

UPDATED

Keeping The Peace

A guide to the prevention of alcohol-related disorder



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of alcohol-related disorder

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FOREWORD

The Portman Group first published *Keeping the Peace* in 1993, as a guide to the prevention of alcohol-related disorder at the local level. It was immediately welcomed by all those with responsibilities in this area as a valuable source of information and has been in much demand since. There is no doubt that the examples of good practice described within it have served as models for countless schemes in other areas.

Five years, however, is a long time in the field of crime prevention. Since the original publication, some of the schemes have come to an end, some have been modified and, most importantly, many other innovative projects have sprung up which deserve a wider audience. We therefore decided it was time to embark on a major review of current initiatives to bring the guide right up to date.

The Crime and Disorder Bill currently making its way through Parliament proposes to place a statutory obligation on police and local authorities jointly to develop community safety strategies. This makes it even more important to ensure that current examples of successful partnerships are held up for everyone else to see.

Like the original version, the revised *Keeping the Peace* covers various aspects of drink-related disorder and considers the role that each group or agency can play in reducing the problems. Unlike the original version, however, the guide now embraces Scotland, where we found many exciting ventures taking place.

One of the difficulties, of course, with producing a guide such as this is that excellent initiatives are taking off all the time and, in order to keep up with them, the guide would need to be updated almost on a daily basis. We have tried to be as up to date as possible and even as this guide was going to press we were making last minute amendments to reflect the latest developments in the National Doorstaff Qualification and the National Pubwatch Scheme.

I hope that users of this guide, whether they be police officers, local authorities, health promotion officers, licensees, pub operating companies, licensing magistrates, or any of the other categories of people and groups with a concern in this area, will find ideas to incorporate into their own practices, schemes and initiatives.

Jean Coussins

Director, The Portman Group

April 1998

The Partnership Approach

BENEFITS

1.1 In many town and cities across the country, agencies have come together to make a concerted effort to address the causes and effects of alcohol-related disorder in its various guises. There is a wide variety of possible partnership combinations - just three examples being police and licensees (pubwatch and clubwatch schemes); police, probation services and alcohol counselling agencies (arrest referral and diversion schemes); and local authorities, police and licensing justices (registration schemes for door supervisors). What they all have in common is that the whole is generally greater than its parts.

1.2 The benefits of the partnership approach include:

- provision of a framework for the sharing and dissemination of information;
- pooling of resources both in terms of funding and expertise; and
- a greater likelihood of identifying the critical issues and understanding all the angles.

There is political consensus on the value of partnership effort in this area.

- In 1996 a report from the All Party Group on Alcohol Misuse prompted the then Minister of State at the Home Office, David Maclean, to comment on crime and disorder associated with alcohol and misuse in the following terms: "enforcement alone can never solve this problem and we recognise that a co-ordinated approach and multi-agency partnerships at local level are of prime importance."
- In 1997 the Home Secretary, Jack Straw, announced intentions to address drink-related violence to reduce street crime and disorder and regenerate town and city centres. And, indeed, the Government's Crime and Disorder legislation is designed to ensure that police and local authorities jointly address the problems of crime and disorder.

1.4 In many areas strategic partnerships have been set up to consider alcohol-related disorder in the round and which therefore include within their membership all the major agencies: police, local authorities, licensees, health promotion units, licensing justices and licensing boards, pub and off-licence owning companies, probation services and alcohol advisory services. Some also include youth services, health and education authorities.

STRATEGIC PARTNERSHIPS

1.5 A number of existing multi-agency groupings with a wider remit than alcohol-related issues offer a convenient umbrella for "prevention of alcohol-related disorder sub-groups" - such as Crime Prevention Groups, Licensing Forums, Community Safety Panels, Safer City Partnerships and so forth. Examples of some of these are:

- Coventry's Entertainments & Licensing Forum
- Safer Surrey Partnership Scheme
- Camden Community Safety Partnership Committee
- Redditch & Bromsgrove Public Order Forum.

1.6 Many authorities are developing community safety strategies which include a defined alcohol strategy. This is particularly so in Scotland where each Health Board has an Alcohol Misuse Co-ordinating Committee which is a partnership of the relevant statutory bodies supported by a full-time development officer funded by the Scottish Office. Each Committee has developed an alcohol strategy for the area. In Northern Constabulary, the Highland Area Alcohol Strategy links closely with the Force Community Safety Strategy in addressing areas of public concern.

1.7 In York, as part of a continuing Force Community Safety Strategy, the police are developing a North Yorkshire Police Alcohol and Licensing Strategy. A working group met for the first time in February 1998 with the aim of dealing with the issue of alcohol separately from substance misuse issues while still within an overall community safety strategy. They hope it will provide a national model capable of commanding the support and involvement of all the relevant agencies.

ALCOHOL FORUMS

1.8 In many parts of the country, bodies have been set up to focus purely on alcohol-related issues. One of the benefits of bringing many different agencies together to focus on alcohol in this way is the quality of research that results: multi-agency research can draw on many information sources. Examples of partnerships specifically set up to cover alcohol-related issues are:

- Greater Manchester and Lancashire Regional Council on Alcohol
- Liverpool Alcohol Working Party
- Highland Alcohol Strategy Development Group
- Habledon & Richmondshire Partnership Group for Alcohol & Drugs
- Swindon Alcohol For Enjoyment
- Angus Alcohol Forum.

THE KEY AGENCIES

POLICE

1.9 The police play an active role, at both local and national level, in projects aiming to reduce drink-related disorder. They are often the initiators of local schemes such as pubwatch and door supervisor registration schemes. With increasing demands on their resources, the police are more than willing to provide support for local agencies and multi-agency groups whose aims reflect their own and whose activities allow them to perform more efficiently and use their own resources more productively. The police are also in an excellent position to assess changes in the levels of drink-related disorder, providing partnership groups with the basis for evaluating schemes and initiatives.

1.10 In Scotland, the Government has funded the "Teenwise Alcohol Project" which is a police-led, multi-agency initiative. Measures, which are being piloted in half a dozen locations, include the targeting of illegal sales of alcohol to under 18s and increasing public awareness of the underage drinking problem within communities.

1.11 The Chairman of the Association of Chief Police Officers' Licensing Committee chairs the National Licensing Forum and also steers the work being done on developing a nationally recognised qualification for doorstaff. The Government's Crime and Disorder legislation requires collaboration between the police and local authorities which in many areas is already up-and-running.

PROBATION SERVICES

1.12 Probation Officers (situated in Social Work departments in Scotland) can often provide an "inside" perspective on the nature of alcohol-related disorder in their area. They may have access to more precise local information on alcohol and disorder than is available from local police sources. Officers specialising in alcohol misuse are employed within many local probation services to offer alcohol advice and education to offenders, including those committing public order offences, or can direct them to other sources of advice or counselling as necessary.

1.13 Where there is evidence of a link between criminal behaviour and alcohol misuse, the Criminal Justice Act 1991 in England and Wales and the Criminal Procedures (Scotland) Act 1995 in Scotland gives powers to courts through Probation Orders to require defendants to participate in a specified programme of activity such as attending an "Alcohol Related Offenders Group" for a set number of weeks or having one-to-one counselling. This option is increasingly used.

LOCAL AUTHORITIES

1.14 There has been much encouragement from central government, in recent years, for local authorities to be more centrally involved in the development of crime prevention initiatives and the Crime and Disorder legislation will build on that. Several of the responsibilities of local authorities impinge upon alcohol-related issues such as:

- environmental health, fire and safety officials who have to inspect licensed premises;
- the granting of Public Entertainment Licences which, in around half of all local authorities, now includes a condition for the door supervisors to be registered with the Council;
- responsibility for the environment - many local authorities are trying to improve the environments of their town and city centres through a co-ordinated approach to town centre management and
- the enacting of the byelaws to prohibit the consumption of alcohol in designated public places.

There are now also over 200 town centre managers acting as the focus for co-ordinating activity between the public, private and community sectors working in partnership to create successful town and city centres.

LICENSING JUSTICES, LICENSING BOARDS, MAGISTRATES AND SHERIFFS

1.15 In recent years licensing magistrates and, in Scotland, licensing boards, have been making increasing use of their powers to put conditions on the granting of liquor licences. The Magistrates' Association and Justices' Clerks' Society in England and Wales have taken the lead in recommending good practice when it comes to assessing whether an applicant for a licence is a "fit and proper person" and in March 1998 jointly published a Good Practice Guide on Underage Drinking for consideration by licensing committees, magistrates, courts and youth courts. The Guide recommends that all licensing committees adopt a code of practice with a section specifically dealing with underage drinking and publish it to all licensees. It also recommends that committees question prospective licensees about their understanding of legal requirements and, in particular, are asked:

- to adopt a proof of age scheme and publish it prominently on their premises;
- to attend or arrange to attend a British Institute of Innkeeping course or one of a similar standard;
- to adopt The Portman Group Code of Practice and follow any advice given in the regular bulletins of that group on the removal from sale of certain products and

- to show whether they are aware of the consequences of failure to ensure that persons underage are not sold alcohol.

The Guide also makes recommendations for consideration by magistrates' courts, the police, by licensees and by local authorities and recognises that a partnership approach is best.

1.16 There is no similar guide in Scotland but licensing boards often take the lead in putting together multi-agency groups to address alcohol-related disorder. A good example is Glasgow licensing board which has developed a number of initiatives in association with other local agencies.

LICENSEES

1.17 Licensees bear many of the financial penalties of drink-related violence and disorder (not to mention the distress caused to them and their staff) and are generally very willing to co-operate in activities that help to reduce these problems. The proliferation of pubwatch and clubwatch schemes bears testimony to that as does the co-operation they have shown in the development of local doorstaff registration schemes.

1.18 In many areas there are Licensed Victuallers Associations which play an important role on multi-agency groups and some Associations have spearheaded their own initiatives such as running proof of age schemes. One of the largest and most effective Licensed Victuallers Associations is in Blackpool. It works closely with the police licensing unit to ensure that the town's licensed premises are run as professionally as possible and has played a positive role in both The Portman Group's proof of age scheme and on a working party set up to consider an outdoor drinking ban.

“ Every major Scottish town has a Council on Alcohol with a wide alcohol remit. ”

REHABILITATION AND COUNSELLING SERVICES

1.19 The introduction of the last Government's "Tackling Drugs Together" strategy led to Drug Action Teams (DATs) being set up throughout England and Wales and over two-thirds of these include alcohol abuse in their remit. Where they do not, there is generally another body working alongside them to provide alcohol services. Some DATs are drawing up local alcohol plans in conjunction with other local agencies. The Greater London Association of Alcohol Services (GLAAS) provides information, advice and support to the network of alcohol services in Greater London and seek to influence policy on alcohol-related issues. Alcohol advice and counselling agencies are playing an increasing role at all stages in the Criminal Justice System where offenders have a problem with alcohol misuse.

1.20 Every major Scottish town has a Council on Alcohol with a wide alcohol remit including running alcohol awareness programmes and co-ordinating with the probation officers in the Social Work departments to help offenders (whether in prison, on probation or on parole) whose offences are connected with alcohol to change their lifestyles so as to avoid further alcohol related offences. The Scottish Council on Alcohol plays an influential role at national level.

PUB AND OFF-LICENCE OWNING COMPANIES

1.21 Pub and off-licence owning companies have considerable experience in running licensed outlets and so are able to make a valuable contribution to partnership projects. They also sometimes help to fund initiatives such as pubwatch schemes.

Prevention Strategies in Town Centres

THE DEVELOPMENT OF TOWN CENTRE MANAGEMENT

2.1 The importance of a good evening economy for our town and city centres is now widely recognised. It brings benefits to business, the local authority and the community by enhancing the image of the town, generating income for the local economy and creating employment opportunities. Ensuring that town centres are places that people want to spend time in is closely bound up with community safety issues including alcohol-related disorder.

2.2 One of the key factors for success is a co-ordinated approach and, over the past ten years, over 200 towns have appointed town centre managers who act as the focus for co-ordinating activity between the various interest groups. Town centre management involves the public, private and community sectors working in partnership to create a successful town centre. The Association of Town Centre Management (ATCM) acts as a national forum for the exchange of good practice and encourages partnerships at local and national level.

2.3 Many towns have adopted a strategic approach to encouraging a successful evening and leisure economy through a range of initiatives. The following elements are necessary for success:

- good local liaison and communication;
- agreed and understood policies;
- well-managed leisure facilities;
- effective partnership between the commercial interests and the regulatory authorities; and
- strategic management of the "public domain" eg public transport, lighting, CCTV.

2.4 The ATCM's Good Practice Guide "Safe and Secure Town Centres", published in October 1997, contains helpful advice for resolving the problem of public disorder and alcohol.

COMMUNITY SAFETY STRATEGIES

2.5 In August 1991 the Home Office published a report entitled "Safer Communities: the Local Delivery of Crime Prevention through the Partnership Approach" - known as the Morgan Report after the Chairman of the Working Group, James Morgan. The main thrust of the report was that local authorities should take on the responsibility, working with the police, to develop community safety strategies.

2.6 Although the Government of the day did not endorse the report, many local authorities followed its recommendations. Local authorities, the police and local business interests began to develop community safety strategies and in many towns the natural focus for carrying forward this work was the town centre manager. The Labour Government's Crime and Disorder legislation follows the Morgan Report approach and gives local authorities and the police service new duties to develop statutory partnerships to help prevent and reduce crime.

ALCOHOL-RELATED DISORDER IN TOWN CENTRES

2.7 Some towns and cities are developing community safety strategies which specifically incorporate an approach to dealing with alcohol problems. Coventry was one of the first cities to develop a strategy to address alcohol-related anti-social behaviour when they established the Coventry Alcohol Related Crime Project. Many cities have alcohol strategies.

2.8 From a town centre perspective, alcohol-related disorder tends to stem from two main causes:

- street drinkers, often homeless, who congregate in town centres and create nuisance a poor image, deterring others from using the town centre and
- anti-social behaviour, generally from younger people, on leaving pubs and clubs in the early hours of the morning, particularly at weekends.

There are a number of different approaches that can be employed: effective management of pubs and clubs; use of byelaws to prohibit street drinking; town centre CCTV; detoxification centres; curfews and the development of reliable late night transport. Another approach developed in both Taunton and Oxford is to negotiate a voluntary agreement with town centre off-licensees not to supply high alcohol/low value products to known street drinkers.

THE BYELAW APPROACH

2.9 In 1988 seven local authorities, including Coventry, took part in a two year experiment to test the effectiveness of a byelaw making it an offence to drink intoxicating liquor in designated areas after being warned not to do so by a police officer. The purpose was to see if a new power would deal with behaviour associated with drinking alcohol in public; whether it could be enforced without becoming oppressive and whether it could effectively control a perceived nuisance.

2.10 An evaluation based on the pilot in Coventry concluded that the byelaw should be made more widely available and, in October 1990, the Home Office issued a model byelaw entitled "Consumption of Intoxicating Liquor in Designated Places" attached to Circular 88/1990. Local authorities wishing to adopt the byelaw have to demonstrate that there is a need for the measure in their area after an observation period of at least six months. A revised model byelaw was circulated in June 1996 with Circular 25/96 and then a further model came out in January 1998 primarily to take account of locations outside town centres - for example where there is trouble on a large housing estate.

2.11 By June 1997, 42 local authorities had introduced the byelaw and The Portman Group commissioned the Quentin Bell Organisation to carry out an independent study into local authorities' experience of operating it in terms of:

- reducing alcohol consumption in designated areas;
- reducing fear of alcohol-related crime, nuisance, disorder or anti-social behaviour;
- preventing alcohol-related crime, nuisance, disorder or anti-social behaviour and
- discouraging or deterring consumption of alcohol by under 18s

and to understand whether public consumption of alcohol is perceived to have been displaced to neighbouring areas.

2.12 The survey concluded that the byelaw had had a positive effect overall, especially in relation to rowdy and anti-social behaviour but that it had not had any effect on underage drinking or criminal behaviour. In some areas eg Norwich there was a prevailing feeling of success (a previous "no go" area had returned to public use) but there was also a widespread perception that displacement had happened, usually to parks and residential areas such as housing estates.

2.13 Two factors tended to be linked to success:

- how long the byelaw had been in place (the longer the better) and
- whether the byelaw was part of a wider initiative including, for example, CCTV, liaison with licensees, door supervisor schemes and proof of age schemes.

2.14 In Scotland the police consider that the byelaws have proved effective in tackling the nuisance issue and officers have witnessed a distinct decrease in the number of street people drinking, or even present, in public areas.

2.15 The Crime and Punishment (Scotland) Act 1997 empowers police officers to confiscate alcohol found in the possession of young persons under 18 in public places. Initial feedback from the police has been very positive - it has gone some way to providing the police with an effective way of dealing with the problem. In addition, it has proved to be simple and straightforward to use, thus making it popular with operational officers. The Confiscation of Alcohol (Young Persons) Act 1997 provides the same powers to the police in England and Wales. While there has been some anecdotal evidence that this power has proved useful, it has not been in effect for long enough to be able to make a proper evaluation.

DETOXIFICATION CENTRES

2.16 Where drinkers have become drunk and incapable in the street but have no companions to help them, the police have three choices:

- to leave them where they are (but risk them coming to harm through being attacked or becoming ill);
- to take them to the police station and keep them there until they have sobered up (which is not good use of police resources) or
- to take them to a detoxification centre - where one exists.

In some cities, such as Leeds and Aberdeen, there is a strong partnership between police and the local detoxification centre but many cities lack facilities and police cells are the only option. Other cities have developed "drop-in" centres eg Ben's Place in Sheffield which gives street drinkers somewhere safe to be during the day. An additional advantage of such facilities is that they also offer services (eg alcohol counselling, housing advice).

CLOSED CIRCUIT TELEVISION (CCTV)

2.17 Over the past ten years a significant number of towns have installed CCTV in their centres as part of a community safety strategy. A catalyst for many was the financial help made available under the last Government's CCTV Challenge funding. CCTV alone can act as an effective deterrent but its usefulness in detecting and dealing with alcohol-related disorder is greatly enhanced if used in combination with other measures such as pubwatch and clubwatch schemes with police involvement. Ipswich and Burnley are examples of towns who have made a significant investment in sophisticated CCTV equipment, with the support of the local community, and have found it to be very effective. By March 1998, the Scottish Office had assisted 62 projects across Scotland with a total capital value of nearly £10 million.

LATE NIGHT TRANSPORT

2.18 One problem generated by a thriving town centre night life is how to get people, many of whom will have been drinking, home. Regular, reliable transport services are especially important because they move people out before groups of them, who have been drinking alcohol, can begin to congregate and cause trouble.

2.19 Different cities have come up with a variety of solutions to this problem. For example, in October 1995 Oxford launched the concept of the "24 hour city"; in 1996 a 24 hour service was introduced on three routes within Oxford and there are now late night bus services running until 3am on eight rural routes out of the city centre.

2.20 In Wolverhampton, black cabs are often reluctant to work late and the number of private hire vehicles in a city is often insufficient to deal with the demand at 2am so the police, club owners and the main bus operator designed a late night bus scheme which began operations in March 1996 and is now self-financing. Under the scheme the clubs provide trained doorstaff to travel on the buses which leave the town centre at appropriate times and serve the routes identified as the most popular in a survey of clubgoers.

2.21 In Leicester a scheme, initially launched as a campaign called "Home and Dry" and focused on university student clubbers, aims to get young people home safely after a night out. Launched in August 1996 it involves free provision of soft drinks to designated car drivers; an assisted booking service allowing taxis to be booked and paid for in advance; a driver rescue package to deal with the situation where the driver realises (s)he is over the drink drive limit and a coach service to pick people up at various designated points for an all-in club admission and bus fare.

CURFEWS

2.22 In May 1993, Glasgow City District Council introduced a new policy designed to help the police control the movement of clubbers between licensed premises and disperse people from the city centre area in the early hours. A key element was introducing a so-called "curfew" in clubs and discos ie prohibiting clubbers from entering or re-entering licensed premises after 12 midnight. By January 1994 there was an overall reduction in particular types of crimes of violence and disorder and the police concluded that the curfew had had a significant impact on the maintenance of order on the city's streets. In the light of this progress and other factors (increased door supervision, plans for street CCTV) the curfew was extended to 12.30pm and then again, in May 1995, to 1am. The benefits have been largely maintained.

2.23 In London, clubs and discos try to encourage clubbers to arrive earlier by charging a higher entry fee after a certain time (11pm and midnight are common cut-off points).

STREET WARDENS

2.24 An idea from America which is being looked at by some town centre managers is the concept of Community Service Representatives (CSRs) or "street wardens". In Philadelphia and some other American cities they patrol the downtown areas as additional "eyes and ears" for the police and as goodwill ambassadors to welcome visitors. Wearing distinctive uniforms and equipped with two-way radios, the CSRs are trained in first aid and are knowledgeable about the city. They provide information, public safety services and an escort service for visitors, shoppers and tourists.

2.25 Some towns (eg Nottingham) are currently considering whether the concept of street wardens might suit their community. Glasgow's Citywatch Initiative already includes 24 City Centre Representatives who act both as a friendly and helpful presence in the city centre and as a clean-up squad. They are able to summon police quickly should an incident occur. Coventry too has employed the concept for many years.

Pubwatch, Clubwatch and Shopwatch Schemes

COMMUNITY ACTION AGAINST CRIME AND DISORDER

3.1 It is common practice for licensees to join forces and form “watch” schemes, of which pubwatch is probably the most familiar. Although there are watches in most parts of the country, all with broadly similar objectives, a watch is necessarily a locally-driven initiative set up to tackle problems of crime and disorder within the context of a particular community. A watch is essentially a communications network between licensees and police, which provides all parties with an early warning system to prevent escalation and spread of trouble. The success of a watch depends on the commitment of all watch members and collaboration between police and licensees. Where it is well publicised, pubwatch can act as a powerful deterrent against crime and disorder and help to create a safer drinking environment.

3.2 The types of problems experienced by licensees vary considerably and are often influenced by local factors. Typical problems might include having to deal with football hooliganism, violent and aggressive behaviour, underage customers, drug dealing, passing counterfeit money, handling stolen goods, interfering with gambling machines and vandalism.

3.3 All parties involved in a watch have a vested interest in making it work. For licensees there are tangible benefits:

- reduced risk of damage to property and assaults on staff and
- trade benefits if customers feel confident that they can relax in a safe and secure environment.

The police also gain from watch schemes because they help reduce disorder and criminal activity and allow more effective deployment of police resources.

THE EVOLUTION OF THE “WATCH” PRINCIPLE

3.4 Although pubwatch is probably the most common type of “watch” in the licensed trade, there are a number of other types including clubwatch, hotelwatch and shopwatch. Membership of pubwatch is not restricted to public houses and may include nightclubs, wine bars, restaurants, hotels and off-licences. A scheme which consists mainly or exclusively of nightclubs will normally be referred to as a clubwatch and one which consists largely of hotels as a hotelwatch. Off-licences may link up with other retailers to form shopwatches, often with the main objective of deterring shop theft. In some areas, shopwatch schemes and pub- or clubwatch schemes keep costs down by pooling resources: the same pagers or radios used by shops during the day may be used by clubs or pubs at night. The most recent extension of the “watch” principle is the formation of taxi- or cabwatch schemes.

COMMUNICATION SYSTEMS

3.5 Fundamental to the success or otherwise of a pubwatch is the effectiveness of its communication system. Traditional pubwatches employ a telephone ring round system, which normally works in one of two ways:

- in a "round robin" system, members pass on messages in an agreed order;
- in a "pyramid" or "cascade" system one member of a watch telephones two members in order to increase the odds of a message reaching all members of the watch.

Although a ring round system can work well, it does have several limitations. First, it relies on the full commitment of all members of the watch, particularly in the case of the "round robin" system where one member's failure to pass on a message inevitably results in a breakdown of communication. Secondly, it may take a while for a message to be relayed to all members. This can be a problem in town centres where troublemakers may move between premises more quickly than the message is relayed throughout the watch. Thirdly, the structure and size of a watch is restricted by a ring round system. A large watch will usually need to be divided up into subsections of no more than 15 members. It is probably true to say that ring round telephone systems are particularly suited to smaller rural watches with a relatively low level of crime and disorder.

“ Where it is well publicised, pubwatch can act as a powerful deterrent against crime and disorder. ”

3.6 In recent years many watches have adopted electronic pagers or radios. Although more expensive than telephones, they have considerable advantages in terms of speed and reliability, allowing instant communication. With pagers, watches can number up to 350 members. Some argue that the sight of staff equipped with radios or pagers acts as a deterrent to would-be troublemakers. In systems which use radios or pagers, a single message is relayed to pubwatch members and police officers simultaneously - often incorporating a computerised link to police headquarters to help produce a rapid response. The relatively high costs of pager/radio networks may be offset in a number of ways. Local pub-operating companies are often happy to subsidise costs for individual members and, particularly in larger watches, it is often possible to negotiate preferential rates with pager/radio companies.

OPERATIONAL PROCEDURES

3.7 A watch will normally draw up an agreed set of operational procedures to include organisational structure, decision-making and procedures for banning persons who breach acceptable norms of behaviour. It is common practice to elect a chairman or co-ordinator and secretary, often by secret ballot on an annual basis. Although police support is crucial to the success of a watch scheme and licensing officers are often instrumental in establishing and maintaining successful watch schemes, police officers do not usually sit on the committees.

3.8 Regular meetings provide an opportunity both to discuss watch business and to allow licensees and police to get to know one another. There is no ideal in terms of frequency of meetings as this will vary according to the needs of the individual watch. Generally meetings tend to be held on a monthly or even fortnightly basis for newly established watches and then less frequently thereafter.

PUBWATCH AS A DETERRENT

3.9 Most watches make provision in one form or another for banning troublemakers from all watch premises. Some watches use Exclusion Orders as obtained through courts (see Section 4) to ban unwanted customers but many prefer to do so under the terms of their own scheme. A watch will need to decide what sort of behaviour should result in a ban and the terms of the ban. A special meeting may be convened following an incident to allow the watch to decide whether the offender should be banned and the length of the ban. The banned person is normally informed of the decision in writing either by the police or the watch. In some cases, there is an appeals procedure. In general, photographs of banned persons are issued by the police only if they have convictions relevant to the conduct for which they have been banned (usually offences of violence or relating to illegal drugs). A list and photographs of banned persons might be circulated to watch members or, in some cases, an album of banned persons will be held at the police station or even on licensed premises. Many watches use posters to publicise the fact that anti-social behaviour will result in an individual being banned from all premises included in a watch.

3.10 It is common practice for a watch to advertise through window stickers and posters. Local press and radio may also be used. A high public profile will assist a watch's deterrent effect on crime and disorder.

NATIONAL PUBWATCH

3.11 Although watch schemes are fundamentally about developing local partnerships to find solutions to local problems, watches can learn much from one another. In the course of 1998, a National Pubwatch scheme will be launched. The stated aims of the National Pubwatch Steering Committee are to:

- achieve a safe and secure drinking environment in all licensed premises throughout the UK and help reduce drink-related crime;
- set up and administer a comprehensive database of UK pubwatch schemes;
- gather information to help and assist best practice for existing pubwatch schemes and to support and encourage pubwatch schemes where they do not already exist;
- become the recognised national voice for UK pubwatch schemes and represent pubwatch to government and other bodies; and
- support all schemes by the production of information packs, posters and information briefings.

Exclusion Orders

PURPOSE

4.1 The Licensed Premises (Exclusion of Certain Persons) Act 1980 provides that courts may make an Order prohibiting those found guilty of violence or threatened violence on licensed premises from entering those premises for a specified period. The purpose of the Act is both to protect licensees, their staff and customers from future violence from the same source and also to deter potential troublemakers. The Act applies in England, Wales and Scotland.

4.2 The court may make an Order for any period from three months to two years and it can apply not only to the premises where the offence took place but also to any other premises. In several cities "area bans" have been used with great success.

REASONS FOR LOW USAGE

4.3 While some cities, such as York, Derby, Cardiff, Bradford and Newport have found that Exclusion Orders are a powerful weapon against disorder on licensed premises and make full use of them, in other areas they are hardly used at all. In particular, they are rarely made in Scotland. There seem to be a number of factors:

- Orders rely on convicting an individual of an offence within the actual boundaries of licensed premises. This is seen as a limitation on their effectiveness;
- *Regina v. Grady* (1990) unhelpfully decided that an area restriction should only be applied to regular troublemakers;
- there is a lack of awareness of the utility of an Order among some licensees, police forces, prosecutors and magistrates;
- it can be difficult for licensees and their staff to identify a person who is subject to an Order (see discussion below on the use of photographs); and
- other solutions to the problem of disorder are thought to be preferable.

AWARENESS

4.4 The Brewers and Licensed Retailers Association takes the view that the police do not use their powers enough. One problem can be that police, prosecutors and magistrates are simply unaware of the terms of the Act. While, in Nottingham, police ask the courts to consider Exclusion Orders in all cases of violence on licensed premises if the licensee requests it, in many parts of the country court clerks, the Crown Prosecution Service or Procurators Fiscal do not necessarily bring it to magistrates' attention when they are sentencing. A further problem can be that magistrates and police are not so much unaware that the Act exists as unaware of its scope (eg that area restrictions can be imposed) or potential effectiveness.

4.5 The Scottish Licensed Trade Association believe that the police in Scotland are still insufficiently aware that the powers exist. However, the view of one Scottish local authority licensing manager was that “we don’t use Exclusion Orders because they are of limited use - they only affect a person’s access to one premises.” Similarly, the Sheriffs’ Association consider that “the provisions do not really solve any problem as the offender will merely go to another public house”. Certainly, in Scotland, Orders do tend to relate only to one premises specified by name and address on the Order. *Licensing Law in Scotland* by J C Cummins states “Unhappily the possibility of an Order is often overlooked by the prosecutor and the court”.

4.6 Acknowledging the lack of awareness in England and Wales, in October 1997 the Home Office issued a circular about The Licensed Premises (Exclusion of Certain Persons) Act 1980 to the courts, prosecutors, police and probation service. The circular reminds the courts of their powers under the Act and goes on to say “It is important for the courts to be aware of the powers available to deal with offenders who resort to violence in licensed premises. The Government believes that ... the powers ... can play a part in dealing with those who commit offences in licensed premises.” Nothing similar has been issued in Scotland. Procurators Fiscal in Scotland were issued with guidance on the Act when it was first enacted but there has been no further guidance since.

USE OF PHOTOGRAPHS

4.7 Unless offenders are well known or photographs of them are available, licensees and their staff are likely to have difficulty in identifying those persons subject to Exclusion Orders. Some police forces (for example in York and Bradford) make photographs available to licensees but in many areas police have concerns about their use. Concerns revolve around:

- a belief that by not making specific provision for photographs in the Act, their use is forbidden;
- possible misuse of the photographs eg although bans are time limited some licensees may fail to destroy the photographs when they expire and
- the provisions of the Data Protection Act. Where a police force is fully digitalised (as in Taunton) the photograph of an offender forms part of the electronic record. This means not only that the DPA prevents the police from releasing the photographs to licensees - though the local Licensed Victuallers Association would be happy to circulate the photographs - but a paper version of the photographs does not even exist. The Association of Chief Police Officers in Scotland (ACPOS) goes further, saying “owing to the constraints imposed by the Data Protection Act 1984, the unauthorised disclosure of information regarding personal details of known offenders or troublemakers would not normally be circulated. In addition, photographs would not be circulated.”

4.8 To deal with concerns about the use of photographs, the Brewers and Licensed Retailers Association held discussions with the Association of Chief Police Officers (ACPO) during 1994 and developed a “Code of Conduct for the Licensed Trade” covering “Exclusion Orders and the Use of Photographs of Offenders” which was circulated to all members in December 1994. Licensees were asked to observe the following conditions:

- photographs must never be publicly displayed;
- access to photographs must be carefully controlled and restricted to the licensee and his/her staff;
- photographs must never be copied or removed from the premises; and
- on the expiry of the Exclusion Order, photographs must either be collected by the police or returned to them for destruction.

The Code of Conduct was formally approved by the Association of Chief Police Officers for England and Wales (though not for Scotland) and twenty national and regional associations representing licensees.

OTHER SOLUTIONS TO THE PROBLEM OF DISORDER

4.9 The Sheriffs' Association in Scotland noted that while a number of Exclusion Orders were made in the months following enactment, enthusiasm on the part of police and licensees soon waned. There were three main reasons for this:

- at common law, licensees have a right to refuse to serve whomsoever they wish and well-managed licensed premises use this right effectively;
- under the terms of Section 79 of the Licensing (Scotland) Act 1976 (the English equivalent is Section 174 of the Licensing Act 1964) "licensees may refuse to admit and may expel anyone who is drunk, violent, quarrelsome or disorderly"; and
- in Scotland the charge of breaching the peace can be used to cover any type of conduct which involves disorder. The very flexibility of the Scottish approach to breaches of the peace means that virtually any type of trouble encountered by a licensee can be dealt with using this offence.

The Sheriffs' Association also pointed out that while a commentary at the time of the 1980 Act noted approvingly that it "takes the decision to ban a person from a particular establishment out of the hands of the licensee, who is too easily open to intimidation", the absence of use of Exclusion Orders suggests that this was not a real problem.

4.10 The position in England and Wales appears to be different. The National Association of Licensed House Managers was quoted in November 1997 as saying that "Some appalling incidents of violence on managers and staff come to our attention but you hardly ever hear of a ban being implemented. You have situations where offenders return to the scene of their crime to taunt their victims."

PUBWATCH BANS

4.11 Finally, as described in Section 3, many areas have preferred to implement their own bans through pubwatch schemes and ban offenders from all pubs in the area as an alternative to Exclusion Orders. Or, as a variation on the theme, some Licensed Victuallers Associations distribute an Exclusion Order to all their members in an area requesting that they ban a person who may only have been excluded by the courts from a single pub.

Operation of Licensed Premises

IDENTITY CARDS TO DETER UNDERAGE CUSTOMERS

5.1 The focus of Keeping the Peace is alcohol-related disorder rather than underage drinking but since underage drinkers can also be a source of disorder the publication would be incomplete without some reference to identity or proof of age card schemes.

5.2 It is, in general, an offence to sell alcohol to under 18s and illegal for under 18s to purchase alcohol. Before 1988, licensees and their employees could be charged only if it could be shown that they sold alcohol "knowingly" to a person under age. The Licensing Act 1988 dropped this condition and stipulated that licensees "exercise all due diligence" to establish a person's age before selling him or her alcohol.

5.3 It can be difficult for a licensee to judge whether a person is eighteen and legally entitled to purchase alcohol. Photo ID indicating date of birth provides the only reliable and convenient means of checking for proof of age. In the absence of a national identity card, a number of locally-based voluntary identification schemes have been set up, often administered by the police, local authorities and/or local licensees. The only national scheme which has the backing of both the Government and the Magistrates' Association is The Portman Group's Prove It! Proof of Age Scheme.

THE PROVE IT! SCHEME

5.4 A voluntary identification scheme for young people aged 18 to 25 was launched by The Portman Group in May 1990 to help licensees uphold the law relating to underage sale and to provide those legally entitled to purchase alcohol with a convenient means of proving their age. Where the Prove It! scheme is used and publicised, it can act as a strong deterrent to would-be underage purchasers of alcohol and can also help to defuse confrontational situations at point of sale. If a licensee refuses service to a young person on the grounds that he or she is unable to provide valid ID but can offer an application form to obtain such ID, the potential for confrontation is reduced.

5.5 Promotion of the Prove It! scheme does not guarantee immunity from prosecution for a licensee but if proof of age is routinely requested, the chances of breaking the law are very small. Fraudulent use of Prove It! cards is extremely rare. A rigorous vetting procedure ensures that cards are not issued to under 18s. Applicants are required to have their age and photograph authorised by a professional person and all referees are contacted by telephone to confirm authenticity. The electoral roll may also be used to verify applications. As part of the production process, the cardholder's photograph and signature are laser-etched onto the card, making it virtually tamperproof. Specimen cards and a Hotline security number mean that a licensee can check the authenticity of a card where in doubt.

5.6 Until September 1997 the scheme was funded entirely by The Portman Group: between May 1990 and September 1998 over 330,000 cards were issued at a cost of over £2.5 million. Faced with increasing costs as the scheme continued to expand, The Portman

Group found it necessary to introduce a charge to retailers, although it continues to subsidise the cost of the scheme. Prove It! kits now cost £58 (+ VAT) and £56 (+ VAT) for 50 refill forms. A kit consists of 50 application forms, a dispenser, posters, stickers, a specimen card and the Hotline security number. Anyone wishing to purchase Prove It! kits should ring a dedicated order number on 01787 882009. (Further information can be found in The Proof of Age Scheme Prove It! Questions and Answers leaflet available from The Portman Group).

SAFER ENJOYMENT OF ALCOHOL IN LICENSED PREMISES (SEAL)



5.7 In 1993 The Portman Group commissioned a research project to assess the origin and nature of public order problems in Leamington Spa. The research identified shortcomings in some aspects of policing and the management of licensed premises in the town centre and a working group was established to develop a training and awards scheme entitled Safer Enjoyment of Alcohol in Licensed Premises (SEAL). Membership of the Group included representatives from Leamington Spa Police, Leamington, Warwick and Kenilworth Licensed Victuallers' Association, Warwick District Council, Warwickshire Fire and Rescue Service, Mid-Warwickshire Magistrates' Clerks, the Leamington Alcohol Advice Service and The Portman Group.

5.8 Under the Leamington Spa SEAL scheme, licensees participate in three training sessions covering licensing law, prevention of disorder and health and safety. Successful completion of the course, membership of pubwatch and promotion of The Portman Group's Prove It! Scheme entitle licensees to the "SEAL of approval" - a certificate, dripmats, stickers and permission to use the SEAL logo in their marketing. To ensure compliance with the conditions of approval, the police pay regular visits to SEAL premises and inspections may be carried out at any time. The certificate, which must be on public display, is renewed on an annual basis and may be revoked at any time in the event of a serious crime or series of incidents.

5.9 SEAL is particularly suited to areas with a relatively high level of public disorder. Since it was piloted in Leamington Spa, it has been adopted, with similar membership criteria, in Rugby, Nuneaton, Coleshill, Atherstone, Bedworth, Bishop Auckland and York. Materials are available free of charge from The Portman Group for local police forces who wish to administer the scheme in their area.

REDUCING INJURY CAUSED BY 'GLASSING ATTACKS'

5.10 It has been known for some time that glasses and bottles are responsible for a significant number of injuries sustained in assaults, often in or around licensed premises. National survey data on the incidence of such injuries became available, in September 1997, when the British Association of Oral and Maxillofacial Surgeons (BAOMS) carried out a survey of all facial injuries presented during one week at Accident and Emergency Departments nationwide.

5.11 The survey found that among 15-25 year olds almost half of facial injuries were sustained in assaults, usually in bars or nearby streets. Although almost 90% of these assaults were caused by blunt instruments or body parts (usually fists or feet), 8% of assaults involved the use of either glasses or bottles as weapons. Following the BAOMS survey, an editorial in the British Medical Journal recommended that "injury caused by drinking glasses could be reduced substantially by the universal use of toughened glasses in bars and clubs". A number of local authorities (eg Bristol and Yeovil) will not now grant a Public Entertainment Licence unless an operator uses toughened glass.

5.12 There has been a longstanding debate about the relative safety merits of toughened and annealed glass but in October 1997 the Brewers and Licensed Retailers Association recommended the voluntary adoption of toughened glass and called for further product development to make possible a full range of glasses in toughened form. Many operators will

not sell drinks in bottles and the Licensed Victuallers Associations' Parliamentary Committee is against the practice of "selling across the counter bottles that could be used as weapons". Some manufacturers (eg Bass) are starting to use specially designed plastic instead of glass for bottled drinks which are often drunk from the bottle.

5.13 Currently not all glasses in common use are available in toughened form though straight pint and half pint beer mugs are the most easily obtainable. British manufacturers plan to produce more toughened glass in the future.

5.14 Whatever policies are implemented with regard to use of toughened glass and sale of bottled drinks, licensees can substantially reduce the risk of "glassing attacks" on their premises by ensuring that empty bottles and glasses are regularly collected.

HAPPY HOURS

5.15 The practice of serving alcohol at discounted prices for a limited amount of time can encourage immoderate consumption of alcohol and lead to public order problems if not employed with caution. The greater the "happy hours" discount and the shorter its duration, the stronger is the incentive to drink irresponsibly. Opinion is divided as to whether "happy hours" should be discouraged altogether. In Scotland relatively few licensed premises operate happy hours and those that do have not increased their trade as a result. On the other hand, there is little or no evidence that happy hours have caused disorder there.

5.16 In some areas (eg Tyneside, Perth) police have advised pub operators to avoid offering discounted nights or discounted drinks. Many successful licensees maintain that the best way to increase custom is to improve service standards and not to cut prices.

5.17 It can reasonably be argued that, provided licensees do not encourage irresponsible drinking and ensure that those customers who are intoxicated are not served any more alcohol, "happy hours" can benefit both the licensee and the customer.

“ Injury caused by drinking glasses could be reduced substantially by the universal use of toughened glasses in bars and clubs. ”

Alcohol Counselling Services, Rehabilitation and the Criminal Justice System

BACKGROUND

6.1 In 1994, probation officers reported that 30% of their caseload had severe problems with alcohol and that for 7 out of 10 of this group, their alcohol problem was directly related to their last offence. Alcohol use is associated with 70% of stabbings and beatings and 50% of fights and domestic assaults.

6.2 Dealing with the offender that has misused alcohol is a daily part of police duty and a considerable drain on police resources that could arguably be used more effectively. Equally, magistrates and police become increasingly frustrated at seeing the same faces passing through the criminal justice system again and again, often with no possibility of effective intervention to make positive changes in the offender's lifestyle. For that reason, a number of agencies are looking at ways of developing partnerships with alcohol counselling services and others with expertise in helping individuals with an alcohol problem to try to divert them from offending behaviour.

THE PARTNERSHIP APPROACH

6.3 There are a number of agencies with an interest in trying to help individuals who have committed an alcohol-related offence to address their problems and understand how to modify their offending behaviour:

- police
- courts
- social services
- probation services (in Social Work departments in Scotland) and
- alcohol advice and counselling services.

For many years there have been informal partnerships at local level but in recent years this has become more formalised and officially encouraged. The Criminal Justice Act 1991 specifically ringfenced 5% of the budgets of the Probation Services in England and Wales for partnership activity with voluntary and independent sector agencies. This later rose to a target of 7%. The term "partnership" in probation work specifically applies to this kind of

alliance. In Scotland, funds are not specifically ringfenced but there is an expectation that partnerships will be formed.

6.4 In its evidence to the All Party Group on Alcohol Misuse, the Association of Chief Police Officers detailed some of the priorities for police forces which included "diversion and intervention schemes tackling alcohol abuse rather than punishing the result". This was reaffirmed by the Metropolitan Police in its evidence to the Mental Health Foundation working party on persistent drunken offenders.

HELP FOR OFFENDERS

6.5 Where an effective partnership is in place, the sequence of events for an offender with a perceived alcohol problem can include the following:

- if an offender is not going to be charged, but has spent a night in a police cell, the police can either provide the individual with written information about local alcohol counselling services or, where a higher level of intervention is available, can arrange for a counsellor to visit him or her at a specific time and place. There are also schemes in some parts of the country (eg the Drug and Alcohol Referral Team Project in Portsmouth) where offenders can be seen by a counsellor while still in a police cell when they may be feeling most receptive to the idea of tackling their alcohol related offending behaviour;
- where the offender is charged, the local independent Alcohol Advisory Service can assess the extent of the offender's problem, on behalf of the Probation Service, and suggest a course of action which the Probation Officer can incorporate into the Pre-Sentence Report in England and Wales (Social Enquiry Report in Scotland). Even better the counsellor can attach a note to the PSR/SER saying that (s)he has assessed that particular individual and is prepared to provide the counselling;
- where bail is granted, a condition of bail can be that the offender's drinking is assessed and an action plan drawn up. The offender's response to this process can be material to the type of sentence imposed if the offender is found guilty;
- in Aberdeen, since 1995, all offenders referred to the Social Work Department, Criminal Justice Team for Social Enquiry Reports by the Courts are assessed using a special pack (developed by Grampian Regional Council, funded by the Scottish Office) which explores their alcohol and/or drug misuse and whether it has any direct links with their offending behaviour. The pack is used as an integral part of assessing people in respect of recommendations made to the Court for the disposal of their cases. It also leads to decisions as to what approach should be taken with them should they be made subject to statutory order in the community;
- if appropriate, the Probation Officer can recommend that the court includes as a condition of a Probation Order (Schedule 1A of the Powers of the Criminal Courts Act 1973, as amended by the Criminal Justice Act 1991 in England and Wales and Section 229 of the Criminal Procedures (Scotland) Act 1995 in Scotland) that the defendant must participate in a specified programme of activity such as attending an "Alcohol Related Offenders Group" for a set number of weeks or having one-to-one counselling;
- where a custodial sentence has been given and an offender is subsequently released under licence, a condition of the licence can be that the offender attends an "Alcohol Related Offenders Group".

6.6 Counselling offered to offenders will generally seek to persuade them to acknowledge their alcohol problem and then to cover the ground of knowledge, attitudes and behaviour. The counsellor and offender will together look at ways of developing alternative strategies for dealing with situations which would generally lead to offending behaviour. Alcohol counselling is a growing field and new and helpful approaches are constantly being developed. To assist in this, in 1994 the Drug and Alcohol Probation Partnership Forum was launched to enable isolated workers in the independent sector, operating in partnership with Probation Services, to give support to each other and share new approaches to working with offenders who misuse alcohol and drugs.

DIVERSION SCHEMES IN SCOTLAND

6.7 Some Social Work departments in Scotland run Diversion from Prosecution projects for younger people whose alleged offending is linked to alcohol misuse. One example is in Aberdeen where the project is run with the Procurator Fiscal who is finally responsible for the referrals which are made. The project is based on the Scottish Council on Alcohol's "Ending Offending" pack and has been operational since the late 1980s. It is based primarily on a groupwork programme and, during 1997, became subject to 100% funding from the Scottish Office under the Diversion from Prosecution Pilot Scheme.

Doorstaff

THE ROLE OF DOORSTAFF

7.1 Doorstaff have been employed in nightclubs for many years but are now also increasingly used by public houses and by fast-food outlets. Though called doorstaff, they are generally not only deployed at entrances but also to monitor activities inside. The London Local Authorities Act 1995 provides a legal definition for a door supervisor as “any person employed at or near the entrance to licensed premises to ascertain or satisfy himself as to the suitability of customers to be allowed on those premises or to maintain order on those premises”.

7.2 There are several terms used for doorstaff: door supervisor; security staff, steward (mainly in Scotland) and, formerly, “bouncer”. The last word encapsulates an image that the security industry is fast leaving behind: someone big, burly, certainly male and probably aggressive. The modern door supervisor aims to be of a very different breed: skilled, welcoming, trained to deal with many different kinds of situation (eg fire and public safety, drunkenness, drug dealing and misuse) and part of a team presenting to customers the public face of the establishment. The profession is no longer exclusively male now that the emphasis has shifted from muscle power to persuasion. One landlord in Suffolk has spoken of his “five foot nothing female door supervisor who is superb at defusing disorder”.

7.3 In the past, police worries about doorstaff tended to relate to the aggressive style some of them used - reflected in a high proportion of violent incidents involving doorstaff. More recently concerns have tended to revolve around the incidence of drug dealing among doorstaff . This is one of many reasons why the police have frequently taken the lead in promoting registration schemes.

DOORSTAFF REGISTRATION SCHEMES

LEGAL BASIS

7.4 Local registration schemes in England and Wales have been set up using powers conferred by:

- paragraphs 1(4) and 11 of Schedule 1 to the Local Government (Miscellaneous Provisions) Act 1982, which applies outside Outer London and
- paragraphs 1(2) and 9 of schedule 12 to the London Government Act 1963 and Part V of the London Local Authorities Act 1995.

This legislation allows licensing authorities (the relevant London Borough in Greater London, the Common Council in the City of London and the relevant local authority elsewhere in England and Wales) to attach terms, conditions and restrictions to the grant and renewal of Public Entertainment Licences. Some local authorities are currently looking at the potential to enforce registration schemes through the Health & Safety Act.

7.5 Most local registration schemes apply only to doorstaff working in establishments which hold a Public Entertainment Licence. However, some schemes (eg Safer Surrey Partnership and Swansea Clubwatch) are keen to extend doorstaff registration to all licensed premises because suspect doorstaff unable to obtain registration enabling them to work in

nightclubs often simply find employment at pubs instead. However, there is concern in some quarters that expanding a scheme to cover public houses that do not hold a Public Entertainment Licence could fall foul of the law. The safest current method is to request magistrates to make registration of any doorstaff a condition of granting a liquor licence. Some licensing justices have been very sympathetic to this approach (eg from 6 February 1997, licensing justices at Manchester Magistrates Court have included a condition that when a new on-licence or Protection Order is granted, the licensee must only employ registered doorstaff).

7.6 There is currently no "permissive" legislation in Scotland which can be used as the basis for introducing local registration schemes though the suitability of adding registration to the list of activities requiring a licence under Section 44 of the Civic Government (Scotland) Act 1982 is being explored. A licensing scheme would give licensing authorities in Scotland access to the criminal records of those who apply for a licence to operate as a steward.

LOCAL SCHEMES

7.7 The first doorstaff registration schemes were set up in the early 1980s and by the early 1990s some excellent schemes were running in Blackpool, Bradford, Bristol, Bath, Cardiff, the City of Westminster, Derby, Doncaster, Manchester, Newcastle and Swansea. Then, from the mid 1990s, schemes began to mushroom, sometimes based on a single borough or town and sometimes, for example Surrey and Suffolk (the latter effective from April 1998), covering a whole county.

7.8 In January 1996 Home Office circular 60/95 was issued offering best practice guidance on setting up registration schemes for doorstaff working at premises with a Public Entertainment Licence. It was drawn up in consultation with the Association of Chief Police Officers, the local authority associations and the entertainment industry. The guidance was well received and by November 1997, a report commissioned by the Local Government Management Board: "Local Authority Door Supervisor Registration and National Occupational Standards" found that nearly 60% of those local authorities in England and Wales who responded to their survey required door supervisors to be registered.

COMMON FEATURES OF THE BEST SCHEMES

7.9 The Home Office guidance highlighted various aspects of best practice based on existing successful schemes. These were:

- ensure that the registration committee represents the different interest groupings ie police, local authority and representatives of the leisure industry, the brewers and the licensed trade (it can often be a sub-group of an existing community safety/crime reduction/licensing forum partnership). Such a committee can also hear complaints about doorstaff and be given authority to revoke or suspend registration of both individuals and agencies if complaints are upheld. A significant number of schemes also have a representative from the licensing justices;
- ask applicants for details of previous convictions, to agree to abide by certain rules of conduct and to complete an approved training course;
- carry out police check of criminal convictions;
- provide a right of appeal for unsuccessful applicants to a body specially constituted by the registration committee;
- permit provisional and short-term registration to provide emergency cover in the absence of regular staff;
- consider whether the costs should be recouped through a fee to the applicant or absorbed by the police and local authorities. Fees to applicants to cover the costs of registration and training currently vary hugely (£15-£200);

- consider requiring doorstaff to wear an identification badge with a photograph of the holder, their signature and a registration number. These details can be recorded in a register kept on the premises. Some schemes require details of which members are on duty at specific times. A common practice is to use variously coloured backgrounds to distinguish between fully registered staff, provisionally registered staff and short-notice staff; and
- arrange for good quality training to be available. Some schemes (eg Cardiff and Greater Manchester) also require applicants to undertake refresher training when renewing their registration.

TRAINING

AVAILABLE QUALIFICATIONS

7.10 A report commissioned by the Local Government Management Board: "Local Authority Door Supervisor Registration and National Occupational Standards" in November 1997, commented that even though SITO had created a suite of NVQs for occupations in the industry (including Guarding NVQ at Level 2 and Retail and Leisure Security at Level 2); a National Vocational Qualification developed by the Security Industry and offered jointly by SITO and City and Guilds had been approved by the NCVQ in September 1997 and a door supervisor's vocational certificate had been available from the Northern Council for Further Education (NCFE) from May 1997, the available NVQs were still not widely used by door supervisors.

COURSE CONTENT IN EXISTING REGISTRATION SCHEMES

7.11 The quality and scope of training provided in different areas varies appreciably as does how it is delivered, by whom and whether applicants' knowledge is tested. However, there seems to be broad agreement about the main topics to be covered:

- legal issues relevant to licensing and powers
- social skills (defusing conflict; understanding of body language)
- restraint techniques
- first aid
- drugs recognition
- fire safety.

COURSE DELIVERY

7.12 Some registration schemes deliver the training themselves eg the police, the fire department and the local Drugs Action Team provide speakers. Others (eg the City of Westminster, London Borough of Brent, Greater Manchester, King's Lynn in Norfolk and the County of Essex) approve training establishments in their area to deliver the training. In Essex there is an approved syllabus and a "Desktop" Assessment Summary to provide guidance to staff on criteria for approving a training establishment. Sometimes a leisure company may have its in-house training accredited. Some training courses use videos such as the one developed by the Portman Group: "*Who's Minding the Door?*" to act as prompts for discussion.

7.13 Although Scottish law does not currently permit registration schemes it does allow training to be made a condition to the granting of regular extensions to licensing hours. In early 1994, Glasgow City Council issued Guidelines for the Management and Control of Licensed Premises and included a recommendation that staff in licensed premises providing entertainment, in particular stewarding personnel, should receive regular training. Courses, which can be run in-house, have to be approved by the Strathclyde Police, the Strathclyde

Fire Brigade and the Directors of Environmental Services and Planning and Development of Glasgow City Council. In the Grampian region, police regularly give talks to local doorstaff covering licensing legislation, interpersonal skills and self defence.

7.14 Different schemes have experimented with asking applicants to attend a two hour evening session for, say, seven weeks in a row or asking them to attend a one day or two day course. The first approach was designed to make attendance easier for people with day jobs but if an applicant missed a session they often had to wait a long time before that session was being held again so some schemes moved to whole days.

TESTING

7.15 Many registration schemes simply require an applicant to have attended the prescribed training sessions. However, others expect the applicant to pass a tick box style test.

SCOPE FOR A NATIONAL REGISTRATION AND TRAINING SCHEME

NATIONAL REGISTRATION

7.16 In January 1998, Dr Phyllis Starkey MP tabled a Ten Minute Rule Bill calling for a national register of doorstaff. The Bill was supported by the British Entertainment and Discotheque Association (BEDA), the GMB trade union and the National Association of Registered Door Supervisors and Security Personnel. A national scheme would solve the following problems:

- door supervisors working for companies that cover a large area currently have to register or even retrain in several different areas to do the same job. This also means paying several registration fees;
- door supervisors who are considered unsuitable for registration in one area may be accepted by another with less strict procedures or none at all; and
- some areas have no scheme.

7.17 However, the Home Office circular on local schemes implies a preference for a backdoor solution: "Forces will wish to consider the scope for facilitating the transfer of registration between different scheme areas. A common approach to training will help, as would co-ordination over exclusion whereby expulsion from one scheme would effectively lead to exclusion from other schemes." A number of local authorities are, indeed, involved in an arrangement for the mutual recognition of door supervisory skills with neighbouring local authorities.

7.18 In early 1998 PC Andy Walker, co-ordinator for the Safer Doors Project (which helps local authorities to set up their own registration schemes and provides and monitors door supervisor training within the Humberside police area) was awarded a grant under the Home Office Police Research Award Scheme 1998 to research the viability of a national registration scheme for door supervisors.

NATIONAL DOOR STAFF QUALIFICATION

7.19 There is widespread agreement that a nationally recognised qualification for door staff as a precondition to employment would be of general benefit irrespective of whether a national registration scheme is set up, for the following reasons :

- to ensure a high and consistent standard of training country-wide;
- to allow doorstaff to qualify only once instead of having to requalify by attending another training course when moving to another part of the country.

7.20 Stemming from initiatives originating in the National Licensing Forum and the Association of Town Centre Management, the British Institute of Innkeeping (BII) was asked to develop a national pre-registration certificate for door supervisors. A National Steering Committee to Guide the Development of a Door Supervisor's National Certificate was set up in September 1997 - a good example of partnership with 19 organisations represented on it: the relevant trade associations, the national training organisation for the security industry, training organisations, police and regulatory bodies. By early 1998 a sub-committee had piloted a successful course at Henley College in Coventry. Further national piloting will follow. It is intended that the qualification will be jointly awarded by the BII and SITO. The qualification should be available by the end of 1998.

7.21 Once the national qualification becomes available, the challenge will be to persuade other towns and cities, who have developed training to meet their own needs, to recognise the benefits and adopt it.

“ Door Supervisors considered
unsuitable for registration in one
area may be accepted by
another with less strict
procedures or none at all. ”

Training for Licensees

WHY TRAINING FOR LICENSEES AND BAR STAFF MATTERS

8.1 In a study called *“Working in Public Houses: A Study of the Licensee’s Job”* carried out by Nottingham University in 1994, only 6% of licensees said that they had never had an incident in their pubs (where incidents included verbal abuse); 30% of them reported having at least two fights a year and 72% reported having had to bar customers in the previous three months. Pub staff and licensees are included in the list of “at risk” occupational groups in Britain. They:

- give a service
- take part in money transactions
- oversee deliveries
- control both the sale of alcohol on the premises and the behaviour of customers
- have to deal with customers waiting and queuing for service

which are all “at risk” activities.

8.2 The worry and threat of violence at work is also a significant feature of the licensee’s job. In the same study, 30% acknowledged that they felt extremely worried about the possibility of attack. A separate stress audit of licensees carried out in 1995 confirmed violence as being a major source of stress for licensees. Training is the best way of equipping licensees and their staff to anticipate, prevent and, if necessary, deal with alcohol-related violence and also of reducing their stress levels.

IN-HOUSE COMPANY TRAINING

8.3 Increasingly, pub and off-licence owning companies organise induction and career development training for their managers of licensed premises. Between March and July 1997, the Brewers and Licensed Retailers Association carried out a survey to gather information about training activities in member companies and make an assessment of the commitment to training in the licensed retail sector. 29,005 out of the 60,000 public houses in the UK were represented in the survey. The total number of employees represented in licensed retail was 178,148.

8.4 The findings in the survey included the following:

- 70% of respondents offered in-house training to licensees in the form of a structured training course or on-the-job training and coaching;
- on security/handling of violence in pubs, 60% provided training to licensees, 25% provided it to management and 37% to bar staff;
- external training providers regularly used (in descending order) were:
 - local colleges
 - training agencies
 - Hospitality Training Foundation

- Institute of Brewing
- British Institute of Innkeeping
- TEC/LEC consultants
- local authority Environmental Health Departments
- Health & Safety Executive
- local Chambers of Commerce

8.5 Companies have taken the initiative in this area. For example, managers and tenants employed by S & N Retail attend a two week “Core skills” course covering not only the usual merchandising of product, cellar work and so forth but also awareness presentations on security, drugs and defusing violent situations.

8.6 In July 1996, Allied Domecq Retailing published a rewritten version of their training manual for in-house trainers: “Keeping Pubs Peaceful”. It used information gathered during research into the nature and effects of violence in managed houses conducted by the Centre for Organisational Health and Development, University of Nottingham and Maxwell & Cox Associates. The training is delivered in a two day workshop and the overall aim is to “increase staff knowledge and understanding of the nature and control of violence in licensed premises.” The workshops address three areas of concern to staff confronting the problem of violence:

- reducing the risk,
- resolving the conflict and
- managing the aftermath.

They seek to develop awareness, understanding and knowledge of the different psychological strategies and skills that can be used to prevent and manage violent situations.

8.7 Threshers have rewritten their induction training package for off-licence managers called the “Threshers Security Training Pack” which covers all aspects of security including risk analysis, avoiding robbery and how to defuse potentially violent situations. Employees from 1,500 shops undergo the training every year. Oddbins cover the same ground as part of their induction and development programmes. They also cover, in their Customer Service course, issues such as how to deal with drunk customers. At least 100 new employees undergo training on these courses each year.

8.8 Managers and staff working in supermarkets also increasingly need training in dealing with disorder. In 1997, over 10% of assaults on people in Safeway stores were by people under the influence of drugs or alcohol and over the years Safeway have progressively developed training for their store management teams in how to defuse confrontational situations. Since late 1995 they have been running a course entitled “Managing Theft and Conflict in the Workplace” which has trained nearly 600 store staff and has become part of the standard repertoire of courses available. The course covers topics such as how to deal with violent people and the use of appropriate body language.

EXTERNAL PROFESSIONAL AND VOCATIONAL QUALIFICATIONS

MANAGEMENT COURSES FOR LICENSEES

8.9 A detailed study conducted by MCM Research Ltd in 1990 showed that the way licenced premises were managed had a direct effect on the levels and nature of disorder both in them and on the streets. Since then a number of qualifications designed for licensees have been established which are greatly contributing to increasing professionalism within the trade and the number of well-managed premises.

8.10 For licensees, or those preparing to become licensees, the following qualifications are available:

- the British Institute of Innkeeping has developed a qualification portfolio providing a progression from induction (Certificate of Induction and Qualifying Examination) to the new Advanced Qualifications for experienced licensees which have been progressively introduced since 1996 and are now eight in number;
- the dedicated qualifications contained in the National and Scottish Vocational Qualifications frameworks covering the hospitality and retailing sectors. NVQs and SVQs at Levels 3 and 4 are progressively being taken up. Of particular importance is the introduction of the Modern Apprentice scheme based on the NVQ framework which offers a training programme up to assistant manager level (NVQ3);
- degrees and diplomas are awarded by institutes of further education and other major awarding bodies and certificates are issued by individual companies, educational establishments or independent trainers confirming attendance on their courses and/or success at their own examinations.

COURSES SPECIFICALLY COVERING DISORDER-RELATED ISSUES

8.11 In 1986, the Standing Conference on Crime Prevention recommended that training be undertaken by licensees in licensing law and dealing with conflict and violence. This recommendation has been partially satisfied by the introduction, in 1994, of the National Licensee's Certificate covering the on, off and restaurant trades. The awarding body for the certificate is a wholly owned subsidiary of the British Institute of Innkeeping.

8.12 The qualification is based on a syllabus agreed by a steering committee chaired by the Home Office and made up of representatives from the industry and the regulatory authorities. It covers basic licensing law and the licensee's social responsibilities such as the prevention of and dealing with violence, doorstaff, pubwatches, drinking and driving, proof of age and drugs. Most licensing committees in England and Wales now expect applicants for liquor licences to possess the National Licensee's Certificate or an equivalent qualification. During 1994 - 1997 some 70,000 candidates took the examinations and courses leading to them are now run in over 220 training centres. These centres are located in companies, colleges of further and higher education and independent training organisations. A similar scheme in Scotland is being implemented during 1998.

8.13 In March 1998, the Glasgow Licensing Board introduced a requirement that all applicants for a liquor licence must attend an approved training course "The Professional Licensee", on the management and control of licensed premises, delivered by the Glasgow College of Food Technology. This requirement extends to managers and deputy managers. The Board consulted widely with relevant licensed trade associations on course content and presentation. Exemptions will be granted if licence holders can show they have attended an approved equivalent course such as the Scottish Licensed Trade Association's "New Licensee Course" or hold the British Institute of Innkeeping's National Licensee's Certificate.

8.14 Another exciting development in Scotland is the extension of the SIPS programme (Server Intervention Programme Scotland) across Scotland. Originally developed in the Grampian region (1992-6) this programme, funded by the Scottish Office and managed by the Scottish Council on Alcohol, aims to promote professional, responsible standards for licensed trade staff and provide flexible, quality training. For more information see Section 10.

8.15 Two video-based learning packages, one for publicans entitled *No More Trouble!* and one for off-licensees called *Seeing Off Trouble* are obtainable from The Portman Group by telephoning 0171 499 1010.

OUTLINE CONTENT OF 'MODEL TRAINING COURSE FOR LICENSEES'

8.16 MCM Research's 1990 report *"Conflict and Violence in Pubs"* found that management skills and approach had more influence on levels of violence in pubs than any other factor, accounting for 45% of the variation in these levels. The research identified which approaches have proved most useful. Course objectives should be to provide licensees with:

- a clear understanding of the nature and causes of aggression and conflict in pubs and
- clear guidelines on the most effective approaches and strategies for the prevention and management of conflict.

ESTABLISHING ORDER

8.17 Regardless of previous experience, licensees in their first six to twelve months in a pub experience more than twice as much trouble as in subsequent periods. It is important to:

- establish clear and consistent standards;
- create a sociable, friendly atmosphere where aggression will seem "out of place";
- combine firmness with fairness; and
- balance friendly involvement with professional detachment.

MONITORING AND PREVENTION

8.18 The majority of problems can be prevented by effective monitoring, recognition of the "danger signals" and early, appropriate intervention. The key guidelines here are:

- use unobtrusive low-key monitoring techniques such as glass-collecting;
- combine monitoring with sociability;
- intervene early and tactfully; and
- recognise the customer's perspective.

CALMING AND CONTROL

8.19 Very angry, aggressive individuals will not respond to direct orders from the licensee. It is essential to calm the offender down before attempting to control his or her behaviour. The key guidelines here include:

- remove audience effect;
- never respond to provocation; stay calm and employ calming strategies;
- be assertive, not aggressive; use talking and non-physical methods as the basic approach; and
- make your requirements clear and always allow offenders opportunity to comply, without losing face.

UNDERSTANDING FRUSTRATION

8.20 Almost half of all "routine" aggression in pubs is due to the effects of frustration. Frustration - not getting what you want or expect to get - does not automatically result in aggression but produces a readiness for aggression which can easily be triggered into an aggressive or violent response. Managers and staff of licenses premises should:

- keep all equipment and machines in working order and furniture in good condition and ensure that tables and counters are kept clean and free of clutter;

- make sure that staff are sensitive to the potential reactions of frustrated customers: ensure that they always acknowledge waiting customers and serve in strict rotation; and
- avoid hostile or potentially offensive remarks which can trigger aggression.

POOL TABLES

8.21 About 20% of all violence in pubs arises from activities on or around pool tables. The key guidelines here are:

- only allow two cues out at any time;
- ensure that there is a clear system for turn-taking;
- make local rules clear to newcomers;
- forbid heavy betting and potentially disruptive games such as "Killer"; and
- constantly monitor and intervene early in disputes.

CLOSING TIME

8.22 Over half of all violence in pubs happens in the last hour of trading on Friday and Saturday nights. Problems can be dramatically reduced by careful management of the end of the evening session. Strategies include:

At Last Orders

- staff are organised to cope with the rush: all staff are behind the bar so that everybody gets served in time;
- the music or juke-box is turned down; and
- staff prevent individuals from buying large quantities of drink which they will be unable to finish before closing.

At 'Time'

- the bar is closed and bar lights switched off and
- customers are acknowledged as they leave with friendly farewells.

Drinking-up

- while clearing up, the staff and licensee quietly remind any remaining customers that it is nearly the end of drinking-up-time;
- last stragglers are encouraged to leave in a friendly but insistent matter;
- obvious hints, such as chairs being put up on tables, indicate that the pub is about to close; and
- the licensee deals with any really stubborn customers himself emphasising, if necessary, his legal obligations.

Designing Out Violence

INTRODUCTION

9.1 While the strongest tool in preventing disorder is alert and firm management, good design of licensed premises can make a significant contribution to reducing the likelihood of disorder or criminal activities. While the best time to consider such issues is at an early stage in the design process, even at an advanced stage it can be possible to make minor changes (eg siting of mirrors) which can make a positive impact. Every police force has an architectural liaison officer or crime prevention design advisor whose role includes working with landlords. During 1998, the Brewers and Licensed Retailers Association will be publishing a booklet entitled *"Licensed Property: Security in Design, Considerations for Effective Licensed Property Security Systems"*.

9.2 A practical example of the power of design is a public house formerly called the Pear Tree, in Greater Manchester, which was closed in October 1993 after a history of violence and then reopened under a new name after a total redesign which transformed it from problem pub into a model of a community local. For more details see Section 10. The Metropolitan Police's Crime Prevention Co-ordinator has also contributed to a number of successful redesigns.

BASIC PRINCIPLES

9.3 There is no single design formula that can be applied to all licensed premises as every location should be looked at as a unique site. There are certain principles, however, that need to be considered in all cases such as the trading style, typical clientele, location and basic physical features of the premises. Also, with the increasing trend towards providing drinking areas outside the premises eg tables on the pavement, it is important to try to use a consistent approach inside and out. This section identifies the critical design issues relevant to new developments, refurbishment schemes and "trouble-shooting" in licensed premises that have recurring problems of conflict and violence.

9.4 While there is no direct link between design features and violent behaviour - physical features do not, in themselves, cause aggression - good design can certainly minimise the opportunities for crime (eg by ensuring that there are no "out of sight" areas, toilet entrances in recesses etc).

9.5 The design of "at risk" pubs should aim to meet the needs of customers for a good night out while avoiding over-stimulating them and thus provoking aggressive moods and behaviour.

The aim when designing licensed premises should be:

- to meet reasonable customer expectations;
- to achieve an optimal balance in terms of stimulation;
- to provide an environment that maximises ease of monitoring and management; and
- to avoid creating spaces that serve as "poser platforms" for macho display.

Factors to consider are outlined below.

FRUSTRATION

9.6 Frustration arises when customers are prevented from doing what they want or getting what they expected to. If “triggered” in some way, this can result in conflict. Frustration is often directly linked to design factors, including insufficient bar serving areas; poor lay-out; inappropriate heat, sound and light levels; poor-quality fittings that are easily damaged; fittings in lavatories that are easily vandalised or damaged and Amusement With Prizes machines , cigarette machines, pool tables, etc. that are inappropriately sited. The solutions to many of these problems can be simple and cost-effective.

LAY-OUT

TRADITIONAL OR OPEN PLAN?

9.7 There is a basic design conflict between the need of licensees and their staff to be able to monitor the behaviour of customers and the preference of many customers for a secluded area for themselves and their friends. Open-plan designs often meet the needs of the licensee but fail to satisfy customers. Open-plan can also have the disadvantage of permitting the “contagion” of aggressive behaviour - a small incident is highly visible and can influence the mood and behaviour of other customers.

9.8 Traditional two or three bar designs tend to be more popular with customers and limit the contagion of aggression but they present problems for the licensee and his or her staff who are less able to spot trouble developing and take early preventive action.

9.9 Optimal designs may include an open-plan space that is divided in such a way that groups of customers are visually, or psychologically, separated but the licensee and staff can monitor the activities of everyone in the pub. The devices used to achieve such separation can include solid partitions where they do not obstruct the licensee's view, trellis or mesh partitions where blind spots would otherwise be created and differentiated lighting effects.

9.10 Where blind spots are inevitable, many licensees and their staff favour the use of carefully positioned decorative mirrors rather than more obvious security devices. However, CCTV with a monitor behind the bar is also an option which is increasingly used. (The whole issue of CCTV needs to be carefully thought through in terms of what is wanted from the system eg if its purpose is to deter then it should be highly visible but if it is to provide intelligence for identification purposes then it should be more discreet).

9.11 It is important that staff understand the reasoning behind the various design features as this will help them to make best use of the benefits.

FLOW PATTERNS

9.12 The anticipated flow of customers within the pub should be a significant element in the design brief. Customers must be able to approach the bar and return to their seats with the minimum of physical contact with others, especially those who are seated. Flows to and from vending and amusement machines and lavatories should similarly be unobstructed. By reducing the potential for jostling, spillage of drinks, etc., many sources of conflict can be avoided from the outset.

SITING AND DESIGN OF THE BAR AREA

9.13 It is important that the bar is sited so that bar staff have control over certain areas eg the entrances to any private space (kitchens, offices, living quarters), customer entrances and exits and have clear sight lines to the entrances to the toilets. It has been estimated that around half of all disorder takes place in or around the toilets. In high risk premises it can be useful to have a “safe room”, accessible only from behind the bar and with a telephone, that

staff can retreat to if necessary. Emergency exits that are not in sight of the bar should be alarmed.

9.14 There are a number of factors to consider when designing the bar area. One concerns the level of the floor behind the bar counter. There are clear advantages to raising it:

- easier for staff to see customers who are waiting to be served;
- a better vantage point from which to spot potential trouble brewing (ensuring that there are clear sight lines to likely trouble spots such as pool tables, amusement machines and toilets is important) and
- a safer environment for the staff.

9.15 A further issue is the practice of suspending glasses above the bar. While the intention may be to enable the staff to maintain eye contact with a customer while selecting a glass, poor design can result in customers being able to reach glasses for use as weapons.

9.16 There should always be a telephone within easy reach behind the bar in case trouble develops.

POOL TABLES

9.17 Pool tables should be situated in a position away from customer flows. It has been estimated that one fifth of all pub violence arises from the use of pool tables and extreme care must be taken to ensure that licensees and their staff are able to monitor the behaviour of players effectively. A notice board displaying the rules of the game and a chalkboard, for orderly turn-taking, should be provided.

“ It has been estimated that around **half** of all **disorder** takes place in or around the **toilets**. ”

LIGHTING

9.18 Lighting in pubs can play a significant role in creating the right atmosphere. Extremes of lighting ranging from dazzling to dingy should be avoided: very bright lights can create irritation for customers and dim lighting makes it difficult for the licensee to monitor the behaviour of customers effectively.

9.19 In the section on lay-out, the need to break up large, open areas into smaller units was noted. Directional lighting, which creates pools of light interspersed with less brightly lit areas, can help to achieve the effect of divisions.

9.20 It is useful for a licensee to be able to control light levels to cater for varying customers' needs or the time of day - a licensee may, for example, wish to increase the brightness to help provide a clear indication of closing time or dim the lights behind the bar after 'last orders'. A bank of dimmers and switches is useful for this purpose.

Current Initiatives

STRATEGIC APPROACHES

Bradford Inner City Licensees' Association

Chris Plowman, Secretary, BICLA, Community Safety Unit, West Yorkshire Police, The Tyrls, Bradford BD1 1TR Tel 01274 376 419

The Bradford Inner City Licensees' Association (BICLA) was formed in October 1988 against a background of considerable alcohol-related disorder and violence within the city centre which makes up a large part of the GA Central Division of the West Yorks Police. The initial objective was to form a cohesive body able to represent all licensees, owners, tenants and managers of the 120 premises in the city centre area.

The association has an elected management committee and a constitution. The Community Safety Sergeant at Central Police Station fills the post of secretary. Regular monthly meetings have been held since inception with a healthy attendance rate. The licensing justices are represented at every meeting by their Principal Licensing Clerk who provides an important link with the magistrates themselves.

BICLA has been behind the development of a number of initiatives:

- **banning.** Over 130 people have been "banned" from all member premises. The decision to impose an association-wide ban is made at the monthly meetings at the request of a member and requires a majority vote. The banned person is given a chance to make his views known at the next committee meeting by attending personally before the ban is put into effect. Each banned person is notified in writing by the Secretary on headed BICLA paper. The names of the banned people are published on "lists of shame" displayed in all member premises. No photographs are circulated;
- **proof of age cards.** In order to tackle underage drinking BICLA started its own proof of age card scheme when first constituted. The completed application forms are posted to a local validation officer who is an association member and the card sent to the prospective user free of charge;
- **licensee training.** The police seek to respond to training needs identified eg drugs seminars have been conducted after BICLA meetings; and
- **doorstaff training and registration scheme.** A working party of BICLA members was established in early 1991 to address the problem of door supervisor related violence. In July 1992 Bradford Council amended the standard conditions of all City Centre Entertainment Licenses to include the necessity for staff to be registered and trained by the BICLA scheme. Registration is valid for three years.

BICLA has achieved a significant measure of success. Since 1988 alcohol-related disorder has declined by 80%.

"Respect Initiative"

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In May 1997, the Alcohol Sub Group of the North East Lincolnshire Drug Reference Group launched the "Respect Initiative". This was developed in response to widespread concern about youths causing annoyance, often fuelled by alcohol. A public meeting held to discuss incidents on a housing estate saw the issue raised in a different guise: complaints were made about underage young people buying alcohol at the late night convenience shop. A resident who also worked in the shop pointed out that the staff received no training in dealing with young people and felt unable to refuse because of the risk of the young person becoming abusive.

When Great Grimsby Safer Cities Project was approached to facilitate training for off-licence staff they felt that the issue should be tackled using a multi-agency approach and the Alcohol Sub Group was born with representatives from Safer Cities, the police, the housing department, the youth service, off-licensees and the magistrates court. From the outset the group felt that the initiative needed to cover more than training and that it should not be seen as a punitive campaign against young people.

The following elements were included: off-licence staff training; posters for off-licences; letters to parents; letters to off-licences; "Respect" poster campaign.

Training 98 staff from off-licences attended the pilot training scheme. They subsequently reported a boost in morale and the confidence to say "no" to underage purchasers plus the fact that the gangs of youths who used to gather outside shops no longer do so.

Posters Off-licence staff wanted their refusal to be backed up by some visible means. A poster was developed which explained the shop's position, included the logos of the local authority, police and Safer Cities, and publicised the Portman Group's "Proof of Age" card. Youth officers and police have reported reduced levels of drunkenness and nuisance.

Letters to parents A letter was developed for sending to parents if their child had been involved in an incident and was found to be drunk, in possession of alcohol, swearing or behaving disruptively. The letter is designed to alert parents to the risk that their child is running and to give contact numbers for the local Alcohol Counselling Service and Youth Information Counselling Unit. It is signed by the local Superintendent.

Letters to off-licences This letter is designed to remind off-licences, around whose premises there has been disruptive behaviour by young people, of their legal responsibility not to sell alcohol to under 18s (with, ultimately, the risk of having their licence revoked) and to give advice about how to deal with awkward situations.

"Respect" posters The group felt strongly that young people were often the focus of unwarranted criticism from the public and that it was important to ensure that they did not feel that the initiative was a "Let's bash the kids of today" scheme. Posters were developed with messages like "Need your own space? Give them theirs"; "If you want respect then give it!"; "Respect their space - they'll respect yours". There was a high profile launch, involving a local sporting celebrity and the campaign has been popular with both young and older people.

Swindon Alcohol for Enjoyment (SAFE)

Eddie Adams, Secretary, Swindon College, Ferndale Road, Swindon, Wiltshire SN2 1HL Tel 01793 498401

Swindon Alcohol for Enjoyment (SAFE) aims to prevent and reduce alcohol-related crime through multi-agency action. It was established in 1990 following a conference organised by the Swindon Crime Prevention Panel in September 1989 which brought together the various agencies concerned with alcohol abuse. SAFE sees its role as a forum for discussion and a

pressure group concerned with achieving the right balance between the freedom of the individual and the interests of society as a whole, to ensure that the consumption of alcohol is a social enjoyment rather than a social evil.

Meetings are held four times a year and SAFE's membership includes local solicitors, local authorities, Swindon Health Promotion Service, licensing justices and their clerks, local licensees, police, probation service, Swindon Crime Prevention Panel and Arkells Brewery Ltd. SAFE have been responsible for the following initiatives:

- **training course for licensees.** Six two-day courses a year are run for new licensees leading to the BII's National Licensee's Certificate. In 1997 more than 100 people attended the course. In January 1996 the Swindon Licensing Committee restated its policy that it expected all new applicants for an on-licence (and off-licences and restaurant licences where appropriate) to obtain the certificate in advance and that it expected even experienced applicants to attend the SAFE course and obtain the certificate within 6 months;
- **doorstaff registration scheme.** Efforts are ongoing to establish a local scheme;
- **pilot schools survey.** This was carried out to establish young people's drinking habits. The survey, which covered 313 young people between the ages of 12-15, was completed in September 1997. An initial analysis suggested that alcopops were not a particular problem in the Swindon area but it was agreed that a further study should be undertaken targeting under 12 year olds and 16-17 year olds;
- **pubwatch schemes.** There are two informal pubwatch schemes in Swindon: one in Old Town with about 10 pubs and a football pubwatch in the town centre. There are also schemes in the outlying towns of Wootton Bassett and Marlborough;
- **information pack for licensees.** This incorporates Wiltshire Police's "Advice to Licensees" booklet.

The Spotlight Initiative

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Tel 0141 532 2138*

In October 1996, the Chief Constable of Strathclyde Police launched the Spotlight Initiative designed to "identify and effectively address the real concerns of the people of Strathclyde".

Nine months of consultation identified the following concerns:

- graffiti in public areas;
- litter and broken bottles strewn in the streets;
- underage drinking; and
- crowds of disorderly youths loitering, drinking alcohol or using foul language.

People reported that they feared encountering disorder, or potential violence and humiliation, at the hands of drunken or disorderly people. In many parts of the Strathclyde police area, disorder calls accounted for some 50% of all incidents attended. In a large number of these, alcohol was a contributory factor.

The Spotlight Initiative sought to address these problems with the co-operation of licensed trade associations as well as individual licensees of pubs, clubs, discos and off-sales premises. The following initiatives were launched:

- **the Licensee's Charter.** Strathclyde Police and the licensed trade associations developed a code of conduct - particularly in relation to proof of age for young people - and distributed it in the form of a highly colourful poster to off-sales premises across the Force;

- the “Shop a Shop” campaign. The Force teamed up with the Sunday Mail newspaper and members of the public were invited to call a special Sunday Mail Hotline to report unscrupulous traders whom they believed were selling alcohol to young people. The Sunday Mail passed all the information to Crimestoppers. Officers reported that as a result of the campaign, suspect traders became more circumspect and the apparent level of youngsters found with alcohol was significantly reduced;
- enforcement of drinking in public places byelaw. Public consumption of alcohol was made an offence in the City of Glasgow and other parts of Strathclyde in August 1996. This byelaw has served to ensure that disorderly behaviour across Strathclyde has been reduced. In one area surrounding the Ibrox football stadium, previous problems (disorderly behaviour, public urinating in gardens and the streets, litter of alcohol cans and bottles) have almost disappeared;
- Operation Babes. Police were concerned at the extensive use of knives, bottles and glasses as weapons outside pubs and clubs at the end of an evening - implying that stewards were not carrying out search procedures at the door. In “Operation Babes” several young officers went undercover in their glad rags to test the stewarding procedures at the doors. They discovered that procedures were almost universally lax. Managers have now been reminded that customers must not leave the premises carrying bottles and metal detectors are now being used to detect people carrying weapons onto the premises. The initiative has been welcomed by premises and has proved very successful.

York Anti Alcohol-Related Disorder Strategy

PC Arthur Swaine, Licensing Officer, Divisional Headquarters, North Yorkshire Police, Fulford Road, York YO1 4BY Tel 01904 669477

The stated aim of the North Yorkshire Police's Community Safety Strategy is “to enhance the quality of life within North Yorkshire by the development of close working partnerships between the community, public, private and voluntary organisations”.

One strand of the strategy is dealing with the problem of alcohol-related crime and disorder and York Police Licensing Department has, in conjunction with the local licensing justices and the local authority, developed a strategic approach to reducing alcohol-related disorder on the streets. It consists of the following:

- all on-licensees must join the pubwatch scheme using a pager system. With effect from 11 February 1998 all public houses are required to have a pager;
- Exclusion Orders are vigorously used and licensees must ensure that a person subject to an Order is denied access to the premises;
- York operates a Doorsafe Registration Scheme of which licensees must ensure their door staff are members; and
- all licensees must attend two meetings a year at which matters of common interest are discussed.

The licensing justices make all the above requirements a condition of granting an on-license. In addition, York Police operate the following:

- anyone convicted by magistrates of three alcohol-related offences within twelve months can be declared an “habitual drunkard” under the Inebriates Act 1898 and be banned for three years or more from buying alcohol in the City of York;
- York police circulate to all licensed premises a regular newsletter known as the “Coppers Tale” which includes photographs of all people who are subject to Exclusion Orders or bans under the Inebriates Act;

- training courses are available for licensees: a two day course for on-licensees, held monthly, which consists of the British Institute of Innkeeping's National Licensee's Certificate plus sessions on crime prevention, drugs awareness and conflict management; a one day course for off-licensees and a one day course for doorstaff. Each year around 160 people attend the on-licensee course; 80 attend the off-licensee course and 150 attend the doorstaff course; and
- a free good practice guide called "A Publican's Guide", prepared in association with The Portman Group, is provided for every publican.

The initiative has certainly played a significant role in reducing crime and disorder in York. Between 1993 and 1997 the crime rate declined by 40%.

TOWN CENTRE INITIATIVES

RETAILER ACTION

Oxford City Centre Initiative

Marcus Laphorn, City Centre Manager, Oxford City Council, Clarendon House, 52 Cornmarket Street, Oxford OX1 3HD Tel 01865 252200

In April 1997, in response to the increasing number of alcohol-related incidents in the city centre, the City Centre Manager and local police decided to try the approach of reducing access to strong (above 6% ABV) beers and sherries in the city centre. First on board were J Sainsbury in April 1997 who agreed to remove 18 lines from their shelves followed, a few months later, by the Co-op and then, in November 1997, by three off-licences. Alcohol-related incidents were monitored and there was found to be a sharp fall over the relevant period - not just in drunk and disorderly behaviour in the stores and the city centre but also in shoplifting and aggressive behaviour towards staff. The feeling is that everyone has benefited.

Taunton Town Centre Partnership

Jenny Hoyle, Taunton Town Centre Manager, Old Municipal Buildings, Corporation Street, Taunton, Somerset TA1 4HQ Tel 01823 354299

Responding to a public perception (not entirely accurate) that the town centre had a significant number of street people causing disorder as a result of alcohol-related problems, the town centre manager arranged a meeting in August 1997 of all town centre off-licensees and the police. 75% of the licensees attended.

The meeting resulted in a voluntary arrangement, which came into effect in September 1997, whereby town centre off-licensed premises do not supply high alcohol/low value products to street people known to have a drinking problem. Recognising that this policy was likely to create confrontational situations for the licensees, the police undertook to provide additional support in the form of carrying a TRAC (Taunton Retailers Against Crime) radio - a closed radio link to which many of the premises belong - to enable them to respond quickly to incidents and providing extra Special Constables to help. In practice, there have been few call-outs arising from additional hassle to licensees.

The voluntary scheme has made a significant impact. Fewer alcoholics now congregate in the town centre and those that do are less of a problem.

CURFEW APPROACH

Glasgow Policy of Entry Restriction on Late Hours Extensions

Angus Livingstone, Depute Director, Legal Services, Glasgow City Council, City Chambers, Glasgow G2 1DU Tel 0141 287 5442

In October 1992, a Working Party of the licensing board and licensing committee of the City

of Glasgow District Council was set up to consider reported problems associated with the late licensing of premises, particularly in the city centre area. The Working Party consulted with officials from the police, fire brigade, building control and environmental health departments and in May 1993 introduced a new policy in relation to the grant of applications for the regular extension of permitted opening hours.

The new policy was designed to help the police with public disorder, the incidence of crime, the movement and control of clubbers moving between licensed premises and the dispersal of people from the city centre area in the early hours of the morning; but against that to balance the legitimate commercial interests of late night traders. The policy consisted of:

- removing a previous distinction between the permitted opening hours inside and outside the city centre area - thereby encouraging people to use the facilities local to them rather than going into the city centre;
- ensuring that closing times for fast-food outlets were an hour later (3am) than those of clubs and discos, to accommodate the interests of those other late night city traders; and
- introducing an entry restriction in clubs and discos ie prohibiting clubbers from entering or re-entering licensed premises after 12 midnight (subsequently relaxed and now set at 1am).

The licensing board asked the police and other interested agencies, such as hospital casualty departments, to provide regular monitoring information to determine the effectiveness of the policies in relation to public disorder. The first review of the policy, in January 1994, revealed an overall reduction in particular types of crimes of violence and disorder in the city centre area. In the light of this and other factors (increased door supervision, the introduction of CCTV etc) discos' permitted hours were extended to 3am and the curfew extended to 12.30pm. In 1995 the latter was further extended to 1am and the policy continued to be reviewed annually until May 1997. The current arrangements will remain in place until at least 1999.

The overall conclusion of the Glasgow police has been that the restricted entry condition (the so-called "curfew") has had a significant impact on the maintenance of order on the city's streets.

BYELAWS

Argyll and Bute Council Byelaws

William Venters, Corporate and Legal Services, Argyll and Bute Council, Kilmory, Lochgilphead PA31 8RT Tel 01546 602127

On 7 July 1997, Argyll and Bute Council brought into force the byelaws to prohibit the consumption of alcohol in designated areas of Dunoon, Lochgilphead, Oban, Port Ellen on Islay and Rothesay as a response to two kinds of nuisance:

- groups of young people getting drunk and indulging in loutish behaviour and
- hardened alcoholics who congregated in town centres.

One particular problem was the Cowal Highland Gathering - an annual event in August which always gave rise to large gatherings of drunken people on the streets of Dunoon behaving in an intimidating way.

A publicity campaign was launched before the Cowal Highland Gathering in August 1997 in order to promote awareness of the existence of the byelaws. This involved the Council's PR Department in liaising with licensees, transport operators, local press and radio in order to ensure that people attending the event knew that they could not drink on the streets of Dunoon. The result was a great success - the byelaw was judged by the police to have

significantly reduced the level of drink-related disorder compared with the previous year. At an annual licensing conference held in Dundee in September 1997 Henry McLeish, Home Affairs Minister at the Scottish Office, cited Argyll and Bute's initiative as a notable example of the multi-agency approach. The early success of the byelaws has resulted in interest from neighbouring towns and the Council is working with Campbeltown and the Helensburgh and Lomond areas.

Coventry Byelaw

Peter Collard, City Centre Manager, City Centre Company (Coventry) Ltd, New Union Street, Coventry CV1 2NT Tel 01203 832773

Responding to serious disorder problems in the early 1980s in the city centre, Coventry established the Alcohol Related Crime Project in 1985. It was a partnership made up of licensees, brewers, licensing justices, the City Council, police, the local alcohol advisory service, the Chamber of Commerce and the Home Office. One of the initiatives spawned by the project was the introduction, in November 1988, of an alcohol byelaw, approved by the Home Office as a two year experiment, making alcohol consumption in the city centre outside licensed premises an offence. An offence was only created when a person continued to drink alcohol after being asked to stop. Warning notices advising that an Alcohol Free Zone was being entered were put up as were signs in key locations throughout the centre.

The experiment was part of a package of measures, had public support and was a great success in reducing incidence of anti-social behaviour, drunkenness and verbal abuse. This became permanent in 1990 and drinking in unauthorised public areas no longer presents a problem.

CLOSED CIRCUIT TELEVISION

Burnley Town Centre Crime Reduction Scheme

Graham Smyth, Community Safety Officer, Burnley Borough Council, Town Hall, Burnley BB11 1JA Tel 01282 457042

The crime profile of Burnley, carried out in 1994 at the outset of the Burnley Safer Cities Project, identified that during the period April 1993 and March 1994 16% of car crime, 19% of criminal damage, 24% of violent offences and 40% of drug offences were concentrated in Burnley town centre. While alcohol-related disorder was not especially highlighted, it was one of a number of problems identified as was the lack of entertainments other than drinking in the city centre (lots of pubs and clubs but no theatre and only one cinema, opened in 1997).

Burnley Borough Council, in partnership with the police and other organisations, responded to this situation by initiating measures to safeguard the quality of life of town centre users and reduce both crime and fear of crime. An integrated approach to the centre's problems was implemented during 1995 which included: the introduction of a pubwatch scheme and publication of a guide to the peaceful running of public houses; a registration scheme for doorstaff and work with community and voluntary organisations targeting young people and encouraging them to focus their energies on matters than anti-social behaviour. However, the centrepiece of the strategy was the introduction of a state-of-the-art CCTV system.

The system features 45 cameras located according to the geography of crime in Burnley. Camera equipment is leased, allowing Burnley's system to keep up with new technical developments. The control room is staffed around the clock by the Royal British Legion and a monitor and direct telephone link to the police station allows transfer of live pictures to them. This facilitates instant response to situations and efficient deployment of police resources in the town centre.

One innovation is the provision of six "public help buttons". These are sited around the town centre and provide a direct audio link with the control room (from which the help point user can also be seen). In the event of an incident, or even if an individual simply feels unsafe or threatened by a situation, the help button can be used and reassurance - or reinforcements - provided by the control room.

The results of the introduction of CCTV have been very significant. In the period between "switch on" on 26 April 1995 and end February 1996, compared with the previous year, crime other than shoplifting in the town centre was down by 48% (car park crime was down by 75%).

Ipswich CCTV

Jim Manning, Borough Community Safety Officer, Ipswich Borough Council, The Civic Centre, Civic Drive, Ipswich IP1 2EE Tel 01473 262702

A comprehensive CCTV system has been in operation in Ipswich since March 1994. People had expressed fears about car crime in car parks, disorderly behaviour and graffiti in town centre streets and damage to property. Surveys carried out in the town showed that 97% of people agreed with the Council's decision to install CCTV cameras.

The 72 cameras in the system are monitored by the Borough's Emergency Services Centre 24 hours a day by a minimum of two staff at any one time. The Centre is linked into the Suffolk Police Headquarters control room at Martlesham and officers can receive pictures sent to them by Council staff. Tapes of any incidents which do occur can be used in any subsequent court cases. Leisure companies owning nightclubs and bars have provided cameras at their own expense linked into the control room.

Since the system has been operational, there has been an annual average of 325 incidents spotted, 80 arrests and 15 cautions. The Emergency Services Centre won a top award from the International Society of Crime Prevention Practitioners for "the most outstanding, non-police, community based crime prevention programme 1994".

Funding for the system has come from a variety of sources:

- proportion of car parking income (charges were raised by a small amount);
- income from monitoring cameras for other organisations;
- sponsorship from 18 companies with a presence on the High Street (principal sponsor: Willis Coroon plc); and
- £13,200 from the Government's CCTV Challenge funding.

The CCTV system has been a tremendous success in cutting crime and the fear of crime in the town and has resulted in more people using the town centre, particularly at night. Business confidence has increased with an upturn in the usage of shops, public houses, nightclubs, restaurants and other places of entertainment.

LATE NIGHT TRANSPORT

Doorstaff on Buses Scheme

Ken Mackie, Town Centre Manager, Wolverhampton Metropolitan Borough Council, Civic Centre, St Peter's Square, Wolverhampton WV1 1RP Tel 01902 556556

A liberal licensing approach in Wolverhampton has meant an increase from two late night bars in 1993 to over 40 in 1998. One problem generated by this thriving night life is how to get people home. The black cabs are reluctant to work late and the number of private hire vehicles is insufficient to deal with the demand at 2am.

To address this problem, the police, club owners and the main bus operator designed a late night bus scheme to cater for the needs of clubgoers. It began operations in March 1996,

initially for a trial period of three months. Under the scheme, the clubs provide trained doormen to travel on the buses which leave the town centre at appropriate times and travel on the routes identified as the most popular in a survey of clubgoers.

Originally the clubs also agreed to underwrite any losses incurred by the bus company but the scheme has been so successful that this is no longer required and the bus company has expanded the service to cover six routes instead of the original three and increased the number of times the buses run.

The buses operate on a loop route at a fixed fare and drivers use their discretion to move away from the prescribed route where necessary to ensure the safety of their charges. On New Year's Eve 1997, the night buses carried over 1000 people from the town centre.

Meetings between the police, Wolverhampton Community Safety Partnership, the town centre management and the club owners continue to take place to ensure a joint approach to any problems that arise.

"Home and Dry" Campaign

*Karen House, Leicestershire Health Promotion Centre, 92 Regent Road, Leicester LE1 7PE
Tel 0116 258 8869*

In August 1996 a six month project, funded by the Health Education Authority, was launched which aimed to get young people home safely after a night out at the nightclub. A Campaign Steering Group was formed made up of: the Leicestershire Health Promotion Centre, Leicestershire Alcohol Advice Centre, Krystals Disco, Leicester University Welfare Services, a taxi company called Fox Cabs and Leicestershire Constabulary.

The campaign brought a number of initiatives together:

- free soft drinks were provided, all night, for designated car drivers. They would hand in their car keys at Krystals Disco reception and collect a book of ten free drink vouchers;
- an assisted booking service was set up which allowed taxis to be booked and paid for in advance. This had two aims: to reduce the risks to young people who spent all their money on drink and then could not get home and to avoid others from looking for a taxi on the street late at night;
- female cab drivers were available on request;
- a driver rescue package was set up to deal with the situation where the driver realises (s)he is over the drink drive limit. It consisted of two drivers, one to collect the young person's car and the other to drive the group home; and
- Krystals "Club Connection" - a coach service which would pick people up at various points and involved an all-in admission and bus fare .

Publicity was provided through a range of promotional materials distributed at Leicester University halls of residence, in Fox Cab vehicles and around Krystals Disco. Additional publicity came from the University's website, local radio and local publications. The campaign was valuable in several ways:

- it helped to focus public attention on issues around alcohol and young people's safety;
- the constituent parts of the initiative were so successful that they have continued without further support; and
- it has allowed the trial of new, innovative services which can be developed further eg pre-booked taxis.

Oxford Late Night Bus Services

David Whitley, Marketing Manager, Stagecoach Oxford, Horspath Road, Cowley, Oxford OX4 2RY Tel 01865 772250

In 1993, Thames Transit (renamed Stagecoach Oxford in July 1997) decided to expand its "Oxford Tube" - a high frequency Oxford to London express coach service - to a 24 hours a day, seven days a week service to take account of the needs of those wishing to spend the evening in London. The popularity of this initiative led Thames Transit to explore the potential for other buses to run in the early hours, initially only at weekends.

In 1994, the company experimented with buses operating until 3am on two key city routes and four rural routes. The response was astonishing - even with buses running every 20 minutes, the company often had to send out extra buses to cope with demand. Eventually, in 1996, Oxford's first 24 hour bus route was launched between Oxford and Blackbird Leys. Since then two more 24 hour routes have been added.

Frequencies range from 20 minutes to hourly, depending on the route, giving Oxford arguably the most comprehensive bus service in the country. Between 1am - 2.30am loadings range between 60 and 95 passengers per bus. All buses run on a "hail and ride" basis so that the services are more like taxis in their flexibility for boarding and alighting - though along fixed routes.

Not surprisingly, the majority of late-night passengers have been drinking and the buses can be quite lively. Trouble can happen but is rare. The company believes in reducing the chance of confrontation so buses are not fitted with driver assault screens or video surveillance equipment. However, at the depot in Oxford there is a 24 hour control room and every bus is fitted with a two-way radio. In case of emergency, the controller will go to the scene immediately. The company has a good relationship with the police and if necessary can call them in for help.

PUBWATCHES

Brixton Pubwatch

PC Colin Weaving, Licensing Officer, Brixton Police Station, 367 Brixton Road, London SW9 7DD Tel 0181 649 2067

Brixton Pubwatch was relaunched in 1994 and has been found to be very successful, turning Brixton's pubs into "virtual crime free zones". The Vodawatch system from Racal-Vodapage is used by the Brixton scheme. Following an incident, a licensee calls the 24 hour bureau and speaks to a trained operator who leaves a message in a voice messaging box. A paging call is then automatically sent to other members of the group alerting them to the message awaiting them. The scheme regards the pager as more efficient than the standard telephone warning system but it does rely on pagers not being mislaid or turned off.

An integral part of being a member of the pubwatch scheme is attending two meetings a year, one in the Spring and one in the Autumn. They cover a number of subjects eg drug awareness, crime awareness, licensing legislation. They might include a presentation or a video and discussion. There are also two social events each year to help licensees and police to get to know each other better - a summer barbeque and a Christmas party.

In 1994 the Licensing Officer started a two monthly newsletter for pubwatch members covering a variety of licensing issues. Children in pubs and underage drinking often feature - generally reminding licensees of their responsibilities.

Guildford Pubwatch

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Guildford Pubwatch was relaunched in August 1996 as an integral part of a package of crime reduction measures which include CCTV, doorstaff training/registration and a cabwatch scheme. The whole package is thought to have played a significant role in reducing alcohol-related crime and disorder in Guildford.

The scheme is currently running at full capacity with 40 members and includes all public houses, nightclubs and major off-licences in Guildford town centre. Meetings are held every two to three months. At present, approximately 15 members have pagers which are linked to the police. Remaining members communicate by telephone. Some of the shops in Guildford are part of a town link radio system which is linked to CCTV and there are plans to look at switching from pagers to the town link radio system, provided brewers can assist with financial support.

The police provide administrative support by circulating the minutes of meetings and producing stickers, posters and a list, including photographs, of banned persons. Meetings are held every two to three months mainly to discuss watch business. From time to time, guest speakers are invited to give presentations to the watch on relevant issues. These have included representatives from the drug squad, the fire brigade and town centre management.

Guildford Pubwatch does not use Exclusion Orders as obtained through the courts but instead operates a highly effective system whereby anyone who causes trouble in any pub in Guildford town centre is banned from all pubwatch premises. The minimum ban is for twelve months but most people are banned for life. The length of the ban is decided by watch members. There is an appeals procedure and any appeals are considered by the Pubwatch Committee. There are currently 70 people banned from watch premises. The licensing sergeant for Guildford, Sgt Paul Yearwood, reports that he regularly receives letters from people begging to have their bans lifted as they cannot socialise in Guildford. Licensees report that when troublemakers are reminded that they could face a lifetime ban under Pubwatch, most leave pleading not to be put on the banned list.

The pubwatch scheme in Guildford has been restricted to the town centre as this is where most drink-related crime and disorder tends to be concentrated. In outlying villages such as Shere and Ash, schemes have been set up along similar lines to Guildford Pubwatch.

Perth Pubwatch

Ian Conway, Chairman, Perth Pubwatch Tel 01738 633 493

Perth Pubwatch was launched by a small group of licensees in November 1994 and currently numbers 35 members. Membership is restricted to publicans and nightclub owners. The pubwatch area includes the town centre and peripheries. Perth Pubwatch has been extremely successful in reducing crime and disorder particularly in the town centre.

In conjunction with Tayside Police, it has run a number of high profile public awareness campaigns. These have included a campaign to reduce underage drinking, targeted at parents of underage drinkers, and an initiative to discourage excessive alcohol consumption at Christmas office parties. An active public relations strategy using both local press and radio means that there is a high level of public awareness of Perth Pubwatch.

Perth Pubwatch has a formal constitution setting out the rules of the watch. Members must display laminated A4 signs bearing the Perth Pubwatch logo and stating Watch Rules. Failure to comply with these rules may result in expulsion from Pubwatch. It is strict policy to ban from all pubwatch premises persons guilty of certain types of anti-social behaviour: assault and possession of illicit drugs result in an automatic lifetime ban. Meetings are held on a monthly basis and are frequently attended by guest speakers. Talks to date have featured environmental health and safety, VAT inspection and licensing law.

Members of the watch pay a subscription of £20 per year. Regular fund-raising events such as a monthly raffle and an annual dance help raise additional funds and also enable members of the watch to get to know one another on an informal basis. The money raised through subscriptions and fund-raising helps covers routine administrative costs and allows for contingency expenditure eg Perth Pubwatch recently engaged the services of a solicitor to prepare a submission to the Licensing Bench contesting the proliferation of licensed premises in Perth.

To relay messages throughout the watch, Perth Pubwatch uses a combination of pagers and telephones and has a pager and telephone link to Tayside Police. This has worked well so far with messages normally being relayed throughout the watch within two minutes. The recent installation of CCTV in the town centre has reinforced the deterrent effect of pubwatch on crime and disorder in Perth.

York Pubwatch

PC Arthur Swaine, Licensing Officer, Divisional Headquarters, North Yorkshire Police, Fulford Road, York YO1 4BY Tel 01904 669477

Membership of York Pubwatch is effectively compulsory for all pubs and clubs in York city centre as a result of a ruling by the licensing bench in 1993 which made membership of pubwatch a condition for anyone applying for or renewing a full on-licence. Under licensing requirements in York, licensees must undertake to:

- operate an early warning system using an approved electronic pager;
- comply with any instructions issued by the Police and Justices regarding closures;
- deny access to any person subject to an Exclusion Order; and
- attend meetings held twice a year.

Approximately 200 licensees of public houses and nightclubs participate in York Pubwatch. A specially negotiated deal with Hutchison Telecom and subsidies from local breweries mean that members pay £135pa (including insurance) for an electronic text pager. A message is activated by one telephone call or a computer installed in the police divisional control room. Any messages are relayed instantly to all pubwatch members and 34 uniformed police carrying police pagers. Pager red warnings are requests for closure, either globally or in a particular area, and are issued only after very careful consideration. Pager yellow warnings give early notification of potential problems such as unidentified troublemakers moving from one premises to another. The police periodically carry out detailed analyses of pager messages to assess the nature and location of incidents of crime and disorder.

The scheme is well publicised through stickers, posters and periodic coverage in the local press. A quarterly newsletter produced by York Police Licensing Department is distributed to all licensed premises in York (including off-licences which are not part of the watch) and contains names and photographs of all persons subject to Exclusion Orders. The newsletter also contains the names and photographs of habitual drunkards who have been banned under the Inebriates Act.

EXCLUSION ORDERS

Bradford Inner City Licensees' Association

Chris Plowman, Secretary, BICLA, Community Safety Unit, West Yorkshire Police, The Tyrls, Bradford BD1 1TR Tel 01274 376 419

BICLA is an enthusiastic supporter of Exclusion Orders where an offence of violence or threat of violence has taken place in a BICLA area pub. Bradford magistrates have given full support to BICLA's approach and the court will, if requested, exclude the person involved from all BICLA area pubs. It is for the Crown Prosecution Service to ask for an Exclusion Order at court.

However, to encourage the CPS to apply for an Order, BICLA provides the following form of words for licensees to use: "I wish to ask that the magistrates grant an Exclusion Order under the Licensed Premises (Exclusion of Certain Persons Act) 1980 to exclude [name] from all BICLA premises for a suitable period". The names of people subject to an Exclusion Order are published (together with those of people banned from BICLA pubs for other reasons) on "lists of shame" displayed in all member premises.

Each member licensee is issued with photographs of excluded people. The photographs are kept in a loose-leaf binder on issue to each licensee for the use of his/her staff. The binder remains the property of the police and contains a form explaining the conditions of issue. The pictures are NOT for display.

OPERATION OF LICENSED PREMISES

PROOF OF AGE

Doncaster Underage Purchasers

James Lowman, Public Affairs Manager, Association of Convenience Stores, Federation House, 17 Farnborough Street, Farnborough, Hampshire GU14 8AG Tel 01252 515001

In 1996, Mr Ashley Preston, owner and manager of a Spar store in a parade of small shops in Doncaster, extended his opening hours and was granted a liquor licence. The following problems quickly arose:

- young people began hanging around the shop drinking, smoking and behaving in a loutish way;
- the staff felt intimidated by them - both at work and at home;
- the main focus of intimidation in the shop related to attempted underage purchases of alcohol. Sales were regularly refused but the result was theft of the alcohol instead.

These problems quickly began to affect Mr Preston's business. First his evening trade deteriorated as people felt afraid to walk past the assembled youths and into the store. Then his daytime trade began to be affected by his shop's growing image as a "no-go area" locally and local residents began to blame his shop for local vandalism. Neighbouring stores were also quick to blame him for the problems in the area and were unwilling to join forces to tackle the causes. Then the police began to put pressure on him to tackle the problem of disorder around his premises.

So Mr Preston decided to take action and as a first step audited the procedures he and his staff used in his shop. As a result he instituted the following changes:

- the store was rearranged so that beers and spirits were always under overt surveillance from staff;
- the Portman Group's "Prove It!" scheme was overtly supported - application forms were handed out to any who insisted that they were 18 or over;
- staff were protected by a store policy of asking anyone who looked under 21 for ID. The policy was promoted clearly at the point of sale, outside the store and in the off-licence display section;
- a permanent ban was introduced for anyone caught stealing from the store. Similarly those seen drinking on the parade were not allowed to buy further alcohol from the store;
- staff were asked to record in a refusal book occasions when service was refused on the grounds of age or when customers were suspected of purchasing on behalf of the underage; and finally, most importantly

- staff were retrained in the legal requirements involved in holding a liquor licence.

The result of all these measures was that Mr Preston's customer count increased by 1,500 and the problems outside the store virtually disappeared. Furthermore, other stores in the parade are now willing to work with Mr Preston to maintain good order on the precinct.

Taunton Deane Licensed Victuallers Association's Agecard Scheme

David Norsworthy, Taunton Deane Licensed Victuallers Association, 56 Leycroft Road, Taunton, Somerset, TA1 2EF Tel 01823 276737

The Taunton Deane Licensed Victuallers Association's Agecard scheme was launched in 1989 to help reduce underage sale and purchase of alcohol. In the time that it has been running, over 700 cards have been issued.

Ushers Brewery and Whitbread provided the necessary funds to set up the scheme and Taunton Cider and the Somerset County Gazette helped to provide publicity for the launch. The scheme is administered by Licensed Victuallers Association secretary, David Norsworthy, who verifies application details by checking the electoral roll. In the case of applications from pupils at local boarding schools, the school is asked to confirm application details. Applicants pay £1 to receive a card which includes their name, address, telephone number, date of birth and photograph. A process whereby the cards are heat-sealed using a laminator makes them virtually tamperproof and the £1 fee funds the scheme.

The Agecard scheme is supported by local police, magistrates, MPs and licensees and has proved so successful that neighbouring LVAs are considering adopting similar schemes in their areas.

ACTION BY RETAILERS

Savacentre Hypermarket

John Mole, Head of Security, Barnet Road, London Colney, Herts AL2 1BG, Tel 01727 744400

Savacentre have always attached great importance to the security function in their stores and to establishing a close relationship with their local police station. With the advent of late night opening (and all night opening on Friday nights), the potential for people to visit stores after the pub has increased and Savacentre ensure that there are two full-time security officers on duty - one on the door and one patrolling the store. The officer on the door has authority to turn people away if they appear to be "the worse for wear" and likely to be a disruptive presence in the store. Where this situation arises, the security officer will call the Duty Manager and between them they will persuade the group to leave. If the situation escalates (which it rarely does) then the police will be called. When a group of rowdies is successfully persuaded to leave, the store will generally report the incident to the local police anyway and they will often pick them up to ensure that there is no further problem.

Savacentre stores make a point of nourishing their relationship with the local police station with the result that if the police are called, they respond fast because they know that the store will not call them in unnecessarily eg for a very minor incident. As Savacentre say " To establish a good relationship with the police you need to talk to them when there isn't a problem." Many of their stores invite the homebeat officers around weekly for an exchange of intelligence about local crime eg car crime (information about local car thieves can be picked up on CCTV in store car parks).

TOUGHENED GLASS

Torbay Borough Council

Barrie Davis, Licensing Officer, Torbay Borough Council, Town Hall, Torquay, TQ1 3DR. Tel 01803 296 244

In an attempt to reduce the number of "glassings" taking place in late night licensed premises, in April 1993 Torbay Borough Council introduced more stringent licensing

requirements for all premises with Public Entertainment Licences and with Special Hours Certificates . Condition 12A was revised to read that: "If the premises have the benefit of a Special Hours Certificate ... all drinking glasses or vessels in use within the premises shall be of a design whereby, in the event of breakage, the glass will fragment and no sharp edge shall be left".

The purpose of this condition was:

- to ensure that glasses and other vessels were made of toughened glass and
- to prevent the issue of bottles to customers.

In 1994 the Rank Organisation, who operate the Ritzy Nightclub in Torquay, applied to be exempted from the "bottles" aspect of Condition 12A. The Council refused the application and Rank lodged an appeal with Torbay Magistrates. Rank lost the appeal but in the light of the case Torbay Magistrates amended Condition 12A to read that "all drinking glasses in which drinks are served shall be of strengthened glass. No drinks shall be served in a glass bottle from which it is intended or likely that a customer will drink." Rank agreed to abide by the revised Condition 12A in December 1994.

The number of "glassing" attacks has dropped substantially since the new condition has been in force. There were only two such incidents in 1995 compared to 35 in the year before the restriction was applied. The Devon and Cornwall Constabulary is recommending that all local authorities within its Force area follow the example set by Torbay. In addition, the Association of Chief Police Officers has recommended Torbay's condition to Forces throughout the country as "best practice".

CRIMINAL JUSTICE SYSTEM AND ALCOHOL COUNSELLING

Aberdeen Alcohol Advisory & Counselling Service

Janis McDonald, 62 Dee Street, Aberdeen AB11 6DS Tel 01224 573887

The Alcohol Advisory and Counselling Service (AACCS) is a voluntary organisation which assists problem drinkers and their families. In November 1994, the Service developed a pilot deferred sentence, District Court Scheme in conjunction with Aberdeen District Court and the Aberdeen City Criminal Justice Team, which offers an integrated range of assessment, educational and counselling services intended to:

- modify clients' knowledge and attitudes towards alcohol, with an emphasis in relation to offending;
- where appropriate, prevent the development of serious alcohol problems and
- where appropriate, directly alter (reduce, modify, stop) drinking behaviour. Potential clients are assessed by trained counsellors in relation to their:
- drinking habits;
- alcohol related problems and
- willingness to participate in the AACCS scheme.

Where those offending show no evidence of habitual heavy drinking, education about alcohol and its effects is offered, particularly in relation to offending. For heavy drinkers not yet dependent on alcohol, the focus is on the client's own drinking, especially in relation to offending. It explores strategies to enable clients to reduce/stop drinking. There is individual counselling for clients with a serious alcohol problem or alcohol dependence.

An evaluation was carried out on the first two years' operation of the scheme (November 1994 - November 1996) which showed general agreement that the aims of the scheme were being met. The representative of the court staff commented that the scheme had been

remarkably successful in reducing offending rates. A breakdown of the types of offence showed that breach of the peace was the most common offence by a large margin.

Alcohol Crime and Education Project (ACE)

Tony Ashford, Advice and Counselling on Alcohol and Drugs (ACAD), Bath Alcohol Advisory Centre, 16 Milsom Street, Bath BA1 1DE Tel 01225 464374

The ACE project is run by ACAD and works with people on probation whose drinking is regarded as a major factor behind their offending. It provides an alternative to custody for offenders who are ordered by the court to attend alcohol education groups. ACE aims to educate, motivate change, increase self-awareness, explore strategies for change and provide access to further support.

The programme consists of seven two-hour group sessions. Participants are encouraged to develop sensible drinking strategies by being given information about alcohol and through group discussion on how alcohol affects their lives and behaviour.

ACE groups have been running since 1991 in Bristol, Bath and Weston-super-Mare and the scheme is funded by Avon Probation Service. It began as a collaboration between the Avon Probation Service, Bath Alcohol Forum and ACAD and received initial Home Office funding.

D.A.R.T. Project (Drug and Alcohol Referral Team)

Christine Austen, Manager, Portsmouth City Council, Kingsway House, 130 Elm Grove, Southsea, Portsmouth PO5 1LR Tel 01705 291607

In January 1998, a scheme was launched covering custody centres in South East Hampshire to assess the number of alleged offenders who have drug or alcohol problems and to refer them quickly to appropriate services. Its aim is to make contact with offenders at a time of crisis (shortly after the point of arrest) when they are most likely to want to make changes in their lives. It is thus also hoped that DART will make a positive contribution to reducing the amount of drug and alcohol-related crime. The pilot scheme has the support and financial backing of police, health and social services.

The service operates by having a staff member - a full-time worker on this project - visit the busiest custody centre (normally Portsmouth Central Police Station) each morning to interview any persons who have been detained overnight and who wish to discuss a drug or alcohol problem. All other custody centres in South East Hampshire are contacted by telephone and any detained person elsewhere may request a visit from the worker. When he is not available, police inform potential candidates of the service and obtain their written consent for him to make contact.

The scheme, managed by Social Services, aims to be as flexible as possible and to see service users at a time and place of their own choosing. If the scheme proves successful it is hoped to secure funding for one or more permanent posts.

Greater Manchester Alcohol and Drug Services

Colin Bradbury, Probation Partnership Team, Greater Manchester and Lancashire Regional Council on Alcohol, 87 Oldham Street, Manchester M4 1LW Tel 0161 834 9777

Alcohol and Drug Services (formerly GMLCA) have always worked with local agencies providing services for people who are experiencing difficulties related to their drinking. Since first embarking on partnership schemes with the Probation Service in 1993, Alcohol and Drug Services (ADS) now provides a wide variety of services across Greater Manchester and Lancashire and a pilot project is being set up in West Yorkshire in 1998.

The team provides the following services for the Probation Service:

- **Alcohol Related Offenders (ARO) Group A** condition of the court can be to attend an ARO group tailored for individuals whose offending is linked to their alcohol use. Many clients may not have an entrenched “drinking problem” but rather the manner in which they drink may cause problems. For example, many referrals may drink heavily in city centre pubs at the weekend and be arrested for a variety of public order and violent offences. The ARO programme seeks to influence the offender’s knowledge, attitudes and behaviour in relation to alcohol and offending and aims to furnish individuals with the skills to react differently in similar situations in the future. The ARO groups are designed to prime clients to complete more in-depth one-to-one work for the remainder of their probation order.
- **One-to-One Services Delivered in Probation Offices** In 1996 ADS began setting up alcohol and drug “surgeries” in local probation offices to solve two long-standing problems:
 - potential clients had felt uncomfortable about and deterred from going to alcohol services delivered in unfamiliar places and
 - the need for ADS, as an external agency, to maintain client confidentiality had resulted in frustration for the probation officers. Under the new arrangements all the results of client assessment are shared (with the clients’ agreement) allowing the probation officer to be kept fully informed of an individual’s progress.
- **Input into Pre-Sentence Reports (PSRs)** Having an ADS worker providing specialist input and assessment at this point gives the sentencer a clear picture of the care that is planned to enable the individual to work towards an offending-free lifestyle.
- **Police Bail Referral (PBR) Scheme** A PBR scheme was set up in the Oldham area of Greater Manchester in 1997 whereby offenders on appropriate charges are given an appointment to see an ADS worker as a condition of their police bail. This provides access to a section of the population who may not previously have considered obtaining advice about their drinking. The scheme therefore allows for early intervention for individuals in the initial stages of their drinking and offending careers.

The “Get It While You Can” Project

Norma Buss, Sussex Association for the Rehabilitation of Offenders, Brighton & Hove Magistrates Court, 2nd floor, Edward Street, Brighton BN2 2JD Tel 01273 676246

The “Get It While You Can” Project was set up in January 1994 as a proactive approach to the repetitive cycle of drug and alcohol abuse and related crime. The police and courts felt that while they were imposing punishments for the crimes, there was often no effective intervention to make positive changes in the offender’s lifestyle.

The aim of the project is “to increase the opportunities for substance misusers within the criminal justice system to avoid further involvement by taking action for themselves” and it is managed by the Sussex Association for the Rehabilitation of Offenders. The ethos is to make use of a time when offenders may be particularly motivated to consider changes in their alcohol consumption patterns by providing timely help and support to do so. Project workers see around 850 new clients each year in Brighton alone.

Project workers are available to anyone in police custody or appearing before the magistrates in Brighton, Hastings, Eastbourne and Worthing. They have access to the custody cells and operate a rota system, enabling them to maximise client contact. In Brighton the cells are manned until 11pm six days a week. Workers can also be contacted by pager. Initial client contact is usually made in a police cell following arrest. Workers talk to clients in their cells, with the co-operation of the police, explain what help is available and dispense information.

Clients are encouraged to attend the office and are given an indestructible "Streetsheet" with information about alcohol agencies and practical help. The action taken after that depends on the client's motivation and what type of help (s)he is seeking. Examples are:

- helping the client to make an appointment with counselling services;
- joining a self-help group (arrangements can be made to take the client to an initial meeting if he is nervous about going alone);
- residential rehabilitation options - workers are familiar with the local treatment centres and can help clients to apply if they want; and
- advice and help in accessing other specialist services eg victim support, homeless persons unit, domestic violence support unit.

The Project has established a very good working relationship with the police and court officials. In order to maintain this, workers are careful not to become involved in the legal aspects of a client's case.

In March 1998 an evaluation report, carried out by Professor Mike Hough of the Criminal Research Policy Unit, South Bank University, was published. He concluded that the researchers "have little doubt that [the project] breaks even without difficulty, against the criteria of savings to the police and the criminal justice system. The evidence is overwhelming that [the project] can prove cost effective, in the sense of accruing more savings to public expenditure than it costs."

CRISIS INTERVENTION AND REHABILITATION SERVICES

Ben's Place

PC Ben Sherman, West Bar Police Station, West Bar Green, Sheffield S1 2DA Tel 0114 252 3735

In response to the perceived futility of locking up street drinkers, in October 1996 PC Ben Sherman, a dedicated town centre policeman, opened a drop-in centre called "Ben's Place" for them. The only criterion for admission is being a drinker (it is not designed for those with drug abuse problems). The centre is run by volunteers under the management of a paid worker jointly funded by the Sheffield City Council and Sheffield Health Authority.

Ben's Place is steered by a lay partnership committee drawn from Sheffield City Council, Yorkshire Water, the town centre manager and the police. All the partners have provided help in cash or kind: the local authority has provided the premises and some funding, the police have provided the administration and the private sector has given (or is giving on a continuing basis) all sorts of help including the following:

- TSB and Yorkshire Water have provided funding
- Whitbread provided beds
- Henry Boot provided a new toilet
- Dibco Tools provide calor gas
- Aldern Upholstery provide chairs and sofas
- Keyline (Sheffield) and MFI provide building materials
- HARC (Homeless and Rootless at Christmas) Sheffield provide food, clothes and donations
- The Sheffield Cathedral Breakfast and Archer projects provide food
- The Sheffield City Centre Vulnerable Persons Task Group provide support
- Savacentre Meadowhall and Hazelwoods Trade Centre provide food.

As at March 1998, the facility was open three days a week (8am-6pm) and all kinds of help can be accessed from the centre - medical, housing and alcohol counselling. Arrangements can be made for counsellors to visit clients at Ben's Place.

On an average day between 20 and 30 clients make use of the facilities at Ben's Place.

Leeds Detoxification Centre

Andrew Harrison, Manager, 186 Woodhouse Lane, Leeds LS2 9DX Tel 0113 243 4486

In many cities, the police have no choice but to put individuals found to be "drunk and incapable" in a police cell, for their own safety. In Leeds there is an alternative: they can be taken to the Leeds Detoxification Centre, part of St Anne's Shelter and Housing Action, a partnership funded organisation supported by Leeds Social Services, the Leeds Community and Mental Health Services NHS Trust and West Yorkshire Police.

The Centre opened in May 1976 in response to the provisions of the 1972 Criminal Justice Act which empowered the Home Secretary to designate centres to which those arrested for public drunkenness could be taken as an alternative to the criminal justice system. It was the first community detoxification centre to be set up to deal with the problem of the "habitual drunkenness offender".

Police referrals to the Centre are individuals who are found "drunk and incapable". If they are "drunk and disorderly" they are generally taken to Leeds Police Station and sometimes transferred to the Centre the following day. Over the past few years the relationship between the police and the Centre has become strong and the partnership approach to helping a vulnerable group of people in Leeds is clearly working.

Since its opening, the Centre has received over 28,000 admissions and had contact with over 5,000 individuals (clients often have several admissions before real progress can be made in addressing their alcohol consumption). While the initial remit was to intervene with single, homeless men, by 1997 over 19% of the new clients were female. Another change is that as recently as 1991-2 approximately 70% of the clients were of "no fixed address" (NFA). By 1994, 41.4% were NFA and by late 1997 the figure had reduced still further to approximately 30% - this has resulted partially from the introduction of respite care to enable intervention before individuals' lives become chaotic to a level that accommodation cannot be maintained. Close links have been forged with St Anne's, housing associations and Leeds City Council Housing Department.

Increasingly, clients are staying to participate in treatment rather than leaving to return to a chaotic drinking lifestyle. The success of the unit can be seen by measuring the percentage of successful discharges from rehabilitation:

Year	% successful discharges
1993	32.7%
1994	40.9%
1995	43.9%
1996	53.5%
1997	61.8%

Achieving success in more than half the cases clearly shows the effectiveness of both the Detoxification Centre and of the partnership between the local authority, the local Community and Mental Health Trust, the police and the voluntary agencies.

“One Day at a Time Befriending Project”

Sandra Maguire, Manager, Fife Alcohol Advisory Service, 17 Tolbooth Street, Kirkcaldy, Fife KY1 1RW Tel 01592 206200

Fife Alcohol Advisory Service (FAAS) recognises that many problem drinkers of all ages and from all walks of life will not stop drinking despite hospital detoxification, pharmacological intervention or counselling. These people feel isolated from society and with every failed attempt to resolve their problems their anger leads on to public disorder manifested in various offences such as breach of the peace, shoplifting or assault.

In April 1995, with funding from the Unemployed Voluntary Action Fund, FAAS set up a befriending project to train volunteers. The inspiration came from an ex FAAS client who had overcome a severe alcohol problem and after a year of abstinence wanted to help others in the same way. Many of the other volunteer befrienders had similar experience. The project was funded to operate in the area formerly known as Kirkcaldy District but referrals and requests for the service were frequently received from other areas, particularly from Dunfermline.

The project is unique in Scotland in that it accepts that many drinkers simply will not change their drinking behaviour but, with the help of another person with time to listen and care, can lead a better quality of life - free from crime.

Befrienders receive out of pocket expenses, training and support from paid staff and are matched to clients referred by hospital detox staff, occupational therapists, substance misuse workers and other professionals. In a simple, practical way befrienders can build up clients' lost self-esteem and social contacts by helping them to become more involved in the community. This is achieved by accompanying them to swimming pools, walking, going for a coffee or simply getting them out of their home for the day.

REGISTRATION AND TRAINING OF DOORSTAFF

Cardiff Licensed Premises Supervisors Registration and Training Scheme

Alan Lloyd, Environmental Protection, Cardiff County Council, Wood Street, Cardiff CF1 1NQ Tel 01222 871137

In 1992, Cardiff County Council and the police decided to set up a registration scheme for doorstaff both to “get them to have pride in themselves” and to establish a working relationship between them, the police and the local authority. As a first step they went to see some working schemes (including Bradford and Swansea), selected the aspects that they felt would best suit Cardiff then launched their own scheme in 1994.

Recognising that, in other cities, some schemes were run by the police, some by Councils and others by Licensed Victuallers Associations, Cardiff County Council was keen that Cardiff's scheme should be seen to be run as a partnership. The partnership administration committee consists of seven members (quorum of 5) who are:

- local elected member (from the licensing committee)
- local authority officer
- police officer
- licensing justice representative
- brewery representative
- nightclub owner
- licensed premises supervisor (selected from the first training courses).

There is also a Disciplinary & Appeals Committee which has the same organisations represented on it but different people. It is a real partnership - the brewers provide the

premises for the training; the local authority runs the administration and the police organise the training. There is a £20 registration fee lasting for three years.

At the moment having registered door supervisors is a condition of any Public Entertainment Licence for music and dancing that extends beyond 12 midnight in Cardiff city centre and the Cardiff Bay area. The Council is looking at the possibility of extending registration further.

The training course runs for one full day. It used to stretch over six weeks with one two hour evening session each week but switched to a full day at the request of the supervisors - this was because if they missed any of the sessions they couldn't be registered and they would have to wait until that session was run again. Applicants are provided with an Information Pack containing most of what they need to know. There is a tick box exam at the end which they must pass.

When registered, the doorstaff are given a badge with "LPS Cardiff" on the front and their registered number on the back (LPS stands for Licensed Premises Supervisor). There is also a logo of a male and female hand shaking hands. The scheme is called "Working in Harmony" which is where the emphasis lies. Cardiff refuse to accept registration by other local authorities but neighbouring authorities in Wales do accept theirs.

Manchester Doorsafe Scheme

*Chief Inspector Wallace, Specialist Operations Branch, Central Licensing Unit, Greater Manchester Police, Bootle Street Police Station, Bootle Street, Manchester M2 5GU
Tel 0161 856 3361*

During the 1980s and early 1990s, nightclubs in Manchester's city centre faced escalating violence - often caused by the people employed as doorstaff. This violence ranged from "gangland" shootings to unprovoked assaults on clubbers. This was seen as such a serious problem that in February 1994 a "Doorsafe" scheme was set up as a joint initiative between the police, local authority, judiciary and the trade.

A condition is now attached to the Public Entertainment Licences ensuring that licensees can only employ registered doorstaff. Under the "Doorsafe" registration scheme, an applicant is first vetted by the police and then (s)he must attend a training course run by Manchester College of Art & Technology with input from the local authority, police, fire and ambulance. It consists of three 3 hourly weekly sessions. Having completed the full course, the applicant receives a membership badge. Registration lasts for three years at which point the individual must reapply and attend a refresher course. If an applicant is found at the vetting stage to have previous convictions, the application will be considered by the Doorsafe Committee made up of members of the City Council; police, fire and ambulance services; licensees, brewers and the leisure industry. An applicant who is refused entry to the scheme may appeal to the City Council Policy and Resources Licensing Sub-Committee.

At the Annual Licensing Sessions at Manchester Magistrates Court on 6 February 1997 a condition was announced that from then on, when any new on-licence or Protection Order was granted, the licensee must only employ registered doorstaff. This means that all new pubs and clubs are now covered by the scheme. The Greater Manchester Police are encouraging other benches to adopt the same policy.

At March 1998, over 1,750 doorstaff were registered with Manchester Doorsafe and similar schemes operate in Tameside, Stockport, Bury, Rochdale, Oldham and Salford. Bolton's scheme becomes operational in 1998. Wigan have a scheme which commenced in 1988 but it does not include any training.

The Greater Manchester Police believe that the Doorsafe Scheme has significantly reduced incidents at licensed premises and that the scheme shows how working together in partnership produces positive results.

Westminster Door Supervisor Registration Scheme

David Chambers, Client Director (Licensing), Department of Environment and Planning, City of Westminster, Westminster City Hall, 64 Victoria Street, London SW1E 6QP Tel 0171 641 1983

In 1990 there were 104 crimes of violence in clubs and discos in the City of Westminster and in the first six months alone of 1991 there were 144. Evidence that in many cases the door supervisors had contributed to, or even caused, the problem led the police and the Council to decide to set up a registration scheme to improve standards of door supervision. Before launching the scheme, police and council officers held meetings of entertainments licensees to explain the thinking behind it and received a generally positive response.

The registration scheme was formally launched on 1 April 1992 and the police reported that the number of incidents involving door supervisors dropped by 60% over the first two years. In addition, the general standard of door supervision was much improved.

As at March 1998 around 2000 door supervisors were registered with the Council. Training is compulsory and is available from 17 approved providers using, as a basis, a syllabus approved by the London Boroughs. Most courses last two days and cover the following topics: first aid; fire precautions and other emergencies; criminal law; licensing law; equal opportunities and personal and social conduct. Registration has to be renewed every three years. A requirement for refresher training is being considered.

LICENSEE TRAINING

Hambledon & Richmondshire Partnership Group for Alcohol & Drugs

Janet Flanagan, Senior Health Promotion Specialist, Department of Health Studies, North Yorkshire Specialist Health Promotion Service, Friarage Hospital, Northallerton DL6 1JG Tel 01609 762039

The introduction of licensee training was one of the proposals arising from an Alcohol and Offending Conference in 1994. A multi-agency steering group was convened consisting of the Chairs of the licensing bench; police officers; representatives from the Clerk to the Justices; North Yorkshire Local Education Authority; Hambledon & Richmondshire Community Addictions Service and North Yorkshire Specialist Health Promotion Service. With the introduction of the Government's "Tackling Drugs Together" strategy, this group became a task group of the local Drug and Alcohol Reference Group.

Off-licensees In April 1996, 16 copies of The Portman Group's video-based training package "*Seeing Off Trouble*" were distributed to licensees to assess its appropriateness for wider distribution. The video features a mix of drama and discussion, backed up by a booklet which includes a summary of the key points made in the video and a guide to "best practice".

An evaluation form was developed by Janet Flanagan and distributed personally by PC Colin Musgrave, with the video and booklet to 16 licensees in the Thirsk area. The managers were asked to view the video with their staff, read the booklet, complete the evaluation form anonymously and then PC Musgrave picked it up two weeks later. Analysis of the evaluation forms and personal feedback to PC Musgrave showed that the off-licensees found the video and booklet instructive and informative and would welcome further training. An important aspect of the trial was the personal visit from the Community Affairs Police Officer. This visit provided an opportunity for the off-licensees to discuss their concerns and clarify points of law/procedure that they were unclear about. As a result of the evaluation exercise:

- the "*Seeing Off Trouble*" video continues to be distributed by the police in three local police stations and
- the BII off-licensee training course was run in March 1998 with 22 participants obtaining the certificate. It is hoped to run one course per year.

On-licensees Meanwhile, the BII was developing the National Licensee's Certificate and in October 1996 the Alcohol and Offending Task Group ran a two day training course at Northallerton College to equip attendees to meet its demands. The Community Education Manager was responsible for the administration, the Senior Health Promotion Specialist, the Community Safety Police Officer and Drugs Intelligence Officer provided their services free of charge. The aims of the training were:

- to help minimise the level of alcohol-related public disorder by raising awareness of aggressive situation and discussing examples of good practice;
- to increase licensees' awareness of the effects of alcohol on their staff, customers and themselves thus encouraging them to take an active part in preventing inappropriate drinking;
- to increase knowledge of the licensing laws in relation to permitted hours; ages relating to licensed premises; betting and gaming; drunkenness and entertainment licences; and
- to raise awareness of illegal drug use and/or dealing in drugs on licensed premises.

At the end of the course all 19 participants entered for the BII's National Licensee's Certificate and all passed. The evaluation forms that 18 of them completed confirmed that they had found the course useful. Two courses are now offered every year. In 1997 over 40 people obtained the certificate.

Licensee Alcohol Server Training

Vicky Lindsay, Co-ordinator, Alcohol and Drugs Advisory Service, Riversley Park Resource Centre, Coton Road, Nuneaton, Warwickshire CV11 5TY Tel 01203 385688

In October 1993, North Warwickshire set up their own training course for licensees which is not a National Certificate but is endorsed by the local licensing magistrates as a positive step towards obtaining a license. The course is supported by the Alcohol and Drugs Advisory Service, Environmental Health, Warwickshire Police, Warwickshire Fire and Rescue Service and Health Promotion.

The course consists of two full days training and a further half day for an exam. Both training days must be attended to qualify for entry to the exam. The course covers a range of subjects: licensing law; dealing with people; environmental health; fire prevention and drugs and alcohol awareness. The exam covers all of these subjects. Materials for course members include a "National Licensee Server Training Handbook". If the entrant passes the exam (s)he receives a Licensee Server Training Certificate which is valid in the Nuneaton, Bedworth and North Warwickshire.

Since it began, fifteen courses have been run and 126 people have taken the examination.

Server Intervention Programme Scotland (SIPS)

Mary Ellmers, Scottish Council on Alcohol, 166 Buchanan Street, Glasgow G1 2NH Tel 0141 333 9677

Originally developed in the Grampian region (1992-96) the Server Intervention Programme Scotland (SIPS), funded by the Scottish Office and managed by the Scottish Council on Alcohol, aims to promote professional, responsible standards for licensed trade staff and provide flexible, quality training. During 1997 teams of trainers piloted the scheme in Ayrshire, Inverness & Nairn, Grampian, Orkney, Borders, East Dunbartonshire, Inverclyde and Lochaber.

The SIPS course is designed for servers of alcohol but does not exclude managers. It covers:

- Licensing law Serving underage and drunken persons and other related offences
- Alcohol Units of alcohol and ABV The effects of alcohol, both physiological and psychological
- People skills Best practice for refusing service Preventing conflict and how to keep control Good service and standard setting

The course is available in three specialist forms for on-licence staff (pubs, hotels and nightclubs), off-licence staff and registered club and university bar staff. Each participant receives a copy of the Server's Handbook. The on-licence course includes sections from The Portman Group's video "No More Trouble" featuring discussions with experienced licensees.

A "Training the Trainer's Course" was developed to ensure the competent and uniform delivery of the SIPS training pack. A SIPS pilot is run in each new area being introduced to the scheme. Relevant local bodies such as the licensing boards, police and licensed trade associations are informed and asked to support the scheme.

PUB DESIGN

Wendover Public House, Wythenshawe

Gordon Dickson, Architectural Liaison Officer, Greater Manchester Police, Chester House, Boyer Street, Manchester M16 0RE Tel 0161 856 2249

In October 1993, the Pear Tree Public House in Wythenshawe, Manchester was closed down after a history of disturbances that stopped many people not only from using the pub but also the nearby shops. The final straw for them was a police raid which uncovered drugs and firearms and local residents then campaigned against re-opening after the brewery closed the pub.

However, with the advice of the Greater Manchester Police's Architectural Liaison Officer and using the principles of CPTED (Crime Prevention Through Environmental Design), the pub was completely redesigned, renamed The Wendover and transformed from a "problem" pub into a model of a community local. After the reopening in early 1994 it went from being Scottish & Newcastle Brewery's second worst performer to one of its best.

The key redesign features included a reduced number of access points to car park and lounges, better lighting, use of CCTV (with full signage to alert customers), better visibility of seating areas from the bar and the designing out of lobby areas so that toilet access doors are direct from pub lounges - reducing the scope for drugdealing. Even the exterior shrubs and trees are restricted to a height of four feet to prevent use as hiding places.

The whole refurbishment was carried out to "Secured by Design" standards and The Wendover can call itself Britain's first Secured by Design pub.

USEFUL ADDRESSES AND TELEPHONE NUMBERS

Association of Chief Police Officers
25 Victoria Street
London SW1H 0EX
Tel 020 7227 3434

Association of Chief Police Officers in
Scotland
Police Headquarters
Fettes Avenue
Edinburgh
EH4 1RB
Tel 0131 311 3051

Association of Convenience Stores
Federation House
17 Farnborough Street
Farnborough
Hants
GU14 8AG
Tel 01252 515001

Association of Licensed Multiple Retailers
3rd fl. International House
High Street
Ealing
London
W5 5DB
Tel 020 8579 2080

Association of Town Centre Management
1 Queen Anne's Gate
London SW1H 9BT
Tel 020 7222 0120

Brewers & Licensed Retailers Association
42 Portman Square
London W1H 0BB
Tel 020 7486 4831

British Entertainment & Discotheque
Association
5 Waterloo Road
Stockport
SK1 3AZ
Tel 0161 429 0012

British Institute of Innkeeping
Park House
24 Park Street
Camberley
Surrey
GU15 3PL
Tel 01276 684449

Crime Concern
Signal Point
Station Road
Swindon
Wiltshire
SN1 1FE
Tel 01793 514596

Federation of Licensed Victuallers
Associations
126-128 Bradford Road
Brighouse
West Yorkshire
HD6 4AU
Tel 01484 710534

Greater London Association of Alcohol
Services (GLAAS)
30-31 Great Sutton Street
London EC1V 0DX
Tel 020 7253 6221

Health Education Authority
Trevelyan House
30 Great Peter Street
London SW1P 2HW
Tel 020 7222 5300

Magistrates' Association
28 Fitzroy Square
London W1P 6DD
Tel 020 7387 2353

National Association of Registered Door
Supervisors and Security Personnel
National Headquarters
Baddow Park
Great Baddow
Essex
CM2 7SY
Tel 07020 957996

National Association of Licensed House
Managers
Transport & General Workers Union
Transport House
Merchants Quay
Salford Quays
Salford
M5 2SG
Tel 0161 848 0909

National Pubwatch Steering Committee
The Red Lion
48 Parliament Street
London SW1A 2NH
Tel 020 7930 5826

Scottish Council on Alcohol
2nd floor
166 Buchanan Street
Glasgow G1 2NH
Tel 0141 333 9677

SITO Ltd
Security House
Barbourne Road
Worcester
WR1 1RS
Tel 01905 20004

Scottish Licensed Trade Association
10 Walker Street
Edinburgh
EH3 7LA
Tel 0131 225 5169

TACADE, Educating for Health
1 Hulme Place
The Crescent
Salford
Greater Manchester
M5 4QA
Tel 0161 745 8925

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