknown Problem	158	126
		Data from EMAS

Fig 3

Peak days for violent offences including bottles/glass for last 3 years on Northampton



Peak times for violent offences including bottles/glass for last 3 years on Northampton



Offender profiling is very difficult, alcohol affects people in different ways. The majority of alcohol consumers will drink reasonably responsibly and will not exhibit any adverse effects; however there is a small minority where alcohol can cause aggression and errors of judgment, resulting in over reaction to incidents that would not normally cause concern but aggravated by alcohol can flare up into violent situations. It is more often than not the younger generations that drink in HVVDs where customers are encouraged to keep hold of their drink and thereby to drink more. These venues can become congested, hot, noisy and situations develop whereby people are bumping into each other, drinks get spilled etc, the reaction to this can often be violence and if a weapon is at hand eg a bottle or glass then there is the potential for these to be used.

The concept of introducing polycarbonate glassware in Northampton was completely new. It had never been tried before and a number of issues were identified that would need addressing to encourage the trade to comply.

Experience from other towns that had tried to implement a similar campaign had been drawn upon. Police in Reading had attempted to impose a blanket ban on glass in all the town centre pubs and clubs. This evoked an adverse reaction from the trade and was the subject of adverse publicity in the local press and the national trade press. Bournemouth had worked with the trade, encouraging the implementation, and using powers under the Licensing Act to reinforce this if required. Bournemouth reported that 60% of their Town Centre Pubs & Clubs were using polycarbonate glassware and as a result had demonstrated a 50% reduction in GBH assaults and 70% reduction in all glassing incidents.

It was anticipated that the local licensed Trade would be opposed to this project. This was based upon articles reviewed in the trade press and from anecdotal evidence from colleagues around the country. What was common to many of these threads was lack of knowledge of what could be used as an alternative to glass.

There are a number of products available commercially in relation to drinking vessels these include:

**Toughened glasses** - Research focused on accidental injuries to bar workers. Toughened glass still poses a risk of injury, as even when it shatters it does so into small particles that can embed in the flesh and eyes.

**Disposable glasses** - Although they are very cheap and are recyclable, they are usually single-use only. This is the vessel that most people think of when the phrase 'plastic glasses' is used, and it is this misnomer that was one of the problems we had to overcome

**Styrene Acrylonitrile (SAN) glasses** - they are not indestructible, and will break under heavy pressure.

**Polycarbonate drinkware** is virtually unbreakable, so cutting-type injuries (both accidental and deliberate) are almost entirely ruled out. They also last over 500 dishwasher cycles without showing any degradation, and are heat resistant up to 145°C. These are the product of choice that has improved dramatically over recent years. The issue of sharp moulding edges on the rims have been resolved, the pint sized glasses can have nucleation etching on them to hold a head (similar to glass products), they are all weights & measures compliant.

Many in the trade expressed concern over the cost of converting to Polycarbonate vessels and this was perceived to be a barrier to adopting them for use. Cost is an obvious factor in the competitive commercial world in which it was envisaged this scheme would be introduced, and so warrants careful consideration. Retail prices vary considerably, but various websites offer:

<b>Polycarbonate</b> nonic pint glasses: 48 for £37	77p each
<b>Annealed</b> glass (non-toughened) nonic pint glasses: 48 for £25	52p each
<b>SAN</b> Break-Resistant nonic pint glasses: 6 for £3	50p each
<b>Toughened</b> nonic pint glasses: 48 for £20	41p each
<b>Disposable</b> pint glasses: 1,000 for £40	4p each

Disposable glasses are the cheapest and these will still have their place in Licensing activities, but what product should be used regularly in licensed premises? One local independent operator was consulted and they stated that over an average weekend in their unit, which is a busy one and has a capacity of 750, they usually lose 150 glasses through breakage. Another nightclub reports that they have to replace their dance floor every 3 or 4 years due to broken glass damage at a cost of £30,000 a time. It could be argued that the replacement of glass with polycarbonate was 'cost neutral' with the higher initial purchase costs being balanced by the longevity of the product and less damage to the premises environs. Introducing polycarbonate glasses could also reduce insurance premiums.

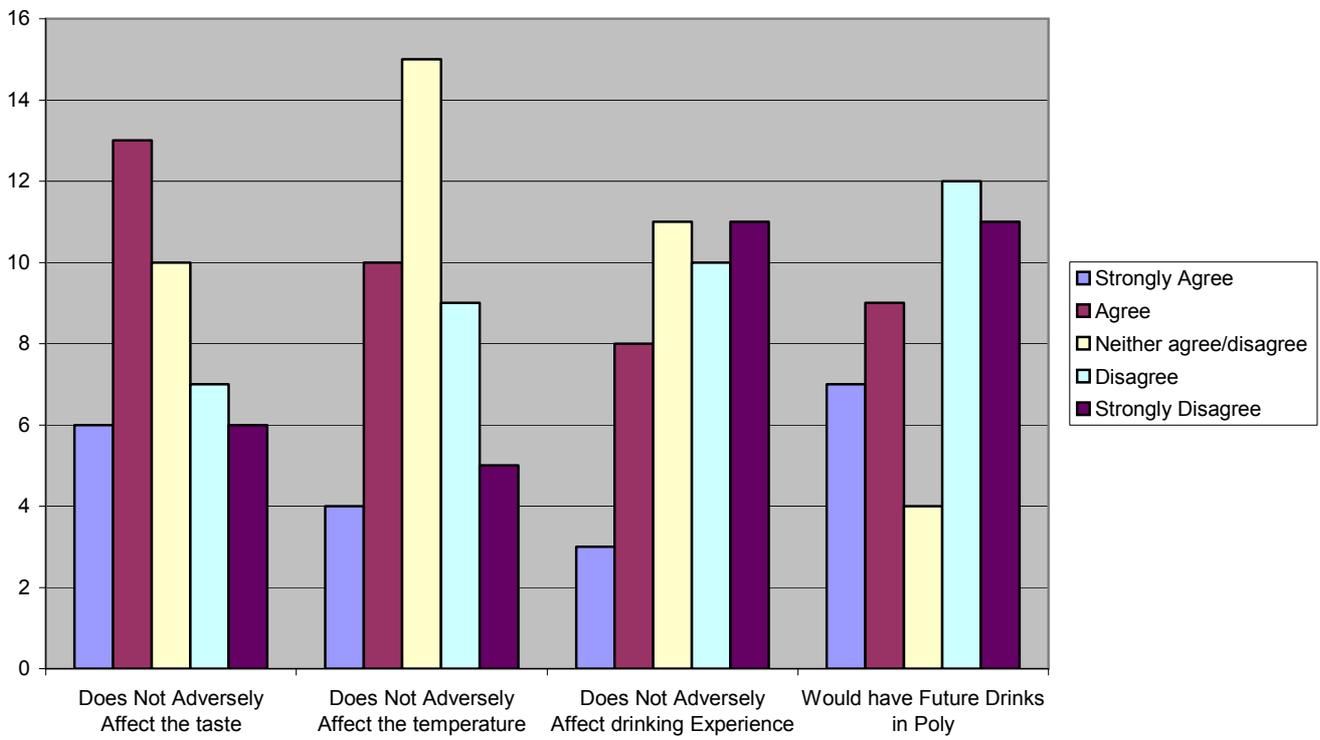
In relation to plastic bottles consideration has to be given to supply. However in making two phone calls to local wholesalers of alcohol, many of the more popular 'alco-pops' and bottled beers are available in PTE bottles. There is a recognised issue with shelf life being reduced in PTE bottles as opposed to glass however in the venues where it is proposed they are introduced, this shouldn't be an issue due to quick turnover of stock.

Following an early public meeting, it was suggested that drinkers would not want to use Polycarbonate glasses. At the suggestion of the trade a survey was conducted of customers in 3 pubs that were favoured by 'ale drinkers' of a more 'mature age', not the type of customers that would venture into the town centres nighttime economy. The results of this survey are shown in the table below (fig 4).

This survey showed that many 'real ale drinkers' were indifferent to the concept of the introduction of Polycarbonate glasses so long as it wasn't in their pub. The thermal retention properties of Polycarbonate are greater than that of glass – it keeps the beer cooler longer.

Fig 4

Polycarbonate Survey - Totals



Is polycarbonate environmentally friendly? The simple answer is yes. Polycarbonate products can be recycled once they come to the end of their life. They will not be made into new glasses due to restrictions of the purity of the polycarbonate for hygiene reasons, but they can be used for other products eg Police riot shields, windows etc. Glass is not so eco-friendly - 600,000 tons of glass from the licensed trade is dumped into landfill annually, this is 25% of the UK's waste glass.

In addition to injuries to customers through assault and accidental injury (eg cut feet through broken glass on the floor) there is also the prospect of reducing injury to staff; in 1994 (the latest figures that could be found) 40% of accidental injury to Bar Workers were as a result of broken glass incidents and 1/3 needed A&E treatment. This has consequences in relation to staff resilience and sickness levels.

**Response:**

Following the Analysis above an early decision was made that this project would adopt a policy of: *“Working with the trade to encourage introduction of Polycarbonate glassware in a targeted approach to HVVDs and high-energy units within the town centre. Emphasis must be put on the fact we are not looking at imposing a blanket ban on glass in all licensed premises”*. This would encourage engagement from the trade rather than alienation as had been experienced in other towns like Reading. It was decided that although statistics were important in supporting arguments, emphasis should be put upon the effects these types of injuries have upon the victims and their families not only physically, but also economically and mentally. The ‘human’ aspect should not be ignored.

A comprehensive media strategy was recognised as being essential to the success of the project, the local paper agreed to ‘champion’ the scheme. Partner press offices were kept fully briefed in relation to each initiative.

The practical and implementation aspect of the project was launched in December 2006. A local independent operator, "NB's", was approached to gauge the views of introducing polycarbonate glassware into the venue. This was a large late night bar that had its fair share of incidents in relation to night-time violence. At first the concept was treated with a degree of scepticism, they had the ill informed concept of the flimsy disposable plastic glasses. A range of products was obtained free of charge from the manufacturer of the glassware. These were demonstrated to the operators and the head and thermal retention properties were explored. This operator was easily convinced that this was the way forward and had no hesitation in committing to convert all their glassware to polycarbonate on a rolling basis, stating this would be completed by May 2007.

It was around this time that the LAA contacted the BCU commander in relation to the GOEM initiated series of *Drink Debates* that they would be holding in the Town in the spring of 2007, following on from the *Know Your Limits* campaign and forming part of the National Alcohol Harm Reduction strategy. One element of this was to look at "Economic Issues – the real cost of drinking" and the Polycarbonate Project appeared to fit the bill in relation to this and was likely to spark constructive debate on the issue. This was an opportunity to showcase the project in the media and to the trade and involve partner agencies.

"The Drink Debate – It's your shout" was the title that the LAA and GOEM had put to the series of debates, our project had chosen "The Glass debate – It's your choice" as a more appropriate title for our specific item which was held on 21st February 2007.

The services of Marjorie Golding were sought; she lived reasonably locally in Newport Pagnell and agreed to come to Northampton to speak at the debate. She gave the victims view. Sergeant Mark Worthington of Northamptonshire Police, who was spearheading the project, followed this - he gave the police view, looking at how the introduction of Polycarbonate will impact upon violent crime and the costs to society. Piers Massey, the Nurse Consultant at Northampton General Hospital A&E agreed to speak as did Richard Clayton the General Manager at Northampton of East Midlands Ambulance Service. Both gave the impact that glass related injuries have on the NHS. The DAAT were consulted and obviously the LAA had input in relation to delegate selection and inviting people who could 'make a difference'. The debate was held in a local nightclub, there were representatives from the trade including the British Beer & Pub Association (BBPA), Local councilors, members of licensing committees, CDRP members, representative from the PCT, Pubwatch chairs, Door Supervisor suppliers, Victim Support, Police and licensing officers, LA licensing officers, the County Nightsafe officer and many more. One licensee who was particularly opposed to Polycarbonates at the start of the day was 'converted' by the end of the session. The media were involved from the start, the debate featured on regional BBC and ITV news programs, it featured heavily in the local press, and radio interviews were conducted for BBC and commercial radio. This was truly a 'partnership approach' that really kick-started the campaign.

The following week a similar presentation was given to the Northampton Pubwatch, a particularly strong and vibrant scheme. The meeting was held in NB's, the unit that was converting to Polycarbonate, and many drinks that night were served to members in polycarbonate glassware. Marjorie Golding presented again. Following that meeting Pubwatch agreed to fund the purchase of Polycarbonate glassware to pump-prime the project. This was to match funding from other partners to provide £5000 of funding to purchase Polycarbonate glasses to give to licensed premise in the town centre (and any others that wanted them). The glasses were printed with the Pubwatch and Nightsafe logos and distributed through the Pubwatch scheme.

*The Drink Debate* featured the Polycarbonate project in a roundup of the activities from the other debates at a second meeting on 24<sup>th</sup> April 2007. This was attended by a similar audience as the local debate but this time with representatives from higher management and at county level, GOEM were also present. This again received extensive media attention and representatives from national trade bodies were also in attendance.

One attendee was Councilor Walker, Head of the Northamptonshire County Council Scrutiny Committee. He was very interested in the project and through the scrutiny committee and the LAA, commissioned Northampton University to work in parallel with the police's attempts at persuading licensed premises to change to stocking polycarbonate glasses, to look at the feasibility of establishing an enforcement mechanism, either through using the 'powers of well-being' or through the establishment of a local byelaw for the Northampton 'leisure zone'. This is still work in progress at present, the University is currently preparing a paper for the scrutiny committee having done desk based research, held focus groups with professionals, the trade and customers/young people and looking at every aspect of the benefits/detriments of introducing polycarbonate glassware. Their findings are due to be published late April 2008.

Whilst all this partnership work was ongoing, in the background the Police licensing officers were working closely with local venues. Whenever reports of assaults involving a glass or bottle was received, the Licensing officer would pay the manager of the unit a visit armed with a box or two of free polycarbonate glasses. The premises would be encouraged to convert either partly or preferably wholly to polycarbonate, the benefits being clearly explained as were the consequences in relation to Licensing Committee review of the license should this type of incident keep occurring. It was following this type of intervention that the local management of Lava & Ignite, the largest night-club in the town, run by Luminar Leisure, decided to convert to Polycarbonate glassware. This then formed the basis for the national rollout in Luminar venues across the country. The survey mentioned in the analysis section was conducted again using the pump-priming free glassware. Town centre venues were 'cold called' to promote the project and more free glassware was distributed.

The tactics employed in this project were shared with all GOEM regional partners in October 2007 at a seminar entitled "Glass Crime - Fragile Lives; The Damage is Done". This was again part of the Safe Sensible Social campaign. It was held at GOEM offices in Nottingham and the project manager Sergeant Mark Worthington was one of the main speakers. Marjorie Golding was also present to again give the victims view and Piers Massey attended to give the A&E/NHS viewpoint. The seminar was attended by key players from across the GOEM region and the Home Office who could implement the working practices that the Northampton project had highlighted as best practice. The BBPA were also present and agreed that the tactics used in Northampton were getting very close to what the trade would agree with.

Licensing officers are now asking for conditions to be applied, in appropriate circumstances, to licenses when new license or variations of licenses applications are received. These conditions are in relation to the supply of drinks in glassware. The wording is as follows: "Between 11pm and close, no drink to be served in a glass vessel", this wording has been carefully chosen in that we can demonstrate that there is a higher likelihood of disorder after 11pm and hence have a reason for imposing the condition. In reality it is unlikely that the venue will stock both glass and change to polycarbonate at 11pm and will therefore will use polycarbonate all the time. To date this condition has been requested on 3 applications and has been accepted.

The promotion of Polycarbonate remains a focus for licensing officers they will continue to use the powers they have available to them to persuade premises that there is a viable alternative to glass in appropriate circumstances. As yet no licensed premises has been taken to review over this issue, the situation has been resolved via negotiation prior to any hearing being called without review being necessary, but the trade are well aware that we will use these powers, if necessary, to make the town centre pubs and clubs safer places to socialise.

**Assessment:**

The 6 largest venues in the town centre are now 100% polycarbonate and attempting to source PTE bottles. Many others both within the recognised leisure zone and in urban locations have Polycarbonate and use them at times of peak demand, in gardens and smoking areas and for special events (eg televised sporting events).

Statistics show based upon a year on year comparison in Northampton town centre:

	<b>Glassings</b>	<b>Bottlings</b>	<b>Total</b>
2005	16	38	54
2006	12	26	38†
2007	13*	31	44

† It is considered this reduction was due to the closure of 2 'problem premises' with new powers provided by the Licensing Act 2003. Both had a history of violence including glass related attacks.

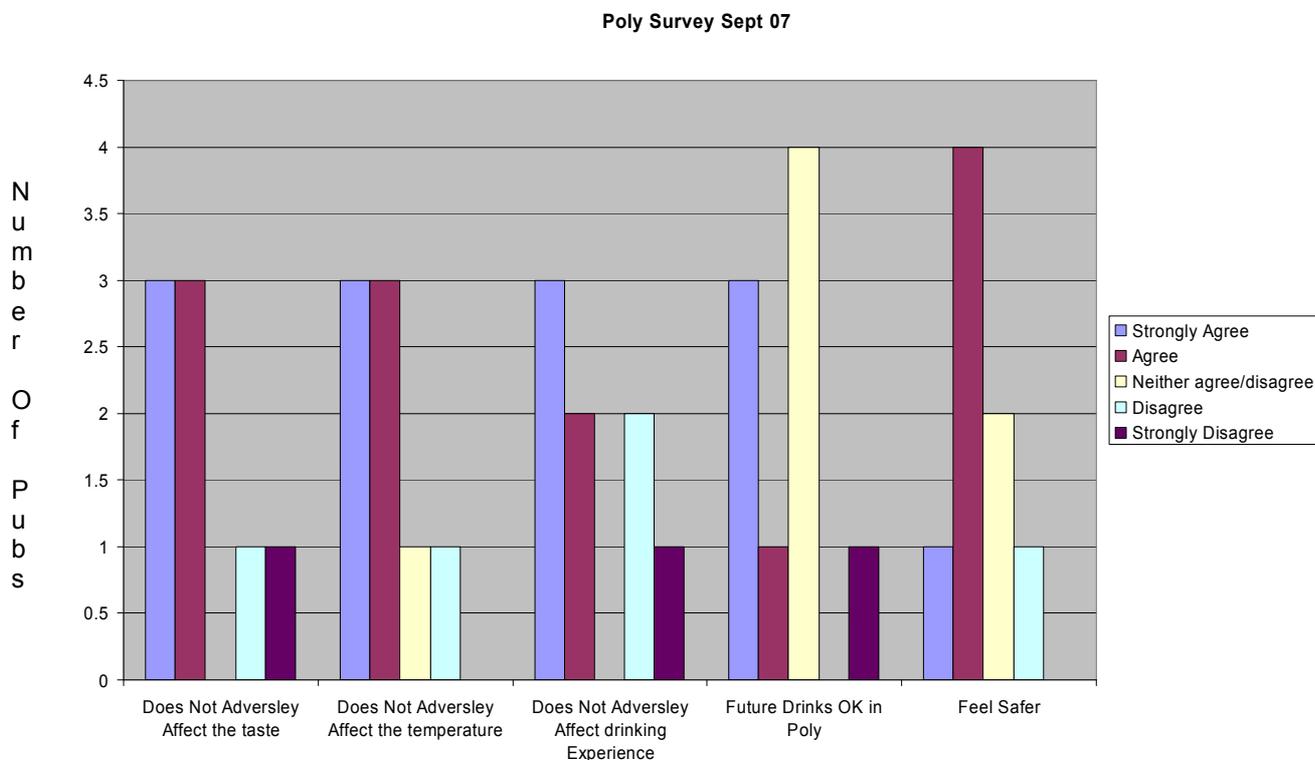
\* The Polycarbonate Project started February 2007, 5 of these glassing incidents were in premises that have since converted to polycarbonate, and 2 of that 5 were in the first month of the campaign.

It is anticipated that these figures will be further reduced in 2008

The premises that are 100% polycarbonate have had no 'glassings' since conversion.

The premises that had received the pump-priming polycarbonates were canvassed in relation to how their customers responded to them using polycarbonate glassware. The results are shown in the table below (fig 5)

Fig 5



As can be seen from this survey most ‘users’ of polycarbonate glassware do not feel that the introduction of Polycarbonate adversely affects the taste, temperature and drinking experience and they generally feel safer at venues where it is used. These statistics are used to negate any challenge by the trade that ‘customers do not like drinking from the polycarbonate vessels’.

The philosophy of adopting a *targeted approach* as opposed to a *blanket ban* appears to be looked upon favourably by the trade. This demonstrated that we want to work with them to improve the service they provide to their customers rather than impose this concept upon them. This has meant we have got the trade on board as partners and generally supporting the project.

The project did get the support of the local circuit Judge. His Honour Judge Bray went very public following a trial in April 2007, when the victim was glassed. This received front-page attention in the local paper; the Judge said: *"I cannot leave this case without saying this is yet another glassing case and to express my support to the campaign now being waged in this county for the banning of glass in public houses and nightclubs over the weekends . . ."*

Piers Massey from the local A&E reports: *"Over the last six months we have seen a fall in the number of glass related injuries, it is difficult to get absolute figures due to our strange computer systems but it appears to be around a 40% decrease in attendances compared with previous years. We are obviously getting no glass injuries in from those establishments that have changed, but we still do get a few bottle incidents".*

Following the GOEM best practice seminar, the Northampton project has been shared within the county and with officers from both the Police and Local authorities around the GOEM region and beyond.

# the **drink** debate

– it's your shout!



*AND*



**OR**



*AND*



The Glass Debate ..... it's your choice!

State number of words used: 3999

**Section D: Endorsement by Senior Representative** - *Please insert letter from endorsing representative, this will not count towards your word or 1MB size limit restrictions.*

**Checklist for Applicants:**

1. Have you read the process and application form guidance?
2. Have you completed all four sections of the application form in full including the endorsement from a senior representative?
3. Have you checked that your entry addresses all aspects of the judging criteria?
4. Have you advised all partner agencies that you are submitting an entry for your project?
5. Have you adhered to the formatting requirements within the guidance?
6. Have you checked whether there are any reasons why your project should **not** be publicised to other police forces, partner agencies and the general public e.g. civil or criminal proceedings pending in relation to your project?
7. Have you inserted your project name as a footer note on the application form?  
Go to View-Header and Footer to add it.
8. Have you saved you application form as a word document and entitled your message '**Tilley 08 entry (followed by project name in brackets)**' before emailing it?