



Report to the Community Safety Overview and Scrutiny Committee

Update on the work of the Safer York Partnership Alcohol, Violence & Night Time Economy (AVANTE) Task Group

1. BACKGROUND

- 1.1 The Alcohol, Violence and Night Time Economy (AVANTE) Task Group is one of a range of multi-agency problem solving groups within the Safer York Partnership delivery structure. The first meeting of the group took place in January 2013. AVANTE replaced the previous Nightsafe task group which required refocus as meeting attendance had become poor and the action plan had become too focused upon licensing issues. It was decided that the change of name to AVANTE would signify a new approach and broaden the remit of the group to include wider community safety issues.
- 1.2 The AVANTE task group meets bi-monthly and held its 4th and most recent meeting on the 10th July.

2.0 MEMBERSHIP OF THE GROUP

- 2.1 The following agencies are represented on the group:

North Yorkshire Police - Safer Neighbourhoods and Licensing
York Teaching Hospitals NHS Trust Emergency Department
York Pub Watch
University of York
University of York St. John
Street Angels
City of York Council Licensing Department
City of York Council Environmental Protection Unit
City of York Council Trading Standards
City of York Council and North Yorkshire County Council Public Health
City of York Council City Centre Enforcement Team

3.0 DATA AND PERFORMANCE

- 3.1 The group works to the following overarching performance targets:

To achieve a 5% reduction in violent crime across the City of York between 2009/10 and 2013/14

Violent Crimes in York/ Source: NYP					
Type	2009-10	2010-11	2011-12	2012-13	2013-14
Actual Turnout	2712	2831	2443	2254	2070 (Est)
Target Based on 5% Reduction from 09-10 Baseline	2712				2576

To achieve a 5% reduction in violent crime in the Cumulative Impact Area between 2009/10 and 2013/14.

Violent Crimes in York Cumulative Impact Zone/ Source: NYP					
Type	2009-10	2010-11	2011-12	2012-13	2013-14
Actual Turnout	481	525	470	406	412 (Est)
Target Based on 5% Reduction from 09-10 Baseline	481				457

To achieve a 5% reduction in criminal damage in the Cumulative Impact Area between 2009/10 and 2013/14.

Criminal Damage Crimes in York Cumulative Impact Zone/ Source: NYP					
Type	2009-10	2010-11	2011-12	2012-13	2013-14
Actual Turnout	128	113	90	82	68 (Est)
Target Based on 5% Reduction from 09-10 Baseline	128				115

To reduce Violent Crime attributable to alcohol by 2013/14 from 2011/12 baseline of 4.65 per 1000 population

Violent crimes attributable to alcohol: Persons, all ages, crude rate per 1000 population / Source: LAPE					
Type	2009-10	2010-11	2011-12	2012-13	2013-14
Actual Turnout	4.49	4.65	4.36	Not Published Yet	
Target Based on 5% Reduction from 09-10 Baseline (Set in line with Violent Crime reduction set in 2011-14 Community Safety Strategy)	4.49	4.44	4.39	4.34	4.27

To reduce A&E admissions for assault by 2013/14 from a 2012/13 baseline of (tbc).

York A&E Admissions for Assault / Source: YDH					
Type	2009-10	2010-11	2011-12	2012-13	2013-14
Actual Turnout					
Target Based on 5% Reduction from 09-10 Baseline				TBC	

4.0 ACTION PLANNING

4.1 The task group action plan is structured into the following themes:

- Data Analysis
- Preventative Activities around violent crime/risky behaviour associated with alcohol misuse
- Enforcement Activity

- Early Intervention
- Best Practice

5.0 ACHIEVEMENTS TO DATE:

5.1 Building a more accurate picture of violent crime in York

- 5.11 It is estimated that only around 25% of assaults are reported to the police. Safer York Partnership has been keen to identify and draw together new data sources with the aim of building a more comprehensive picture of violent crime across the city.
- 5.12 In September 2012 the Department of Health made funding available to encourage hospitals to share data on violent assaults with their local Community Safety Partnership. This was based on a successful pilot in Cardiff. The data (drawn from a short questionnaire completed by those who attend the Emergency Department) can provide information on trends in terms of times of day, days of week, but is weak in terms of location information. Information on location is only provided in 30% of cases using this method. However, the data can be useful in terms of supporting decisions around the allocation of police resources.
- 5.13 AVANTE has now begun to complement this hospital data with NYP police custody suite data and data from MEDACS (providers of medic services to those in custody). This data identifies those who are in police custody under the influence of alcohol or drugs. The data can be linked back to the initial arrest and therefore provides useful information in terms of location of the offence. This information is useful in making Licensing decisions.

5.2 Operation Safari

- 5.21 NYP Operation Safari was established to tackle violence and theft within the night time economy. It has now been extended to a multi-agency operation. Key dates have been identified for multi-agency days of action throughout the year (Bank Holidays, Races, Student events etc). On these nights a range of agencies - Street Angels, Pub Watch, University Student Unions, British Transport Police will work together to provide a co-ordinated response to addressing issues associated with anticipated higher levels of crime and anti-social behaviour. Safer York Partnership is currently working to establish multi-agency briefings in the run up to these dates to improve coordination still further.

5.3 Consideration of the Ipswich 'Reducing The Strength' campaign

- 5.31 This campaign received national media interest some months ago and was aimed at tackling problematic street drinking through restricting the sale of 'super strength' alcohol (any beer, lager or cider with an alcohol volume of over 6.5%).

- 5.32 Further research was conducted into the campaign, including discussions with representatives from Suffolk Constabulary and a report consequently presented to the AVANTE task group which assessed the possible benefits of adopting this initiative or elements of it.
- 5.33 AVANTE's particular interest in the campaign was the way in which it had been influenced by work previously undertaken in Westminster to tackle problematic street drinking and alcohol-loading (purchase of alcohol at off-licences but consumed within licensed premises). This is a growing problem in York due to the increasing number of medium sized supermarkets licensed to sell alcohol within the city centre, and their proximity to pubs and bars.
- 5.34 Westminster's Licensing Policy gives great consideration to the way in which the management of off-licences is used to support licensing objectives. Premises where conduct falls short of the objectives may have licences revoked or measures imposed to restrict opening hours (e.g. 8pm closure) or where requested by the police due to concerns around street drinking or late night disorder, the Licensing Authority may impose conditions that there should be no sale of alcohol over 5.5% volume (mainly strong lagers).
- 5.35 Within the refresh of CYC's Licensing Policy at the end of the year, specific reference will be made to off-licenses. This could also include the possible sanctions for those premises whose conduct falls short of the Licensing Objectives.

5.4 Street Urination prosecutions

- 5.41 Safer York Partnership has begun to take a much more robust approach to tackle street urination.
- 5.42 So far we have obtained 15 prosecutions, with 6 pending. 4 people have paid their court costs, which means that we have received £400 from fines which will be ploughed back in to fund further prosecutions.

6.0 ONGOING PROJECTS/INITIATIVES

6.1 Alcohol Restriction Zone (ARZ) for the city centre and railway station

- 6.11 A small sub-group of AVANTE has been established to progress the ARZ and the review of the Cumulative Impact Zone (see item 6.2)
- 6.12 There are currently 24 Alcohol Restriction Zones (previously called Designated Public Places Orders) across the city.
- 6.13 The aim is to consolidate some of these by forming an ARZ for the whole of the city centre (within the bar walls) and including the railway station (See Map of proposed area, Annex 1). The two main benefits of this approach are to avoid displacement activity (for example, the success of the Walmgate DPPO led to Street Drinkers moving into the Colliergate area where they began to cause problems around the Heron Foods store) and to

improve ease of policing by making it much easier for officers to identify the boundary of the ARZ.

- 6.14 Within the ARZ the police are able to seize alcohol from those who are behaving anti-socially. It does not prevent social drinking outside bars or cafes or in public areas.
- 6.15 Statements of support have been received from all the agencies represented on the AVANTE Task Group.
- 6.16 Following approval by CYC Legal services, a 12 week consultation will begin with all licensed premises. This is scheduled for the end of August.

6.2 Review of the Cumulative Impact Zone

- 6.21 The police have requested a formal review of the existing Cumulative Impact Zone.
- 6.22 The Licensing Act 2003 gave Local Authorities the power to create a saturation zone for licensed premises. Cumulative impact refers to the potential impact of a significant number of licensed premises concentrated in one area. Where representation is received in relation to an application for a new licensed premise or change of use, there is a presumption that the Licensing Authority will refuse to grant the premises licence unless the applicant can demonstrate that it will not add to the cumulative impact.
- 6.23 North Yorkshire Police have requested that the CIZ be extended to include specific reference to off-licensed premises due to their concerns about the growing number of medium sized supermarkets opening in the city centre and problems with 'alcohol loading' (purchasing alcohol in off-licenses to drink in pubs and bars).
- 6.24 They have also asked that the geographic area of the zone be extended to include the Swinegate Quarter due to the growing numbers of bars and restaurants in this area. Discussions are currently ongoing as to whether other streets might also be included.
- 6.25 Once the review has been approved, a formal 12 week consultation must take place with all licensed premises and business groups within the proposed zone.
- 6.26 North Yorkshire Police aim to have the formal review document completed by the end of August 2013 with a report to be taken to CYC Licensing Committee in September.

6.3 Operation Erase

- 6.31 Operation Erase is a multi-agency operation aimed at tackling the problems caused by the high numbers of travelling groups (estimated 4500-5000 individuals) arriving by train from the North East each Saturday to drink in

local pubs and bars. Most take advantage of cheap £10-£15 day return Transpennine tickets and return home on the last 9.30pm train. They begin displaying signs of drunkenness from 11am onwards and although they tend not to cause violent crime, the groups can be rowdy and intimidating causing mainly anti-social behaviour and disorder.

- 6.32 A dedicated multi-agency task group including: NYP, NYP & CYC Licensing, York Hoteliers Association, Visit York, British Transport Police, Pub Watch and the Street Angels has been established and the following actions completed/agreed:
- NYP & SYP were successful in a funding bid to the PCC for additional police resources during Saturday daytime. Police vehicles are also being parked in strategic locations.
 - SYP have funded the use of police horses and from the 3rd August they are to be deployed on consecutive Saturdays and race days.
 - British Transport Police are to request that from the 14th September 2013 the 10.50am and 11.50am Saturday Transpennine trains are made 'dry'. BTP will police these trains and distribute a Code of Conduct to appropriate groups.
 - British Transport Police and East Coast have agreed to the inclusion of the railway station in the Alcohol Restriction Zone (ARZ).
 - A draft Code of Conduct (See Annex 3) has been written (based on a similar code used in Blackpool) which asks those visiting York to think about their behaviour and how it might affect others. Transpennine have agreed to display the Code on their website. We are currently seeking the views on the Code from Saturday station users.
 - Work is ongoing with Visit York for a poster campaign for York Station and other key stations further north.
 - The Street Angels have agreed to deploy 4 volunteers from 4pm-10pm on Saturdays when resources allow and to provide bottles of water at the railway station.
 - Pub Watch have arranged a meeting of their members to encourage pubs to take a consistent approach to the times they employ door-staff.
 - Colleagues in Cleveland Police are due to attend the next meeting to assess how they might be able to support our work when travellers begin their train journey to York.
 - Local train operating companies have recently met in York and decided to approach the Department of Transport to propose the increase of ticket prices.

6.4 Street Angels and Night Bus

- 6.41 The Street Angels have committed to deploying their Night Bus each Saturday and Race Night throughout the summer. The bus offers a place of safety for those who are feeling worse for wear as a result of excess alcohol.
- 6.42 The Street Angels offer assurance and provide water, warm blankets, somewhere to sleep off the effects of alcohol and hot drinks. Anyone who is

more seriously ill is referred to the Yorkshire Ambulance Service. Streamline taxis will also pick up from the Night Bus to take people home once they have been assessed as fit to travel.

6.43 Two Street Angel Volunteers staff the bus and 3-4 volunteers will walk round the city to offer assistance elsewhere.

6.44 Through AVANTE, both universities have said that they will refer students looking for volunteering opportunities to the Street Angels, who will also have a presence at their volunteering fairs. Increased volunteers will mean increased deployment of the bus.

6.5 Under-age Sales

6.51 All City of York Council Test Purchase operations must now be intelligence-led. Through the group it has been possible to improve communication between CYC Trading Standards and North Yorkshire Police. This aims to increase the amount of intelligence officers are able to provide and thereby increasing the number of test purchase operations taking place.

7.0 NEW INITIATIVES

7.1 Drink Banning Orders (DBO's)

7.11 Safer York Partnership is currently exploring the possibility of introducing Drink Banning Orders to the city. DBO's were piloted in 25 local justice areas from 2010, not including York or North Yorkshire. North Yorkshire Police are currently investigating whether they can now be used here.

7.12 DBO's can be sought on application or on conviction (similar to ASBO's and CRASBO's) and can be imposed for a minimum of 2 months and a maximum of 2 years. They are able to prevent an individual from entering specified on or off-licensed premises or geographic areas.

7.13 They are mainly aimed at those who commit anti-social behaviour, disorder assault or criminal damage. They are not appropriate for use with those individuals who are alcohol or drug dependent.

7.14 Approved courses also run alongside DBO's to encourage individuals to address their alcohol misuse. They are offered to all DBO recipients on a voluntary basis, but attendance on such a course has the potential to reduce the length of the Order.

7.2 'Keys, Money, Phone, Plans to Get Home' Campaign

7.21 This slogan has been 'borrowed' from Northumbria Constabulary and will be used as a bus advertising campaign, and for posters and flyers. See Annex 4.

7.3 Intervention Work

7.31 Work is ongoing to look at two separate intervention initiatives for those whose A&E attendance is alcohol-related or for those who have been arrested for alcohol-related offences where no victim is involved (i.e. disorder, criminal damage)

8.0 ASSISTANCE OF THE OVERVIEW & SCRUTINY COMMITTEE

8.1 Partners have expressed concern at the growing number of off-licensed premises within the city centre. It is felt that the potential impact of a large number of on and off-licensed premises upon crime and disorder should be taken into account when considering our aspirations for the make-up of the city centre.

8.2 It is also felt that there needs to be improved coordination between the Planning and Licensing departments which operate under completely separate statutory regimes.

8.21 Improved co-ordination would allow for a more joined-up approach to the consideration of the impact of on and off-licensed premises within a geographic area. It would also resolve some issues at operational level whereby premises can be granted conflicting hours of operation within their Planning permission and their premises licence.

Statutory guidance advises that:

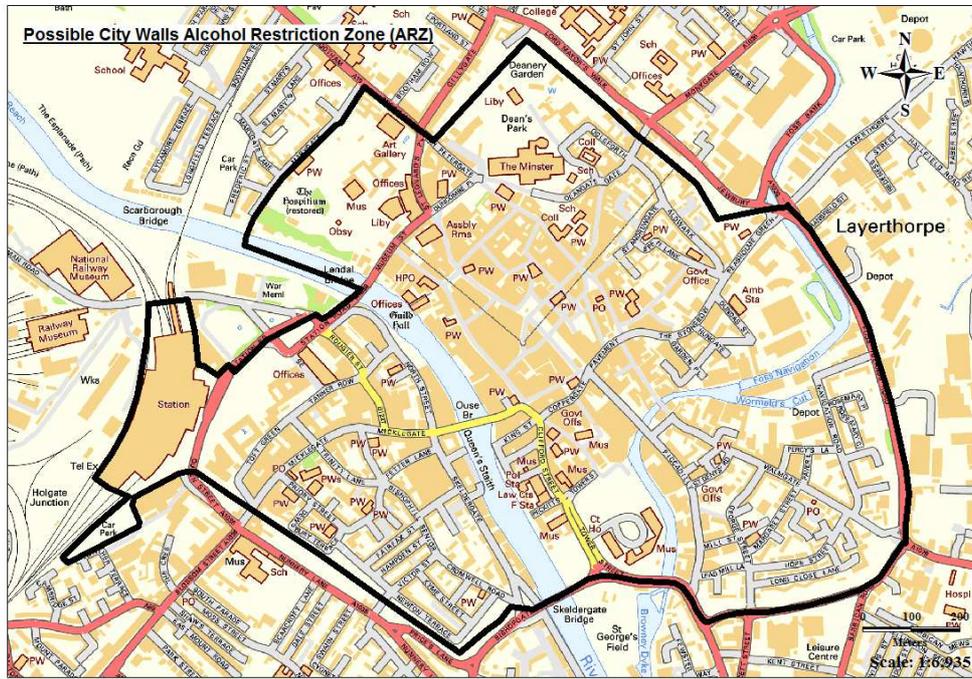
‘Proper integration should be assured by licensing committees, where appropriate, providing regular reports to the Planning committee on the situation regarding licensed premises in the area, including the general impact on crime and disorder. This would enable Planning committee to have regard to such matters when making decisions and avoid any necessary over-lap. A planning authority may also make representations as a responsible authority as long as they relate to the licensing objectives’

Author

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Safer York Partnership
16th August 2013

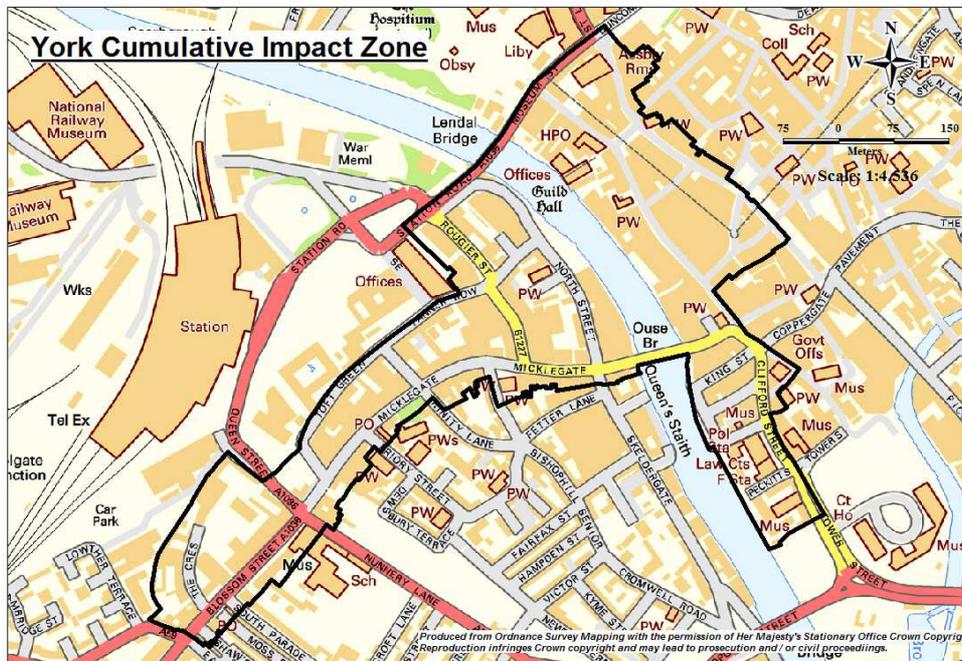
ANNEX 1

Map of Proposed Alcohol Restriction Zone (ARZ)



ANNEX 2

Map of Existing Cumulative Impact Zone (CIZ)



Please Respect our City

Thank you for visiting York



BRITISH
TRANSPORT
POLICE

We hope you enjoy the time you spend in our beautiful city.

We are very proud that York is one of the safest cities in the country and we want to ensure that it feels this way for residents and visitors alike.

Please could you help us achieve this by respecting the following:

Keep Safe

Please think about how much you drink and how this might affect you. Drinking to excess can lead to people putting themselves in risky or harmful situations.

If you arrive in a group look out for each other, particularly anyone who you feel might be overdoing it. We want your journey home to be as pleasant as the one you arrived on.

Keep Control

Saturday afternoon is a popular time for families to visit York. Rowdy, drunken behaviour can be intimidating. It also frightens and upsets children.

Please think about how your behaviour might make others feel; particularly in busy, confined spaces such as on the train and in popular tourist/shopping areas.

Keep it Clean

Respect York's historic streets and other people's property. People choose to visit York because of its beautiful environment. Please help us to keep it that way.

Keep Smiling

York is a happy, welcoming city. Please enjoy yourself and share this enjoyment with others around you.

Keep Coming Back

We really value our visitors and want to make your time in York as enjoyable as possible. **Please keep coming back!**

KEYS MONEY PHONE PLANS TO GET HOME

Planning a Night Out?
Plan to Stay Safe.



- Plan in advance how you're going to get home safely
- Stick with your friends and look out for each other
- Arrange a safe meeting place in case you get separated
- Stash some cash in case you lose your purse
- Know your limits and always stay in control
- Store an ICE (in case of emergency) number in your phone

