The Winston Churchill Memorial Trust of Australia

by

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2008 Churchill Fellow

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Signed:      Dated:

This report was compiled by the author in his capacity as a 2008 Churchill Fellow. The views and opinions expressed by the author are his own, and do not necessarily reflect the views and opinions of the Churchill Trust or the Queensland Police Service.
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Special thanks to Pip Roe whose unstinting and good natured assistance as my scribe, photographer and confidant and whose sage like advice while on the road led to this work materialising into its present form.

An adventure such as the one I have had through my Churchill Fellowship is life changing. I will now share that experience with a few other ‘lucky’ Aussies and will forever encourage as many people as I can to seek out the ‘adventure’ for themselves.

Beer is the cause and solution to all of life’s problems. ~ Homer Simpson
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One reason I don't drink is that I want to know when I am having a good time.
~ Lady Astor

Source: Churchill Museum
Introduction
The Fellowship I received from the Churchill Trust enabled me to travel to Ireland, the UK and parts of Western Europe in order to examine and compare the crime prevention policy and program responses of leading UK and European agencies (including human service and police) to alcohol-related or caused crime.

A critical outcome that results from face to face engagement is the relationships that are built as a result. As we grapple over the long term with alcohol and crime issues, having the links and networks in place, the contacts made – means more substantial exchanges of information regarding the problem solving that is occurring in countries with like problems and cultural experiences. The Fellowship has enabled me to meet with people who are working in different ways on the same problem. I now have an international network of contacts and a ‘truck load’ of relevant documents and other information. I have established a ready and accessible group with whom to exchange information, ideas, problems and solutions – not to mention a bunch of new mates.

Superintendent Bernie Gravatt - ‘The Guv’

David Morciano & Ruben Jimenez, Chefs de Department, Securitas – BBQ Swiss style

In addition ‘going there’ has enabled me to look behind the published and often sanitised accounts that can be found through ‘at-home’ research and enquiry. Many of the good stories that are available – published as examples of successful
government policy decisions – hide the hard yakka, the failures, blockages and stories of individual commitment that occur to achieve outcomes. Much of what is not published on the net has been shared as a consequence of the relationship that has been established through personal contact and the sharing of mutual experience.

With a topic like “Alcohol-related crime” I should acknowledge at the outset that I am not a ‘wowser’. I enjoy a drink as much as anyone and I understand that culturally alcohol has played a very strong role in developing the Australian way of life – after all what hope did we have when our first colonial military was called the ‘Rum Corp’.

Without question, the greatest invention in the history of mankind is beer. Oh, I grant you that the wheel was also a fine invention, but the wheel does not go nearly as well with pizza. ~ Dave Barry

But just saying drinking is part of our culture is not a justification for the horrors that can come as a consequence of alcohol fuelled crime and incivility. As the Queensland Premier, Anna Bligh MP, said on 21 July 2009 when announcing an enquiry into broad alcohol-related issues like use of glasses in venues, community safety…and other ways to curb alcohol-related violence:-

_It’s time to have another look at the culture of drinking. A good night out should not involve binge drinking and violence. It’s time to restore some respect._
Executive Summary
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The Fellowship travel was undertaken between March 14th and June 14th 2009. The aim of the Fellowship was to study the crime prevention policy and program responses to alcohol-related crime in those countries I visited.

I visited police, Councils, government bodies and NGOs in Ireland, the UK and parts of Western Europe. It provided an opportunity to learn from these other jurisdictions which have, to a greater and lesser extent, been grappling with the same problems we have. The information and experiences I acquired will, I hope, help better frame policies and program responses in the context of a society which uses and endorses widespread alcohol usage.

Highlights
- My time with the Police in Belfast – what an extraordinary policing environment – touring in an armoured car with veterans of ‘the Troubles’ through the streets around Shankill Road and the Falls area;
- The launch of the ‘Knives Ruin Lives’ drama – a highly innovative and emotive way to address a difficult subject and to connect with young people;
- St Paddy’s Day in Dublin – the before, during and aftermath;
- The opportunity to speak with council workers, CCTV operators and general duties police working within the Night Time Economy areas of Liverpool and London and to experience their working environments;
- Linking with the French Police – hospitality of the highest order and links to police, health and justice officials who were absolute experts in their fields;
- Superintendent Bernie Gravatt – an exceptionally busy man who made the time to provide me with so many relevant experiences such as:
  - Out on the night patrol with the ‘Permanent Night Duty Team’ in the West End of London and dealing with alcohol-related disorder and violence – this great group police the 3,500 bars and clubs in the West End - and meeting with the Crime Response Team who focus on the street drugs trade in Soho;
  - Meeting with representatives from the Westminster Local Authority Licensing Team, the Met Police Clubs & Vice Unit CO14, the Soho and West End Safer Neighbourhoods Teams (These are community policing teams responsible for longer term problem solving and working with the community) and the Heart of London Business Improvement District;
  - The generosity of industry representatives who shared with me their philosophy and motivation for participating in the push for responsible drinking.

Dissemination and Implementation
This Fellowship Report is of course the first step in disseminating what I have learnt. The Report will be published on the Churchill Trust site and provided to the QPS Senior Executive, to members of the Australian and New Zealand Crime Prevention...
Senior Officers Group, to the Drugs and Alcohol Coordination within QPS, the ANZ Policing Advisory Agency and to other relevant groups within the Queensland government.

I intend to present to the Australian New Zealand Crime Prevention Senior Officers Group, policy officers of the Office of the Commissioner, QPS and to conferences and seminars as they are available and relevant.

I intend to also make recommendations on strategies that can be applied within Queensland where the QPS has the lead agency role for crime prevention.

**Recommendations**

There are a range of structural, legislative and regulatory factors which impact on and contribute to the Australian drinking culture and resultant problems of alcohol-related crime and incivility which can be addressed through:

**Partnerships**

1. Health and community safety sectors working closely together with the alcohol industry to identify what they have in common and to work jointly to develop the evidence to solve problems where differences of opinion exist.

2. Establishing a working partnership with alcohol industry groups similar to the Scottish Government and Alcohol Industry Partnership. It is incumbent on policy makers to recognise the role that the industry can play in mitigating the negative impacts of alcohol misuse.

3. Establishing an expert group to advise on a range of alcohol-related crime and incivility issues which generally impact on concepts of community safety and in particular:
   a. The use, adequacy and effectiveness of existing penalties and sanctions especially those directed to excessive and under-age drinking
   b. The manner and conditions for sale, possession and consumption of alcohol
   c. Availability of alcohol (including outlet density and opening hours)
   d. Levers for cultural change
   e. Prevention initiatives.

   The group can also look at many of the other recommendations or issues raised here and can be a standing group charged with assessing emerging issues and advising government on an ongoing basis.

4. Engaging with relevant stakeholders to determine how more appropriate norms, standards and values about drinking and behaviour can be established.

5. Maintaining and enhancing the links to Western European countries. Much can be learnt by looking at the work of non-Anglo-Irish countries in this field. The French Police in particular are looking to formalise exchanges and forge closer links with Queensland Police.
**Physical environment**

6. The application of situational crime prevention techniques such as Crime Prevention Through Environmental Design (CPTED) to the built environment both in and outside premises (e.g. the layout of premises; the street environment).

7. Where alcohol is sold in a non-alcohol sales specific store (i.e. a take-away or off-license), that it is structurally separated from the rest of the premises.

8. The application of new technology to support all stakeholders in securing safer environments, such as replacing glass; using face recognition technology.

**Licensing issues**

9. A greater focus on community safety during the planning approval process for licenses and licensed premises - community needs to be taken into account when licenses or applications for extended trading hours are considered, for example, consideration of the adequacy of the existing number of premises in an area; adequate local infrastructure, such as public transport; and issues of public order and the premises ‘track record.’

10. Trialing test purchasing of alcohol products, with appropriate safeguards for those involved.

11. Reviewing serving practices which may inadvertently or overtly encourage excessive consumption, e.g. vertical drinking; ‘happy hours’.

12. Reviewing the operation of licensed premises including style of service, enforcement of responsible service guidelines; and age of purchase laws.

13. Reviewing the role of police and effectiveness of enforcement strategies related to safety around licensed premises.

14. Improving, integrating and coordinating joint agency strategies and responses to reduce binge drinking, alcohol-related violence and public safety issues.

15. Investigate ways to strengthen enforcement under existing liquor and security provider legislation.

**Cultural change**

16. Engaging with schools, tertiary institutions and other appropriate groups to determine how they can replace risky drinking behaviours with more responsible alcohol consumption.

17. Social marketing which reduces the systemic tolerance of intoxication and encourages more responsible patterns of consumption.
Research

18. Evaluating the cost effectiveness of specific approaches, particularly for the impact on law enforcement, for example, what are the unintended outcomes of reduced trading hours?

19. Developing an ‘Information Hub’ which collects, collates and disseminates research and initiatives on alcohol related crime and incivility and harm.

20. Investigation of the benefits of a differential/hypothecated taxation system on alcohol to assist in the funding of public services specific to the issue of alcohol related crime and incivility.

A critical issue is the need for a longer term, perhaps even a generational perspective to be taken. In Queensland we have been able to change our water usage habits but not our motor vehicle safety record. France and Italy have done well to reduce alcohol consumption over the long term. We should not seek just a short term fix and the key is to find ways to get a longer term change or a cultural shift to the way we view alcohol and crime. I believe that a key to this is a partnership between all the people who have an interest and to include the industry in both finding the solution and participating fully in the implementation.

We know that young people are being introduced to alcohol at younger and younger ages and that a large amount of alcohol-related crime and harm generally, occurs as a result of one-off drinking occasions – binge drinking – which, reportedly, seems to be the preferred form of alcohol intake for Gen Y. Behavioural management and education are an effective crime prevention technique especially if the right approach is pitched at the right generation or sector within the community.
Fellowship Programme

Ireland (15 March – 22 March 2009)
- Trevor Shiels, Jacqueline Martin and Inspector Maura Walsh, National Crime Prevention Unit, An Garda Siochana
- Seamus Carroll and Kathleen O’Connell, Department of Justice
- Angela Smith and Jean Doyle, Corporate Social Responsibility, DIAGEO
- Ian O’Donnell, Professor, UCD Institute of Criminology (Member of Alcohol Advisory Group)

Northern Ireland (23 March – 24 March 2009)
- Peter Loughins, Superintendent, Criminal Justice Department, Northern Ireland Police Service
- R (Duncan) McCausland, Assistant Chief Constable, Criminal Justice, Northern Ireland Police Service
- Alistair Hutchinson, Crime Reduction & Voluntaries Branch, Community Safety Unit
- Jane Humphries, Chief Inspector, Policing with the Community Branch, Northern Ireland Police Service
- Richard McLernon, Community Safety Coordinator, Belfast City Council
- Special thanks to Constable Jim and Sergeant John for the drive around some of the areas of Belfast with palpable reminders of the Troubles

Scotland (24 March – 27 March 2009)
- Mark Baird, Program Director: Scottish Government & Alcohol Industry Partnership, Public Health and Wellbeing Directorate
- Sergeant Jim McKenna, Force Drug Coordinator, Safer Communities Department, Lothian and Boarders Police

England (27 March – 09 April 2009)
Liverpool
- Ian Noble, Merseyside Police
- Paul Martin, Force Architectural Liaison Officer, Merseyside Police
- Frank Stott, Sergeant, Force Architectural Liaison Officer, Merseyside Police
- James McAlister, Business continuity Co-ordinator, Force Operations Department, Merseyside Police
- Paul Marley, Sergeant, Major Events Planning Team, Force Operations Department, Merseyside Police

London (City of Westminster)
- Superintendent Bernie Gravatt, Westminster Police, Metropolitan Police
- Inspector Phil Ryan and his Permanent Night Duty Team
- Vincent Zdzitowiecki, Contingency and Events Planner, Palace of Westminster, Metropolitan Police
- Andy Joines, Sergeant, Westminster Police Licensing Team, City of Westminster, Metropolitan Police
- Peter Clark, Chinatown Unit, Metropolitan Police
- David Fereday, Operations Manager, Heart of London Business Alliance

Paul Friedman – Churchill Fellowship Report 2009
Andrew Craig, Cath Sheedy and Vicki Thomas, Queensland Trade and Investment Office – Europe, Queensland Government

Elizabeth Crossick, Director, Government Relations & Social Responsibility, Europe, Brown-Forman and European Forum for Responsible Drinking

David Poley, Chief Executive, The Portman Group

Rebecca Rodi and Alison Woolven, DIAGEO, London

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France (09 April – 16 April 2009)

Olivier Paquette, Contrôleur Général, Sous-Directeur, Préfecture De Police

Jennifer Davies, Relations internationals, Direction générale, INPES (National Institute for Prevention and Health Education)

Bernard Basset, Directeur générale adjoint, Direction générale, INPES

Juliette Guillemont, Coordinatrice du programme Alcool, Direction des affaires scientifiques, INPES.

Sylvie Mouchel, Magistrat, Bureau De La Santé Publique, Du Droit Social, Et De L’Environnement

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Stéphanie Boisnard, Commissaire De Police, Chef De La Division De La Coopération Internationale, Ministère de L’intérieur, De L’outre-mer, Et Des Collectivités Territoriales

Jacques Meric, Sous-Directeur De L’évaluation De La Prospective, Et Des Affaires Internationales, Ministère de L’intérieur, De L’outre-mer, Et Des Collectivités Territoriales

Frédéric Fichet, Chargé Géographique, Bureau Asie/ Pacifique Sud, Ministère De L’intérieur, De L’outre-mer, Et Des Collectivités Territoriales

Cyril Leteuil, Sous-Directeur De La Coopération, Chef Adjoint Du Bureau Asie, Ministère de L’intérieur, De L’outre-mer, Et Des Collectivités Territoriales

Julien Emmanuelli, Dr, DéléguéPremier Ministre

Christian Morel-Barnichon, Inspectrice d’acadé, Inspectrice pédagogique régionale, Premier Ministre

Alexandre Pichon, Commissaire principal de police, Chargé de mission Intérieur, Premier Ministre.

Sylvie Vella, Chargée de mission, Protection judiciaire de la jeunesse

Belgium (16 April – 17 April 2009)

Jamie Fortescue, Director General, European Spirits Organisation (CEPS)

Carole Brigaudeau, Manager, European Forum for Responsible Drinking (EFRD)

Netherlands (17 April – 23 April 2009)

Dr Gijsbert Siertsema, International Group Relations

Mr Sietze Montijn, Head, Corporate Responsibility, Heineken
Aart van Gestel, Heineken
Dr Ernst Bunning, Q4Q

**Switzerland (23 April – 29 April 2009)**
- Ruben Jimenez, Chef de department RH, formation & PP, Securitas
- David Morciano, Chef de domaine, marketing et commercial, Securitas
- Vesna Leroux, Consular Manager, Australian Consulate General
- Chistoph Loosli, St Gallen

**Italy (07 May – 8 June 2009)**
- Piero Caramelli, Dott., Dirigente della Polizia di Stato
- Sandro Libianchi, Lazio Police
- Dr Daniela of the Polizia
- Director Roberto Massucci, Chief Inspector Giuseppe Pilichi, CNIMS, Ministry of the Interior, Roma
- Silvia La Selva, Psychologist/Evaluator, CNIMS
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- Sasha Perugini, Dr, Centre Manager, Monash University
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My apologies if I have missed anyone who very kindly took the time to meet with me.

\[\text{Always do sober what you said you'd do drunk. That will teach you to keep your mouth shut. ~ Ernest Hemingway}\]
**Main Body**
The links between alcohol and violence are well established. I am sure alcohol and violence have gone hand in hand since the days when people first drank fermented rice and honey 12,000 years ago.

Alcohol-related crime is a very topical issue. There has been no better insight into the effects and impacts of alcohol on behaviour than raising children – I have sons in their early 20s and a daughter who last year experienced the joys of Gold Coast Schoolies.

It goes without saying that the issue is an important one and there is a plethora of data which is publicly available to put the issue into context.

The cost to Australia of alcohol-related crime is measured in the multi-billions of dollars. Ten years ago it was estimated at $2 billion and that was a conservative estimate. Then you need to add in the costs associated with health/medical; Emergency services; Industry/business productivity losses – and you get a sense that the true cost is significantly higher. There is a corollary of course. The alcohol industry generates billions of dollars in revenue, jobs and the intangibles associated with the fun generated through responsible consumption of its product.

In Queensland, at least 30% of police time is spent dealing with a broad range of alcohol-related incidents which include not only the ones so strongly in the public eye - the wanton violent acts, the drink driving horrors, the child neglect and abuse – but also other alcohol-related crime, incivility and social issues and problems such as:
- Controlling underage access to alcohol;
- Noise;
- Property damage;
- Littering;
- Public intoxication and drinking;
- Alcohol fuelled parties;
- Drink spiking.

We know from Australian research that there is an inextricable link between violence, extended trading hours and the density of licenses. We know alcohol abuse is a national problem which isn't going away.

Studies to date show us is that there is not only a strong causal relationship between alcohol consumption and crime, especially violent crime, but also that the strength of this relationship is culturally related. Where the pattern of alcohol consumption is one of drinking to intoxication, as is often the case in Australia, especially for young people, there is a much stronger link between alcohol consumption and crime, incivility and anti-social behaviour.

**Ireland**
The government in Ireland established an Alcohol Advisory Group to look at the whole problem of alcohol-related harm within the Republic. It included the ‘right people’ who were willing to compromise and develop a consensus approach. Each member took a role in drafting segments of the report with the Chair being open and
not protective of the text. This led to a report without radical recommendations and which was acceptable to all sides of the debate.

The Group handed its Report to the Ireland Government in March 2008

Issues of both community safety and health were assessed with clear advice being obtained from well qualified people. It was established as policy that alcohol was to be regarded as qualitatively different to other products. Some key messages were:-
- Demand can be moderated through a balance of taxation and costing;
- Test purchasing is a legitimate tool for behaviour change and enforcement
- Opening and closing times need to be regulated again;
- There is a relationship between use, age of consumer and price;
- Legislative responses allow for a broad capacity to impose conditions but must be coupled with strong enforcement and well publicised prosecution;
- Youth issues are a key motivator for change – the age of those using and abusing alcohol is reducing and the culture is enforced in the home, school and tertiary/University – youth link to alcohol is part of the culture of being ‘Irish’;
- There are major financial impacts on health and justice systems – A&Es are at breaking point and police spend too much time dealing with alcohol-related ‘issues’.

The Department of Justice was then tasked with a complete review of the current legislation. Laws existed from 1833 with over 600 separate articles impacting on the liquor licensing laws of Ireland. A new Bill is being prepared to codify Ireland’s response to alcohol.

Two schools of thought exist in respect of the approach to be taken.

One is a restrictive approach – reduce trading hours; reduce the number of outlets; increase tax and cost of supply; reduce the number of people who can access alcohol. This is mostly advocated by the health sector with much evidence drawn from the Scandinavian experiences. It is an approach strongly supported by NGOs working with those whose lives have been impacted by alcohol.

The other approach is that the minority causes the problem and the issue cannot be effectively addressed by a blanket response. This approach calls for increased education and training and increased awareness of the impacts of excessive alcohol usage. It advocates the social marketing of ‘Responsible Drinking’ (such as Diageo and Heineken).

In Ireland the belief is that neither ‘side’ recognises the merits of the others policy stance. Within the Justice Department, there is a sense that both sides can be accommodated and that is what is being attempted within the new Licensing Bill.

The liquor licensing system in Ireland is also attempting to balance the need for competition, job maintenance and creation, good value and efficiency and responsiveness to tourism with the cost to government and community of alcohol-
related harm and the protection of vulnerable people (eg. under 18s, pregnant women).

The new Bill reduces loopholes and red tape. It also:
- reduces operating hours;
- improves policing capability, responsiveness and capacity to intervene;
- provides for seizure provisions (under 18s can have alcohol seized anywhere outside of private residences);
- creates tougher public disorder provisions.

There is an attempt to shift alcohol consumption from on-site to the home with greater community policing, RBTs and more off-licenses.

There are several key recommendations or provisions in the Bill which are contained in addendum 1.

The response from Ireland has been to acknowledge the need for a cultural shift over generations. “The law can change culture but it takes time and effort. It is a blunt instrument though, and of course, can be circumvent”. For example, a ban on happy hours resulted in “happy day” promotions. Attempts to prevent low cost selling have been very difficult as it has been hard to establish the true cost of products (eg. delivery, distribution, bulk discounts to major retailers).

In the National Crime Prevention Unit, staff struggle to deal with under-age drinking. For example after St Patrick’s Day 2009 in some areas less then 50% of youths around 15 years of age attended school the next day. Some critical changes they have brought in have been:
- No glasses in venues;
- 2 yrs of heavy and very effective drink driving enforcement;
- Use of ‘Night Line’ buses to aid the movement of people out of the night time economy areas;
- Application of CPTED (Crime Prevention Through Environmental Design) principles to both venues and to the street environment within the area of the night time economy.

Northern Ireland

When I was in Northern Ireland in March 2009, I was made aware that the Northern Ireland Government was considering an Action Plan/report entitled “Addressing Young People’s Drinking in Northern Ireland” and received a copy of it. It formed the basis of several of my discussions while in Belfast. The report is in fact an ‘integrated, coordinated action plan to prevent, reduce and address young people’s drinking’. It is an excellent model for ‘action’ on the issue.

The report had been prepared by a working group made up of alcohol producers, retailers, NGO’s and governments. The NI Government has since my return, launched the report (27/06/09) and has made a series of commitments to its implementation.

The action plan focuses on three main areas:
- reducing young people’s demand for alcohol by providing information, education and training;
• restricting the supply of alcohol;
• providing treatment and support for those who require additional help.

There was a general acceptance by the agencies that issues around excessive and damaging drinking (especially by young people) in Northern Ireland could not be tackled by a single organisation working in isolation. It could only be addressed through groups working in a coordinated and integrated way – in partnership. "Enforcement does have an important role to play but it is not the only solution."

Over six weekends the Northern Ireland Police enforced operation “Snapper”. This program of high visibility policing targeted at public places and underage drinking was so successful it was embedded into core policing and is now an integral part of the Action Plan. Over twenty five thousand items have been seized and destroyed in what is a simple yet highly effective and public display.

In conjunction with the Belfast City Council a promotion called “Get Home Safe” has been operating for a number of years and now has a very recognised ‘logo’ and message (to the degree that early 20s are now giving the message to their younger siblings). The campaign promotes how young people can:-
• plan how they are getting home, to stay with friends, don’t become involved in fights and always remember that if ‘you are going to drink, drink responsibly’;
• never accept a drink from someone they don’t know;
• plan their journey home in advance;
• always have enough money to get home;
• don’t walk through unsafe or ‘new’ areas.

A campaign in Northern Ireland called ‘You, Your Child and Alcohol’ was also mooted to commence in early June 2009. One of the key tenets is that cultural change starts in the home and it is the responsibility of parents to set good examples to their children. Assistant Chief Constable Duncan McCausland said:

“We want this campaign to challenge parents to think twice about the serious consequences underage drinking can have. The consequences are severe to those young people who become victims of crime, incur serious injuries as a result of having drunk too much or commit crime fuelled by alcohol, and to those others who do serious and life-threatening damage to their own health over the long term. Parents often underestimate how much influence they have on their children and hopefully this campaign will give them an opportunity to establish boundaries around alcohol."

The Northern Ireland Police believe they have sufficient power in existing legislation and the focus is now on working with the community to enforce and to gather evidence and data. Their direction at the local level is “this is what we need to do but we will not tell you how to do it”. It encourages local solutions to the problems of a community - local and flexible responses are encouraged.

Police have been given the lead to pull together a response but there is an acknowledgement that no one can do it alone. Administratively, police district officers are held to account under a district policing plan which focuses on responses to alcohol-related crime. Since this approach began there has been a fifteen percent reduction in antisocial behaviour and alcohol-related violence and significant
increases in funding diversionary activity. Protocols and MOU’s have been established between police, health and education for the sharing of information and there is an acknowledgment that significant benefits have been gained for everyone. As Superintendent Loughins said “no one has ever died from the sharing of information but many have done so when information is withheld” - this is particularly relevant for a country like Northern Ireland.

A final piece of data that supports the reasons why the Northern Ireland police are focussing on this issue is that 80% of weekend admissions to A & E are alcohol-related with many being knife related injuries.

A program entitled ‘Knives Ruin Lives’ was launched while I was in Belfast and it was one of the most impressively innovative responses to the issue that I have seen. It is an interactive drama which is being performed across Northern Ireland to all 12 to 13 year old students. It has a series of potential endings and at the end of the play an interactive discussion is held between the students and ‘in character’ actors. Discussions focus on why they did certain things and what they could have done differently. Please see the following site for more information: http://www.psnl.police.uk/24-03-09_knives_ruin_lives_make_the_right_choice

Scotland
The Scottish Government has entered into a Partnership Agreement with the Scottish Alcohol Industry. The non-legally binding agreement includes the Scottish Government and leading alcohol industry groups including the Scotch Whisky Association, Tennents, Diageo, Scottish & Newcastle, Scottish Retail Consortium, Scottish Licensed Trade Association, BII Scotland, Scottish Beer & Pub Association, Scottish Grocers' Federation, Wine & Spirits Trade Association, Gin & Vodka Association and the National Association of Cider Makers. This group includes all the key players in the broad spectrum that makes up the alcohol industry in Scotland.

All partners acknowledge a shared aim to reduce alcohol misuse in Scotland and have agreed on a number of actions. They have committed to a ‘long term collaborative approach to fostering a culture which recognises that responsible, moderate consumption can be part of a healthy society’. The partnership has an emphasis on delivering tangible action and outcomes. The Drinkaware Trust in the UK is the agreed vehicle for promoting responsible drinking messages. It provides education and campaigning resources with activities aligned to be mutually supportive to achieve greatest impact.


It recognises:

- the need for enforcement of current licensing legislation;
- a zero tolerance approach to the illegal purchase of alcohol;
- alcohol-related disorder.

The government and partners agreed to the use of test purchasing to prevent under age sales. There was the significant recognition that alcohol-related harm is not only a health issue and the government committed to delivering further resources to address the justice and other social impacts of alcohol misuse and abuse.

Again like so many other jurisdictions including our own there has been an
appreciation that the problem requires a long term cultural change program.
The Scottish Government and Alcohol Industry Partnership acknowledges that there
are 2 sides to the debate in Scotland. In a nutshell, it is the ‘whole of population
response’ versus ‘a targeted approach aimed at real problem areas’. Both sides
differ in methods and scale but in the main agree on the majority of approaches
taken. A key aspect is that they have worked on identifying what they agree on so
that they can operate with less of an ‘us and them’ attitude.

The partnership identifies and acknowledges common ground and works to establish
evidence to settle the areas of dispute.

There has been an agreed series of initiatives which can be found as an addendum 2
to this report.

The Partnership has been operating for over two years and is managed at a very
senior lead position within government that is fully funded by the alcohol industry.
The government provides in-kind support while the industry funds partnership
projects. However while the partnership has been criticised by health (saying the
industry has too strong an influence over the government) there have been many
cooperative projects supported by health advocates.

The partnership has developed the Scotland Advertising Guidelines. “Recognising
the important contribution of drinks companies to the Scottish economy and civic life
through local and national sponsorship activities, the new guidelines identify best
practice for alcohol brand sponsorships in Scotland. Distillers, brewers, and alcohol
retailers in Scotland have agreed to:

- Include activities or events to promote responsible drinking in any new
  commercial sponsorship;
- Ensure alcohol brands are not used to sponsor teams, brands, celebrities or
  events with particular appeal to under 18s, nor sponsor individuals under 18;
- Carry responsible drinking messages on all point of sale communications;
- Conduct sampling activities at sponsored events in a responsible manner.”
Source: Scottish Industry Partnership

The major sponsor of the Scotland Football team has, while maintaining its
sponsorship level, voluntarily relinquished its branding of the under 21 team and
allowed the government to use the ‘advertising space’ for any message it wants to.
The government is promoting a healthy lifestyle and responsible drinking message.

In addition the partnership has found:

- Messages like “alcohol will kill you” don’t work with the public;
- Leaflets and the like don’t work as an educational and behavioural change
  medium particularly with Gen Y and X;
- A common set of data that all sides of the debate have agreed to;
- Major government funded or supported events must apply guidelines;
- Drama and roll play are highly effective with young people;
- Award and recognition schemes such as “Best Bar None” help with industry
  buy in.

The Partnership is an excellent example of government and industry working
together on the issue and is a good model for a community safety focus (which could be improved by the addition of peak community groups within the local environment).

**Liverpool**

Police and Council use an evidence-led process, based on hot spot identification and local intelligence, to determine which licensed premises or areas of the ‘Night Time Economy’ should have specific interventions or operations.

**Test Purchasing and Mystery Purchasing**

Test purchasing is one method by which police ensure licence conditions and legislative and by-law requirements are being met. Test purchasing involves two undercover police officers and two volunteers (usually at least 18 months under 18 years of age and as young as 13 years (usually 14 to 16 years old) attempting to purchase alcohol. The aim is for authorities to determine whether a licensee is complying with legislation, with the training and education requirements set for staff and generally the ‘attitude’ of the business to under-age drinking.

Breaches are often not prosecuted but result in improved training and procedures within businesses to prevent further breaches. However blatant and repeated infringements are dealt with seriously and publicly.

The police argument for using test purchasing is the same as is used for the use of ‘speed guns’ and ‘radar traps’. These ‘traps’ reinforce with ‘good drivers’ that they run a risk of detection and penalty if they act badly. They can change the behaviour of ‘bad drivers’ via the risk of fines and prosecution and of course they aid in detecting and penalising those that actually do the wrong thing.

**Challenge 21**

The ‘Challenge 21’ scheme has been operating since 2005. This scheme promotes to retailers their responsibility to always challenge anyone who looks under 21 to produce age identification and if they cannot do so, to refuse them service. In August 2008 the British Beer and Pub Association stated ‘ninety one per cent of young adults know about the pub sector’s Challenge 21 scheme, which is designed to help stop underage sales’.

In London police organised for a cashier to go around to schools to explain the risks to his job and impact on him, his dependents and the store if he was to supply to underaged people. This provided an ‘emotional’ linkage to the problem and was found in focus groups to be harder for young people to ignore.


**Pubwatch and Operation STAND**

Pubwatch is a national initiative.


Pubwatch is a scheme set up and run by licensees to reduce crime and disorder in pubs and clubs. Supported by the police, it is a national initiative, which is proved to reduce violence and other types of criminal acts such as drug dealing and vandalism. The scheme works by creating links between licensees and allowing information - such as the identity of troublemakers - to be passed quickly between each other and
police. It also provides a forum where licensees can share problems and solutions. “There are a number of advantages for licensees joining the scheme, including:

- membership of Pubwatch deters troublemakers;
- a reduced risk of licensees, staff and customers being assaulted or abused;
- less damage caused to property and smaller repair bills;
- it is good for trade - Pubwatch helps create a pleasant environment to work and socialise in.

There are also advantages for the police, such as:

- officers know more about potential troublemakers and get better quality information which they can act upon;
- by receiving more precise details in calls for assistance, police can make the best response;
- violence in and around licensed premises reduced;
- improving the working relationship between police and the licensed trade.”

Source: http://www.staffordshire.police.uk/advice_zone/alcohol/pubwatch

In St Helens, monthly Pubwatch partnership meetings occur between Merseyside police, Council and licensees. These meetings are run by the St Helens’ licensees and about 40 attend each meeting. They have agreed on a system of banning orders for people who are arrested. The scheme is called Operation STAND (St Helens Against Night-Time Disorder).

Two men have been issued life Banning Orders at the St Helens Pub Watch Committee Meeting. The Bans were issued following an incident of disorder over the weekend in a licensed premise in the Town Centre.

A 26 year old man from Bold and a 25 year old man from Broad Oak were both issued with Life Bans as part of Operation STAND (St Helens Against Night-Time Disorder). If the banning orders are breached, Merseyside Police and St Helens Pubwatch Committee will consider an application to court for an Anti-Social Behaviour Order.

Licensing Sergeant, Chris Gibson, commented “This is an excellent example of local licensees, Police and the Council working together to ensure visitors to the Town Centre enjoy a night out in safety. We will continue to crack down on incidents of disorder and anti-social behaviour across the borough and take robust action against those committing such offences.”

Take a STAND against disorder

Operation STAND involves publicans teaming up with St Helens Council and Merseyside Police to take a STAND against disorder and anti-social behaviour in their premises at night-time.

It was launched by St Helens Crime and Disorder Reduction Partnership and the Pubwatch Schemes. Pub Watch links licensees to the Police and CCTV operators via radio.

The initiative aims to protect licensees, identify offenders and arrest and prosecute people who commit criminal activity. Anyone who is violent towards bar staff, arrested and charged with serious assault or disorder, damages property or uses pub premises to supply drugs will receive an interim ban from licensed premises in the areas covered by the three schemes.

Source: Merseyside Police

In practice a person is ‘banned’ for 28 days from any licensed premises in the area following arrest. If the arrest is for a minor offence it will last only the 28 days but if it is a major offence Pubwatch considers the matter and decide on a banning period of 30 days to a lifetime ban. In St Helens about 30 people are on lifetime bans which are applied to prolific offenders and for those assaulting police or door staff. Photos of the banned individuals are circulated.
As part of Pubwatch, door staff, police and CCTV operators are all linked by radio and camera. The camera operators are regarded as integral in both identifying offenders and in identifying potential trouble i.e. combining the proactive and preventative and the reactive/aid to prosecution aspects of CCTV.

**Safety Arch**

In Merseyside there is also the ‘Safety Arch’ program. A metal detector arch (like those used in airports) and wands are deployed on a rolling and random basis to pubs and clubs and all patrons accessing are checked for offensive weapons and drugs.

Patrons have been positive about the program stating that they feel reassured that the premises they are visiting are safer and would-be trouble makers are deterred from entering. Licensees who initially believed they were being unfairly targeted have now used the program to market their premises as safer environments for their clients.

**Drugs and the Licensed Premises**

Merseyside Police use a portable Ion Track Itemiser to indicate the presence of drug usage in licensed premises. Swabs of hands, tables, work areas, DJ booths, sinks, offices and other surfaces are taken and immediately put through the analyser. Positive responses can lead to individuals being further tested but importantly the results are used to engage with management about the level and type of drugs entering their establishments.

CCTV footage is used to identify problem areas and cameras can be deployed in washbasin areas of toilets or other areas. Information about drug testing responses is incorporated into the ‘De-brief Sheets’ compiled by police who work the Night Time Economy ‘beat’.

St Helens is just one district in the Merseyside police area and has approximately 25000 people come into its Night Time Economy area on a nightly basis over the weekend. General duties police officers who are out on the street collect a wide range of information and data which is used in a variety of ways to manage alcohol-related crime. They complete ‘De-brief Sheets’ which are collated and used to brief Command Meetings, to review operational performance and to plan future responses. The information is rich in evidence and provides ample opportunity for trend spotting and identification of hot spots and hot issues. Information is passed on to the licensing area which also collates information for use during license renewal or initial application hearings or assessments. It is also a key piece of information used during planning processes for events or license extensions and for determining the appropriateness of granting further licenses in specific areas.

**Operation Stay Safe**

Operation Stay Safe applies existing UK laws in a subjective way to determine whether a young person is at-risk and to remove them from that ‘risk’ by taking them to a safe place. The police target areas (eg: malls, under bridges, parks) and times (eg: Christmas, Friday and Saturday nights, school holidays) with more and focused police activity. It is described as “An operation which aims to tackle anti-social behaviour by identifying and offering support to vulnerable young people found on
the streets at night, involves police and youth workers patrolling hot spot locations for anti-social behaviour…. to engage with young people and identify those at risk of either becoming victims of crime or being involved in anti-social behaviour, often as a result of excess alcohol. They are then either taken to an identified safe place, where support from local agencies is available to them, or returned to their parents or carers.”


Alcohol and diversion
Merseyside Police and the council have merged funding. As they put it – “we have merged ‘silo funding’ to provide an effective pool of resources to help us respond to the need to divert young people away from anti-social behaviour, crime and alcohol and drugs”. A Community Development Partnership Board establishes the priority issues and encourages projects and programs to be resourced from the joint fund.

They have found that diversionary activity, targeted to places of need and ‘kids in need’, coupled with behavioural change education and with connections to youth and other services, is an excellent way to respond to youth and alcohol issues. Sport and culture are of the most relevant to young people and ‘it was the young people who asked for this’. When diversionary activity is in place there are corresponding reductions in ASB, alcohol use and misuse, crime, obesity, abuse and neglect and increases in health and education outcomes. A spin-off has been the development of leaders within those ‘diverted’ young people and the influence that the change in behaviour has within peer groups.

Mobile police unit - with full remote IT and CCTV capability

London
I accompanied Inspector Phil Ryan on a night patrol with the permanent Night Duty Team. This unit consists of the Inspector, four Sergeants and 20 Constables. The police in the teams all volunteer for this type of duty and receive added training and support. They work in two teams on a seven nights on and seven nights off shift pattern. They are responsible for patrolling the West End and dealing with alcohol-related disorder and violence. They police the 3,500 bars and clubs in the West End. (Overall there are an incredible 28000 licensed premises within MetPol).
I had the opportunity to attend command briefings and also to talk with one of the
24/7 response teams, the Crime Response Team, visit the cells and talk with the dedicated health professional who cares for those arrested with symptoms of alcohol and drugs misuse and other injuries.

In addition I met with representatives of the following:
- Westminster Local Authority Licensing Team;
- The Met Police Clubs & Vice Unit CO14;
- The Soho and West End Safer Neighbourhoods Teams (These are community policing teams responsible for longer term problem solving and working with the community);
- The Heart of London Business Improvement District.

Police use multi-layers of intervention within the Night Time Economy. Engagement and relationship building are regarded as an integral part of the response as are the application of high visibility policing, crime data and analysis coupled with problem solving, partnerships with council and other government agencies who work the area (eg: council cleaners are a constant source of intelligence and other information and CCTV operators and door staff are linked to police operations).

Technology is used to its fullest degree (resources permitting). Police use scanning equipment and CCTV to supplement the human factor. It is about a security ‘regime’ – technology plus door staff, knife and gun arches and wands and enforcement. They use high visibility policing – reflective fluoro jackets to advertise they are out there; mobile police stations and CCTV recorders; and a ‘friendly assertive confrontation’ style which one officer said ‘can be more assertive as is necessary’.

CPTED principles are applied as best they can be considering the physical environment in which they work. For example lighting and barriers are used to improve visibility, orientation and amenity and are integrated into CCTV usage. Signage is clear and messages are enforced in what I observed to be that friendly yet assertive manner.

Clear signage provides a deterrent message

They apply ‘broken windows’ principles to ensure that a sense of ‘ownership’ of the physical space is portrayed.

The basic philosophy of the Westminster Superintendent is “if we are crap at the simple things we will be crap at the serious problems”. They pride themselves on
good problem-solving techniques and engaging with the community to solve community and police identified problems.

In Rupert Court where drug dealing had been an unsolvable problem, the police pulled together the Council, fire authorities, street cleaners and others and asked them for a solution. They did – installing CCTV with signage; having cleaners and others act as ‘eyes and ears’; Council cleaned up and applied CPTED via increased lighting and improved visibility to passing traffic.

The police use a ‘carrot and stick’ approach to dealing with licensed premises which in the main are not concerned with safety of their clients due to the huge tourist trade. They use data to show crime at various premises (broken down into appropriate demographics and data sub-sets to enrich the analysis of a problem) and then confront owners/managers with the facts. They use problem solving techniques together to develop solutions. For example, one night club had escalating problems. Club management was presented with the data and asked to join with police and Council in developing solutions. The anecdotal evidence from the club supported the police data. It was agreed that most of the trouble was being generated from one area, was happening after 7pm and involved under 18s. So under 18s were banned from the premises after 7pm (with appropriate marketing and enforcement) and crime dropped almost immediately and within a short time turnover increased. As a consequence the club later received support for extended trading hours (which had always been the ‘carrot’).

Police have participated in the training of staff within the licensed premises and retail arena. When first proposed, industry representatives were not keen, but the training program has led to reduced turnover of staff, increased profits and greater consistency in how staff treat clients and potentially volatile alcohol fuelled situations. Call outs for police assistance have reduced and there is a greater ‘partnership’ or sense of ‘being in it together’ between police and the staff and managers/owners of premises.

Police have also worked with the alcohol industry to establish a ‘Drink Drive Ambassador’ scheme where victims and driving ‘heroes’ spread the anti-drink driving message. Bacardi has used a similar scheme as part of its responsible drinking campaign where Michael Schumacher was the ‘hero’.

Industry and Police/Government Partnerships
Several examples of effective partnerships between the alcohol industry and government and/or government agencies exist in the countries I visited (especially in Ireland, England, Belgium and Holland). The section on Scotland relates to one such effective and innovative partnership – the Scottish Government and Alcohol Industry Partnership. (See page 16).

Several other organisations are concerned with the social responsibility issues impacted by alcohol. Major manufacturers I met with such as Heineken and Guinness and representative bodies such European Forum for Responsible Drinking (EFRD), European Spirits Organisation (CEPS) and The Portman Group as well as big alcohol companies (owning many leading brands) such as Diageo and Brown-Forman all have made significant efforts towards promotion of ‘responsible drinking’,
Buses in Dublin with the DrinkAware message – ‘Rethinking our Drinking’

The Portman Group is an industry body which also works in partnership with government and others to advance education and behaviour change. It was established in 1989 by leading members of the alcohol industry in England. Fundamentally this policy development and advocacy organisation says that the community needs to be educated about the dangers of excessive alcohol use. It suggests that the efforts of government should be directed in the main on those who misuse alcohol, cause trouble and create demand for government services (health, justice) and not focus on a simple overall reduction of the total amount of alcohol consumed by the community (usually by increased taxation, reductions in outlets).

It advocates that when alcohol impacts on the demand for health services, interventions should occur at the health level specifically for those at risk and for those high level users of health services. The Portman Group uses the analogy of car crashes. They say that there is a direct correlation between the number of cars on the roads and hours of driving with the number of crashes, yet no one is trying to use tax increases, minimum price setting and the like to achieve reductions in the number of vehicles on the roads and so reduce crashes.

It agrees that alcohol is not an “ordinary commodity” but its regulation requires a sense of proportion.

Portman advocates the need for a fundamental shift in culture about the way we drink - binge drinking should not be seen as ‘normal’ and there should not be a social acceptance of drunkenness. It believes that existing enforcement and licensing laws are sufficient. However enforcement needs to occur in a consistent way with well publicised prosecution so community and industry alike can be ‘motivated’ towards good behaviour and change of practice. This is similar to the way that the enforcement of drink driving has stigmatised this behaviour over the years.

It has established the DrinkAware Trust which is fully funded by industry (£2 million per year for three years and £5 million for the fourth year). The focus is on educational campaigns. While the fund did come about as a consequence of government pressure it argues that this does not lessen the Portman Group’s (and
others within the industry) commitment to fully participating in educational and behavioural change programs which aim to change the drinking culture of the UK. The Portman Group sets guidelines and codes of practice for a variety of behaviours within the industry. Its ‘Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks’ is supported by the industry and aims to ensure that drinks are ‘marketed in a socially responsible way and to an adult audience only’. The Code has been expanded to include promotions through websites, press releases, sponsorship, branded merchandise, advertorials and sampling. It was introduced as a consequence of severe criticism of the industry over its promotion of ‘alcopops’. This Code can be seen at:

There is an independent system for hearing complaints about drinks marketing and an advisory service to help direct responsible marketing advice to producers.

Manufacturers and industry bodies acknowledge that in a business context it is not good to have people drinking themselves into oblivion. It means that alcohol generally or a particular brand then comes under the community spotlight and is open to government intervention. A brand’s association with bad behaviour can impact sales and reputation. As an example one European beer developed a reputation as the “wife beater”. See:

Industry bodies strongly believe that a multi-facetted approach is required and that education must be a part of that approach. The industry believes that this is where it can focus its resources and police and government should not be averse to encouraging industry participation, partnership or even sponsorship. Industry bodies say “we can market anything so why can't we market responsible behaviour in respect to alcohol”.

As one industry spokesperson said to me:- “If you want alcohol to be around for thousands of years then alcohol must be associated with a good product image. Compared to 20 years ago, the alcohol industry in the main, presents itself in a much more responsible manner. For example, Alcopops were marketed aggressively and targeted the young. We responded with Guidelines and Codes of Conduct which have seen the majority of the industry clean up its act and promote itself in a truly responsible manner. The industry are not angels but huge steps have to been taken to tone down advertising and make it more responsible.”

The industry recognises there is a problem but say they can only do what they can - so they concentrate on legitimate advertising campaigns and educational and behavioural change. For example, they cannot be seen to communicate directly with schools but through groups such as the European Forum for Responsible Drinking they can provide finance and help promote the “Drink Responsible” message. The industry advocates that when it says “Drink Responsibly” it is a more powerful message than when government says it.

Another example: the industry supported a short but intensive drink driving program in Bulgaria. When a young driver was tested and found to have zero alcohol content they received an MP3 player. This program of positive reinforcement received huge
levels of publicity and generated debate across the country. It is credited with improving the attitude and knowledge of drivers. It was part of an overall campaign that included targeted enforcement and other education. In Belgium a similar program used key rings and other gifts to encourage good behaviour.

Industry bodies advocate for governments to work with bodies such as DrinkAware, DrinkWise and EFRD to negotiate industry funded partnerships and to develop, implement and fund programs and projects. They believe it is important that everyone promotes a single “brand of social marketing”. Such partnerships can be used to promote changes to consumer behaviour. In the UK and Europe many such campaigns carry no branding at all of the alcohol industry. Premises and retailers/off-licenses provide considerable in-kind support by allowing ‘responsible drinking’ and other messages to be placed in their advertising and within their establishments. In addition, individual brands are encouraged to establish educational and behavioural change programs such as the ‘drink responsibly’ messages.

**France and Italy**
The culture of France and Italy is one of food and drink. But it differs from our love of food and drink. In popular Oz culture the food part is a lamb kebab at the end of a night on the booze – a night with the sole purpose of getting ‘hammered’. So at least the story goes a la a VB ad! It is a culture fully embraced by the Gen Y and that culture is learnt from the ‘funny’ stories our kids hear around the table or family gathering where we have talked about how we fell over after too many beers or how Aunty Joan drank one too many wines and abused Aunty Flo.

If only for a Mediterranean culture!? They drink alcohol with each meal and not to excess. They produce huge quantities of wine and beer and spirits but are reducing alcohol consumption. They maintain that the effects of alcohol on French/Italian society are not the same as in Anglo-Irish countries. Yet while there is not a major binge drinking concern in France and Italy such behaviour is developing to an alarming degree.

Authorities maintain that people ‘don’t want to be seen drunk’. As one put it – “it interferes with the line of their designer jeans”.

In recent years there has been a vigorous and blunt debate on the effects of alcohol in France. The majority of French know it is bad for them and links have been made to cancer and other disease as well as to workplace productivity losses, to death and injury road crashes, to family violence and upheaval, and to other impacts. The National Institute for Prevention and Health Education (INPES) has been at the forefront of creating and pushing that debate.

INPES was created in 2002 and is part of the health directorate. It has a budget of 113 million Euro of which half is used for advertising and marketing campaigns on a variety of health topics. Its key mission is the education of the population generally regarding health issues. There are 11 programs with the main ones being around tobacco, alcohol, mental health and drugs. Several senior staff of INPES made themselves available to me during my time in Paris.

Both France and Italy have had major reductions in the levels of consumption of
alcohol per person. The total level of consumption of alcohol has been reduced through targeted campaigns aimed at those most at risk or those whom the data indicates have the greatest problem. There have also been campaigns directed to the population in general. Specific campaigns (often humorous or with an emotional tag) that are directed to pregnant women and young people have been very successful. Labelling on alcohol products now includes the statement Zero Alcohol During Pregnancy and there is a push for further warning and information/education labelling of products.

The French have commenced an evaluation to see what the impact of these campaigns have been. The evaluation is looking at whether behaviour has changed as a result of the campaigns and the increase in and depth of understanding of the impacts of alcohol on the community.

The education campaigns also attempt to make both individuals personally responsible and also to use peer or collective pressure to change behaviour. Again these campaigns will be shortly reviewed and the results should be sought out to guide our work of a similar nature.

Health workers strongly believe that the alcohol industry focus on education and behavioural change is not enough to achieve long term change. They advocate for pricing and taxation increases to be applied to drag down the levels of consumption of alcohol eg: for pre-mixed drinks, a tax has been introduced which has forced up the price and it is contended consumption of this product has significantly reduced. However, while there is evidence that there has been displacement to more traditional drinks there is also evidence that overall consumption has reduced. This strategy is not supported by the industry however.

Like health officials of other countries I visited, health workers in France are suspicious of the alcohol industries’ motives because they believe that the industry does not want to lose its market share. The alcohol industry of course refutes this. The debate continues and further adds to the weight of finding productive middle ground in the way Ireland, Scotland and via groups like Portman have managed to do.

This is not a criticism of what has occurred in these countries. In fact it is to the contrary. Both have made remarkable advances in reducing the overall impacts of alcohol. In Italy and France there is an agreement that changing behaviour occurs as a consequence of the sum of all the measures applied – through policing, education, advertising and social marketing planning, taxation, enforcement - all combined to help change behaviour.

“It has not been proven that alcohol advertising causes higher consumption. It is in the alcohol industry's interest to demonstrate that effective alcohol campaigns only increase a producer's market share and also brand loyalty” (pursuant to Federal Trade Commission USA). Many who work in the French health area would argue that proposition. Officials of the French Government have mixed views of whether advertising bans are successful in changing behaviour and driving down levels of alcohol behaviour. While there is no real evidence to support the ban it presents a strong statement from the Government as one senior official said “Industry must
believe advertising works or they wouldn't do it, so not allowing them to advertise must have a positive effect.” It was put to me another way – “While there is no data that a ban supports a change in alcohol usage we say the ban should exist on the corollary argument that advertising works to promote therefore not advertising works to not promote.”

They also say that the ban on alcohol advertising says to parents and others, that the Government strongly supports the message that alcohol harms and supports them in changing their children’s behaviour.

French health officials had one important tip for Australia that they had learnt from their own experience. That is to keep the public engaged by being realistic with health and safety messages. They suggested that people in France and Italy who heard the Australian definition of binge drinking would simply not listen to any other messages.

While advertising is banned in France, the industry has recently been allowed to advertise on the web, but not on sites focusing on young people / sports sites.

Another message is that alcohol needs to be considered as and treated as a drug not a food (this is similar to the Irish and UK position). However some wanted to take it further and believe that if we are trying to make people think of alcohol differently then it should be considered and treated as a drug. Alcohol should be tackled in the same way that tobacco usage was attacked through major increase in tax, bans on use in public. Both are addictive and should be treated the same way.

In France and Italy, women play a big role in moderating the behaviour of men. They are encouraged through positive marketing to play a strong role and show their disapproval of alcohol fuelled behaviour (perhaps like Lysistrata in the ancient Greek play by withholding affection until change occurs!!). For men, the education and advertising campaigns use images to reflect the vision that certain behaviours aren’t “manly” or European! They are attempting to create an image of alcohol in peoples’ minds that its over use is no longer an excuse for anti-social behaviour.

Another way that France and Italy are impacting on cultural attitudes towards alcohol is through Universities. There is a campaign to stop institutions such as Universities from giving tacit and overt approval to excessive use of alcohol. (In Northern Ireland a student ‘riot’ during St Paddy’s Day 2009 ultimately led to students being banned from Universities).


In Italy those who organise University parties are generally required to include security and transport options and have an ID card system to gain access to alcohol. Open bars at student parties have been banned and universities have signed up to have “prevention teams” drawn from within the university or community groups to police and regulate parties.

Following a structured and integrated road safety campaign focusing on alcohol and the part it plays in road crashes, the road toll has been halved. Recidivist drink
driving offenders are required to have a breathalyser-linked starting mechanism in their vehicles which they must pay for themselves. The Government is talking to the car industry regarding having such starting mechanisms compulsory installed in new vehicles.

The breathalyser mechanism is an alternative to criminal sanctions. If not applied then the offender is subject to the original sanction which is usually more severe.

A major innovation is for learner drivers to be educated in the ‘reality’ of driving – risks, responsibility and dangers. They are taught two things (in addition to the mechanics of how to drive) – firstly, in an objective way, the information needed about risks, speed, alcohol, and secondly, a subjective stream which aims to have young drivers become more aware of their responsibilities through engaging with those personally affected by crashes. This second phase is based on simple information not being enough and instead making the risk material to people. This is done through sanctions and emotional linkages.

The traffic police drive Ferraris!!

Shock horror - an alcohol free beer but no mid or light!

Two other ways change is being sought are: That licensed premises must make appropriate information and alternatives to alcohol available; and if a premises does not responsibly serve alcohol it is in breach of its duty of care. This is significant because in France and Italy this can lead to criminal sanctions. Simply put they say - The responsibility for safety of customers rests with the owner. Amazingly in Europe there appears to be no mid strength beer – simply alcohol free. One attitude expressed in Ireland was “if you want to drive then it’s not our responsibility to monitor your dinking”.

Another key message is that education campaigns must be long term. This was also a message from Belfast. Campaigns must be long enough to imbed in the minds of different age groups – the Belfast ‘Get Home Safe’ campaign had gone on long enough for the message to be handed down from older to younger siblings.

Also, while they have an overall message as part of their education campaign, they have specific versions for young people and other targeted groups. They have been
careful not to just focus on the young.

Police have two viewpoints in respect of attacking the problem of alcohol misuse with young people. Firstly through prevention and awareness raising and then through communication and engagement with youth for them to identify the problem and the solution. Police have specialist trainers who deliver a message to schools starting from year eight. Police also are a specialist in licensing and have special powers including administrative sanctions and civil sanctions which can lead to the closure of premises.

In the European countries I visited the police and others I met were astounded by the level of our road toll and the blood alcohol concentrations which occur. While they acknowledged a high level of consumption and a rising problem of alcohol-related crime and incivility this type of intoxication is unheard of in Italy and France:

A WOMAN has recorded what is believed to be the highest blood alcohol reading in Queensland this year, going more than eight times the legal limit. Police breathalysed the 43-year-old after she left the scene of a crash on Redland Bay Road at Capalaba on Brisbane’s Southside yesterday. Police said her damaged car was intercepted about 500m away and the driver recorded a positive roadside breath test.
In a further breath analysis she allegedly recorded a reading of 0.413 but according to police was able to walk in a straight line, wearing high heels.
However because of the high reading the woman was taken to hospital and will be interviewed at a later date.
There have been higher readings recorded elsewhere in Queensland in past years, including a woman in Townsville who blew 0.446 in 2006 and a man in Ayr who recorded 0.490 - believed to be the state’s worst result ever.

Source: Courier-Mail

To finish on another note...... We all know the world would be a better place if it wasn’t for those pesky ‘young people’. And here is evidence that we are not dealing with a new problem!!

"The children now love luxury. They have bad manners, contempt for authority, they show disrespect to their elders…. They no longer rise when elders enter the room. They contradict their parents, chatter before company, gobble up dainties at the table, cross their legs, and are tyrants over their teachers."  Socrates

"The young people of today think of nothing but themselves. They have no reverence for parents or old age. They are impatient of all restraint. They talk as if they alone knew everything and what passes for wisdom with us is foolishness with them. As for girls, they are forward, immodest and unwomanly in speech, behaviour and dress."  Hesiod, 8th century BC

"I see no hope for the future of our people if they are dependent on frivolous youth of today, for certainly all youth are reckless beyond words... When I was young, we were taught to be discreet and respectful of elders, but the present youth are exceedingly wise [disrespectful] and impatient of restraint."  Ibid

We live in a decaying age. Young people no longer respect their parents. They are rude and impatient. They frequently inhabit taverns and have no self control."

Inscription, 6000 year-old Egyptian tomb
Perhaps older people are just jealous:

Youth is a wonderful thing. What a crime to waste it on children. ~ George Bernard Shaw
Age is a high price to pay for maturity. ~ Tom Stoppard
Youth would be an ideal state if it came a little later in life. ~ Herbert Asquith

**Conclusion**

As a general statement Australia has all the blessings and the curses that come with being an Anglo-Irish hegemony. That of course includes our alcohol based culture. But the pendulum has now swung and we are looking at ways to combine our love of having a good time and our need to reduce the demand on our policing and justice and health and community services - not to mention our abhorrence for what is seen as declining social behaviour and increasing social disorder.

I believe that my Fellowship will help to determine what are effective and efficient crime prevention/reduction responses to the problem of alcohol-related crime and incivility.

The Fellowship was an enormous opportunity for gaining insight and experience. Experience which will, I am certain, contribute to positive change. It was also a wonderful opportunity to forge links and partnerships with people in countries facing problems like our own and for all of us to continue to learn and to share.

It may also help avoid the failures of other policies and to address the blockages and problems faced by other jurisdictions in implementing good policy and program responses.

The UK for example, where there has been an increase in alcohol consumption per capita from 9 to 12 litres over the past 20 years with a very well publicised increase in violent behaviour over the same period, has used a broad range of quite strong legislative and policy responses quite different from our own. Some say they have applied draconian responses. They have also liberalised their licensing laws with a much more relaxed opening hours regime yet the overall volume of incidents of alcohol-related crime and disorder remains unchanged. Many unique responses they have proposed/implemented especially regarding how they have tackled supply issues, used education and behavioural management policy and also applied CPTED techniques to the environments around clusters of licensed premises.

In France and Italy, policies have been applied which have reduced the amount of alcohol consumed - in France a 35% reduction in alcohol use per capita over the past 25 years and in Italy a staggering 60% reduction over the same period.

Ireland, which has the highest number of pubs per capita in the world, has developed policies to deal with an increase in alcohol consumption of 17% over the previous 11 years and a culture of a pub on every corner. The Garda have responded through specialist youth/alcohol programs and the application of innovative orders similar to
those in the UK but much less draconian. The Government there has responded in a positive way to the recommendations of the independent Advisory Group and much can be learnt from their experience and that of Scotland.

There is much to learn. Much to do.

This is one of the disadvantages of wine: it makes a man mistake words for thought. ~ Samuel Johnson
‘Last drinks please’

The chief reason for drinking is the desire to behave in a certain way, and to be able to blame it on alcohol. ~Mignon McLaughlin, The Neurotic's Notebook, 1960

I envy people who drink - at least they know what to blame everything on. ~Oscar Levant

A woman drove me to drink and I never even had the courtesy to thank her. ~W.C. Fields

I drink only to make my friends seem interesting. ~Don Marquis

“Alcohol may be man’s worst enemy, but the bible says love your enemy.” ~Frank Sinatra

The consumption of alcohol may cause pregnancy. ~Anon.

Im not as think as u drunk i are. ~One of my friends

Alcohol preserves everything except secrets. ~Anon.

If drinking is interfering with your work, you're probably a heavy drinker. If work is interfering with your drinking, you're probably an alcoholic. ~Anon.

I feel sorry for people who don't drink. When they wake up in the morning, that's as good as they're going to feel all day. ~Frank Sinatra

Beer is proof that God loves us and wants us to be happy. ~Benjamin Franklin
Addendum 1
The Intoxicating Liquor Bill (Ireland) included the following:

Sale of alcohol
- Wine off-licences, which may be obtained at present directly from the Revenue Commissioners, will in future require a District Court certificate.
- The grounds on which objection may be made to the grant of a District Court certificate for any off-license will be extended to include consideration of the needs of the neighbourhood and the adequacy of the existing number of off-licences in the area.
- Off-sales of alcohol will be permitted only between 10.30 a.m. and 10.00 p.m. (12.30 p.m. to 10.00 p.m. on Sundays).
- Provisions permitting early morning opening of public houses in the vicinity of fairs and markets will be repealed.
- In future, alcohol products must be displayed and sold in supermarkets, convenience stores, etc. in a specified area which is structurally separated from the rest of the premises or, where such separation is not possible, alcohol products must be displayed and sold from behind a counter (this will not affect specialist off-licences or duty free shops).
- Test purchasing of alcohol products will be permitted and it will apply both to on-licences and off-licences; appropriate safeguards for the protection of the young people concerned will be required.

Extended opening hours
- The public order ground on which the Gardai may object to the grant of a special exemption order by the District Court, or its duration, is being strengthened.
- In future, the District Court may not grant any such order unless the premises concerned comply fully with fire safety standards.
- A new statutory requirement to have a CCTV system in place in premises availing of special exemption orders for events to which the public are admitted are taking place, i.e. nightclubs and late bars, is being introduced.
- In future, premises with theatre licences may only remain open after normal closing times if a special exemption order has been obtained from the District Court.

Public order
- New powers will permit a member of the Garda Síochána to seize any bottle or container which is in the possession of a person who appears to be under the age of 18 and which the member suspects, with reasonable cause, contains alcohol which has been consumed, is being consumed, or intended to be consumed, by a person under 18 years in a place other than a place used as a private dwelling.
- New powers will permit the seizure of bottles and containers containing alcohol where there is a reasonable apprehension of public disorder and which may be used to require a person to leave the place concerned in a peaceable and orderly manner.

Alcohol promotions and discount sales
The Bill provides for the making of detailed regulations in future to prohibit or restrict advertising or promoting the sale or supply of alcohol at a reduced price or free of charge on the purchase of any quantity of intoxicating liquor or of any other product or service. Regulations may also be made which will prohibit events or activities which are intended or likely to encourage excessive consumption of alcohol.

Penalties and sanctions
Certain fines in the Licensing Acts 1833 to 2004 and fines under the Criminal Justice (Public Order) Act 1994 are being increased (Schedules 1 and 2). In addition, a minimum closure period of two days will apply in the case of convictions for certain offences under the Licensing Acts.

Source: Department of Justice (Ireland)
Addendum 2
From the Scottish Government and Alcohol Industry Partnership

Specific initiatives already agreed, involving individual partners as appropriate:
We will:
Build on best practice to develop and promote common core sensible drinking messages, and information about the incompatibility of alcohol consumption with certain activities;
In pursuit of the above, share media and marketing expertise to promote those messages;
Share consumer research on promoting sensible drinking and responsible retailing;
Consider the scope for joint events to focus public and media attention on the dangers of alcohol misuse, alongside wider messages of personal responsibility.
Work with the media and other stakeholders to discourage inappropriate endorsement or legitimisation of inappropriate alcohol consumption;
Develop a set of shared Scottish specific Standards, underpinning and strengthening in Scotland the approach already adopted at UK level;
Work with retailers and the National Licensing Forum to support a comprehensive server training programme in responsible drinking ahead of the 2009 Licensing Act implementation deadline;
Develop and implement exemplar alcohol policies in our own workplaces, which we will also share and promote more widely within the public and private sectors, including to Small and Medium Size Enterprises (SMEs);
Where appropriate, individual companies will pilot low alcohol alternatives in the Scottish market and use their joint creative energies to market the principle of consuming low alcohol alternatives, within the context of making informed choices and unit awareness.
Investigate the promotion of no alcohol alternatives in the retail sector;
Develop and produce guidelines to establish best practice on the promotion of alcohol via sponsorship;
Work together to develop and implement an intensive series of interventions, including community support, within geographically focussed pilots to establish the cumulative effect of a multi faceted and targeted approach to reducing alcohol harm;
Produce educational materials for parents to use with their children outside the school setting, also encouraging parents to consider their own drinking habits in discussing the issue with their children;
Hold a National Awareness Week with support from other partners such as the voluntary sector.

Source: http://www.scotland.gov.uk/Publications/2007/02/partnershipagreement