



Leicester  
City Council

**WARDS AFFECTED**  
All Wards

## **FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**Cabinet**

**01.10.2008**

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### **Briefing Report on 'One Leicester' - tackling Alcohol Harm'**

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#### **Report of the Corporate Director, Adults and Housing**

##### **1. Purpose of Report**

The purpose of this report is to provide members with an overview of the Alcohol Harm Reduction Strategy and action plan for Leicester.

##### **2. Summary**

Tackling and reducing alcohol related harm is key to taking forward the city's 25 year vision as outlined in 'One Leicester'. 'One Leicester, tackling alcohol harm together' <sup>(1)</sup> has been produced by the Safer Leicester Partnership, and reflects the priorities of the National Alcohol Strategy, and its update 'Safe, Sensible, Social'<sup>(2)</sup>. Built on an evidence base gathered through local needs assessment, the strategy and action plan will co-ordinate efforts to reduce the harms associated with alcohol so that it can be enjoyed safely and responsibly, as part of a vibrant, diverse and prosperous city.

This report outlines the strategic aim and objectives of the alcohol strategy and action plan; provides an overview of the issues in Leicester as identified through the needs assessment; describes the outputs and outcomes of the plan; illustrates the governance arrangements that have been identified to drive forward implementation; and describes the performance indicators that will act as a gauge for measuring progress.

##### **3. Recommendations (or OPTIONS)**

3.1 Members are asked to endorse the report.

3.2 Members are asked to agree that a report be drawn up to more explicitly identify the City Council contribution to this Partnership Plan and to include proposals for a joint commissioning strategy to implement this strategy.

##### **4. Report**

###### **4.1 One Leicester – Tackling Alcohol Harm Together, Strategic Aim**

4.11 Alcohol is a dangerous, legally available drug which gives much pleasure but also causes great harm. It can be both a boon to the economy and a burden on the community. This strategy aims to balance these costs and benefits and  
*"To reduce the harms associated with alcohol so that it can be enjoyed safely and responsibly, as part of a confident, vibrant, diverse and prosperous city".*

## 4.2 Issues in Leicester

### 4.21 Alcohol Consumption

Within the population of Leicester there are 75 – 80 % of people who are either low risk or non drinkers. Indeed Leicester has a higher rate of non-drinkers than nationally, which is most likely because of its sizeable South Asian population (3). The picture is similar for young people, where local research has indicated that fewer young people drink than the national average, though of those drinking the proportion of binge drinking is higher than nationally (4). There is overall lower rates of alcohol consumption in BME populations as in the white population.

### 4.22 Problem Drinkers

4.23 Not all alcohol consumption leads to harm to either individuals or to communities. Some drinking patterns however are associated with harmful outcomes. The city has: around 33,000 *hazardous drinkers* (women drinking more than 14 and up to 35 and men more than 21 and up to 50 units of alcohol per week, either as regular excessive consumption or in less frequent sessions of heavy drinking); and around 11,000 *harmful drinkers* (women drinking over 35 and men over 50 units of alcohol per week, and who show clear evidence of some physical or mental alcohol-related harm). It should be noted that most alcohol-related harm is caused by excessive drinkers whose consumption exceeds recommended drinking levels, not the drinkers with severe alcohol dependency problems.

### 4.3 The Impact of Alcohol: Health

4.31 Leicester has significantly worse rates than the national average for alcohol specific mortality, and chronic liver disease; and alcohol specific and alcohol attributable hospital admissions. The impact of alcohol is also seen in mental health and sexual health; and in 2005-2006 the costs of hospital stays attributable to alcohol in Leicester was just under £10 million.

### 4.32 Community Safety

4.33 Leicester is significantly worse than the national average for alcohol related recorded crimes, violent crimes and sexual offences. Just under half of all violent offences in Leicester are committed under the influence of alcohol, with Actual Bodily Harm being the highest volume of violent crime associated with alcohol. Just over 4% of all road traffic accidents across Leicester, Leicestershire and Rutland are alcohol related. In around one third of fatal fires, the deceased was under the influence of alcohol. And surveys demonstrate that there are a significant number of local residents who think that people being drunk or rowdy is a problem in their local area.

## 4.4 What the Strategy and Action Plan will do

4.41 The following table summarises the key elements of the strategy and action plan.

Where we are now	What this strategy and action plan will deliver
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<p><b>Strategy</b></p> <ul style="list-style-type: none"> <li>• There is no clearly defined planning and coordination mechanism for tackling alcohol misuse within Leicester.</li> <li>• Limited advocacy to inform the public on alcohol related issues and to seek views on policy direction, locally or nationally.</li> </ul>	<ul style="list-style-type: none"> <li>• Better planned and coordinated efforts to tackle alcohol misuse in the city.</li> <li>• Improved understanding of local alcohol-related harms, and the effectiveness of interventions, through improved data collection and application of outcome measures.</li> <li>• Advocacy and engagement on alcohol issues to influence alcohol policy locally and nationally</li> </ul>
<p><b>Prevention</b></p> <ul style="list-style-type: none"> <li>• The city has benefited from national campaigns on alcohol harm, but there have been few planned local educational campaigns to support or complement these.</li> </ul>	<ul style="list-style-type: none"> <li>• A programme of city wide educational campaigns for a range of audiences, including young people, parents and adults, to increase awareness of units, the sensible drinking message and the health risks caused by alcohol misuse.</li> </ul>
<p><b>Improved access to treatment</b></p> <ul style="list-style-type: none"> <li>• Services for alcohol misuse in Leicester have developed opportunistically over a number of years and there exists a range of treatment options.</li> <li>• Insufficient capacity to meet the treatment needs of dependent drinkers, and no systematic programmes to help hazardous and harmful drinkers in a range of settings</li> </ul>	<ul style="list-style-type: none"> <li>• PCT to form Alcohol Commissioning Advisory Group.</li> <li>• An increase in capacity for treatment, and rapid development of a business plan to help secure a 'step change' in investment to secure treatment capacity in greater proportion to need in the city over the coming years.</li> <li>• A review of the treatment system to ensure that it provides a well designed system of tiered services to meet those needs.</li> <li>• The introduction of screening and brief advice to those drinking at hazardous or harmful levels.</li> </ul>
<p><b>Community safety</b></p> <ul style="list-style-type: none"> <li>• A dynamic and robust approach to the City Centre Night Time Economy and a range of initiatives to manage alcohol related violence and anti social behaviour.</li> <li>• Some alcohol education within existing offender programmes.</li> </ul>	<ul style="list-style-type: none"> <li>• A continued focus on actions which sustained engagement and co-ordination and enforcement of existing powers.</li> <li>• Continuing efforts to ensure that alcohol misuse is managed effectively within the night-time economy.</li> <li>• Monitoring the application of the Licensing Act 2003.</li> <li>• Developing pathways within and from the criminal justice system to appropriate treatment to support efforts to reduce reoffending.</li> </ul>
<p><b>Children and young people</b></p> <ul style="list-style-type: none"> <li>• An evolving co-ordinated approach to alcohol education and related issues including training with City schools.</li> <li>• Assessment for alcohol problems in the Youth Offending Service, Looked after Children, and as part of the Attendance Panel procedures.</li> <li>• Integrated Service Hubs trialling screening and referral procedures for drugs and alcohol.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensuring that all young people receive appropriate, evidence based, education about alcohol and its harms and ways of reducing these.</li> <li>• Delivering regular campaigns of test purchasing to tackle the sale of alcohol to those underage.</li> <li>• Coordinated actions to provide alternative to divert young people from activities related to substance misuse and to target parents and others whose drinking is putting children at risk.</li> </ul>

<p><b>Equality and Diversity</b> An <i>ad hoc</i> approach to equality and diversity, given the absence of a clear focus for planning and commissioning to reduce alcohol related harm.</p>	<ul style="list-style-type: none"> <li>• Embedded in the planning and commissioning framework</li> <li>• Culturally appropriate programmes based on alcohol-harm related need.</li> <li>• A programme of Equality Impact Assessment, drawing upon local expertise and experience.</li> </ul>
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#### 4.5 Governance Arrangements

4.51 A multi-agency Alcohol Harm Reduction Strategic Implementation Group will be established within the Safer Leicester Partnership to set outcome measures, receive progress reports on the action plan targets, identify resources and help overcome problems in meeting the targets. This group will report to the Drug and Alcohol Delivery Group and through them to the Safer Leicester Partnership Board.

#### 4.6 Measuring and Reporting Progress

4.61 The key measure of success in the Leicester Local Area Agreement is reducing the rates per 100,000 of alcohol related hospital admissions - viewed as an indicator of overall alcohol related harm in Leicester. Given that some impacts are long term and the trend in alcohol-related hospital admissions is rising annually the target in the first instance is to reduce the rate of increase. Table 1 below shows the aim to lower the annual increase from current position of 14% increase (from 2005-6 to 2006- 7) to a 5% (or lower) increase by 2011.

**Table 1: Alcohol-harm related hospital admission rates with projections 2007-8 onwards (NI39) (directly age-standardised rates per 100,000).**

	2005-6	2006-7	2007-8	2008-9	2009-10	2010-11
Alcohol-related admissions	1960	2233	2523	2776	2970	3118
Rate of increase		13.9%	13.0%	10.0%	7.0%	5.0%

Baseline data provided by East Midlands Strategic Health Authority

4.62 Other National indicators relevant to alcohol related harm are referenced in the strategy, and will be monitored.

### 5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS

#### 5.1. Financial Implications

The PCT have identified an additional £225, 000 to invest in treatment on a recurrent basis. In addition the Safer Leicester Partnership has made available £20,000 to the Drug and Alcohol Delivery Group.

#### 5.2 Legal Implications

### 6. Other Implications

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities			
Policy			

Sustainable and Environmental		
Crime and Disorder		
Human Rights Act		
Elderly/People on Low Income		

**8. Background Papers – Local Government Act 1972**

1. One Leicester – Tackling Alcohol harm together
2. Safe. Sensible. Social: The next steps in the National Alcohol Strategy, Department of Health, Home Office, Department for Education and Skills, Department for Culture, Media and Sport, 2007.
3. Alcohol Related Harm: a statistical profile for Leicester, Leicestershire & Rutland, Research and Information Team, Chief Executive’s Department, Leicestershire County Council
4. Ofsted Tellus2 survey 2007 based on responses given directly by 1,661 10-15 year olds. Leicester Tellus2 summary sheet Ofsted November 2007.

**9. Consultations**

The strategy and action plan has undergone wide stakeholder consultation, and there is a commitment for a further consultation process to take place on the final draft as agreed by the Safer Leicester Partnership.

**10. Report Author**

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<b>Key Decision</b>	Yes
<b>Reason</b>	Significant in its effects on communities in one or more wards
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)