

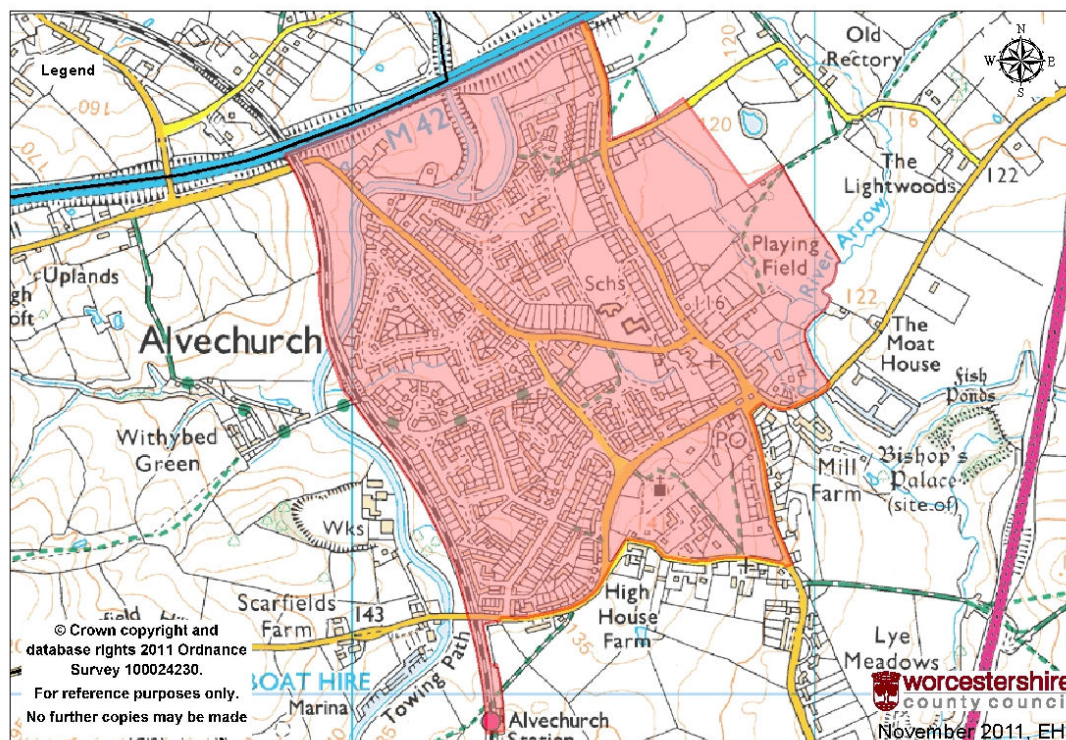
Alcohol-related ASB in Alvechurch DPPO

Report Date: 11th November 2011

1. Background

- Alvechurch DPPO covers the entire village of Alvechurch (location and extent can be seen in figure 1.1)
- The DPPO was granted on 15th January 2008.

Figure 1.1: Location of Alvechurch DPPO



- In the report dated March 2010, Alvechurch DPPO was deemed to be ineffective based on the following:
 - There were significant increases in the average number of alcohol-related incidents after implementation, much greater than the county average increases in the same period, suggesting the DPPO did not have a positive impact on levels of alcohol-related disorder in the area as intended.
 - It was also found that more than 50% of alcohol related incidents in the area were youth related; as DPPO legislation is not a suitable method for reducing youth-related anti-social behaviour, this further suggested that the use of a DPPO in this area was inappropriate.
- Therefore, the DPPO has been highlighted for further investigation and possible revocation.
- The following report provides information on levels of alcohol related ASB in the DPPO area in the period since the report from March 2010 – covering incidents occurring between 01 January 2010 and 31 October 2011.

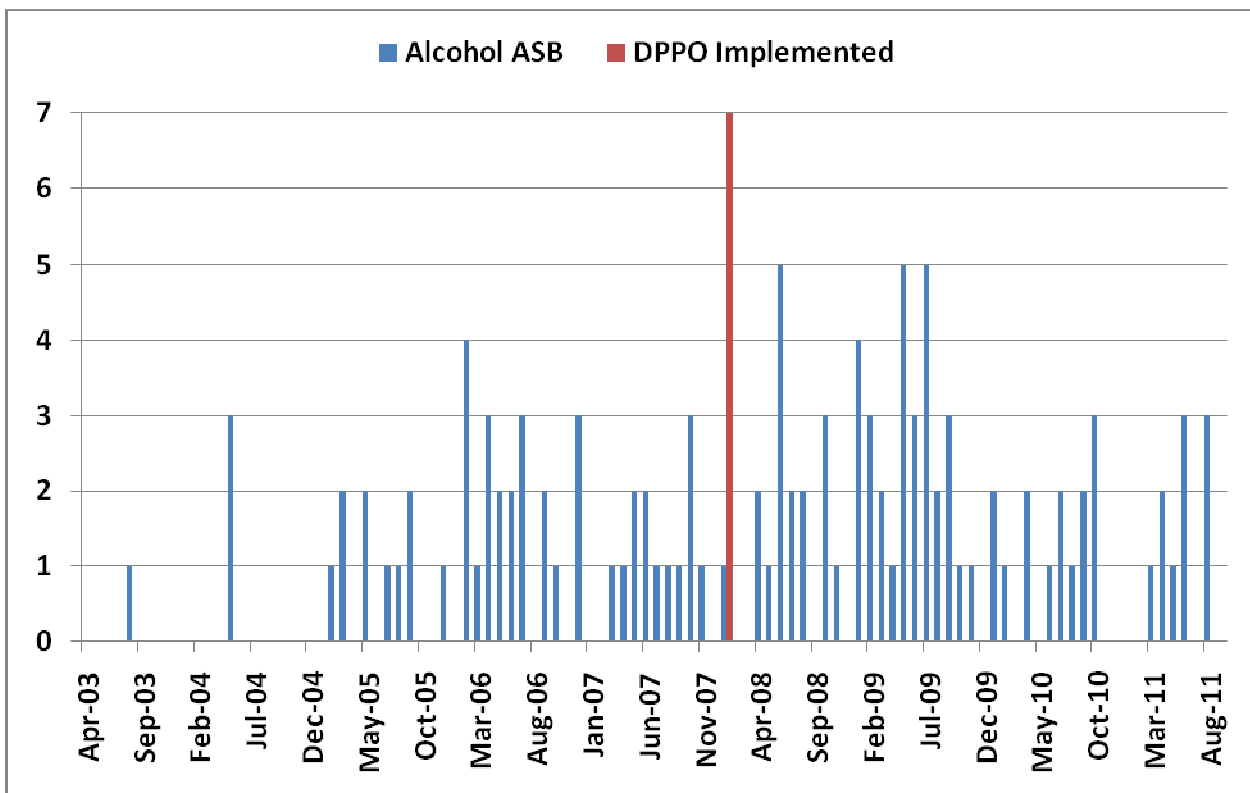
2. Data Parameters

- All data taken from West Mercia Police OIS Incident Records
- Data period from 01 April 2003 to 31 October 2011 (information on the level of incidents between April 2003 and December 2009 is taken from previous analysis).
- Total ASB defined as any OIS incident recorded under the AS (anti-social behaviour) category codes
- Alcohol related incidents defined as those ASB incidents given the alcohol qualifier, or where the log text includes one or more of the following key words:
 - Drink, drunk, alcohol, intoxicated, public house, licensed premise, wine, beer, cider, spirit, lager, vodka
- District totals include all incidents with section codes in Bromsgrove District.
- Incidents are linked to the DPPO if the incident location, when mapped based on the grid reference provided, falls within the defined DPPO area or within a 50 meter buffer of the DPPO

3. Findings

- As can be seen in figure 3.1, the level of reported alcohol-related anti-social behaviour within the Alvechurch DDPO area was at it's greatest between January 2009 and November 2009

Figure 3.1: Number of Alcohol-related ASB incidents within Alvechurch DPPO or the 50m buffer zone, per month, April 2003 to October 2011, with implementation date



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- During this period there was an average of three incidents reported per month, compared to an average of just over one per month from January 2010 to October 2011.
- The level of reported alcohol-related ASB in the area has been much lower in the last 12 months than any other time since the implementation of the DPPO.
- This seems to indicate that there was an increase in alcohol ASB after the implementation of the DPPO, which has since subsided.

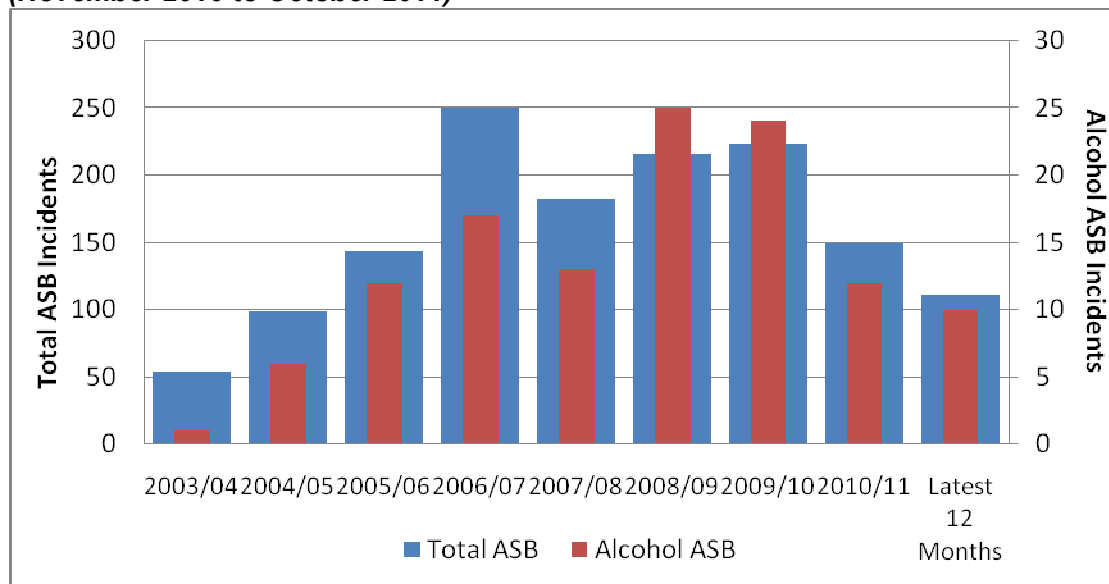
Figure 3.2: Number of Total and Alcohol-related ASB incidents within Alvechurch DPPO or the 50m buffer zone, per financial year, with proportion that is alcohol related and District-wide comparison.

Financial Year	Total ASB	Alcohol ASB	% Alcohol	% Alcohol in Bromsgrove District
2003/04	54	1	1.85%	
2004/05	99	6	6.06%	
2005/06	143	12	8.39%	9.68%
2006/07	250	17	6.80%	10.11%
2007/08	182	13	7.14%	9.35%
2008/09	216	25	11.57%	8.89%
2009/10	223	24	10.76%	8.71%
2010/11	149	12	8.05%	8.36%
Most recent 12 months (Nov 2010 to Oct 2011)	111	10	9.01%	9.16%

- When looking at alcohol ASB as a percentage of total incidents per financial year, using the district as a whole as a base for comparison as shown in figure 3.2, a similar pattern is apparent.
- In both 2008/09 and 2009/10 (i.e. just after the DPPO was implemented), alcohol-related incidents accounted for a much higher proportion of the total incidents in the area than in previous years (i.e. pre-DPPO years).
- The proportion during these two years was also much higher than the average proportion for Bromsgrove District – indicating that this was a potential hotspot for alcohol ASB. The same cannot be said for the period immediately before the DPPO was implemented – suggesting there was not a serious alcohol-related problem in the area at that time.
- In 2010/11, the proportion fell significantly – just 8% of total incidents in the area were linked to alcohol, compared to almost 12% in 2008/09. This proportion was also once again lower than the district average.
- This suggests that though the area was a viable hotspot for alcohol related ASB in the period soon after implementation, the level of incidents before implementation and from 2010/11 onwards was such that the area did not, and does not, stand out as a particular problem on a district-wide level.
- To use the information in figure 3.2 in a slightly different way, it is clear that total ASB in the Alvechurch DPPO area decreased significantly between 2009/10 and 2010/11 dropping from 223 to 149 incidents, a 33% decrease.

- During the same period, the number of alcohol-related incidents fell by a much greater percentage – from 24 to just 12, a 50% decrease.
- This further emphasises the point that, if there was an alcohol-related issue in the area, it no longer seems to be a clear problem because as overall levels of ASB have decreased overtime, the level of alcohol related incidents has decreased even faster – to put this another way, improvements in alcohol-related ASB in the area have been even better than improvements in overall ASB.

Figure 3.3: Number of Total and Alcohol-related ASB incidents within Alvechurch DPPO or the 50m buffer zone, per financial year plus most recent 12 months (November 2010 to October 2011)



- It is also of interest to look at the differences in "peak" years for total and alcohol-related ASB in the DPPO area – total ASB peaked in 2006/07 at 250 incidents, whereas alcohol ASB peaked in 2008/09 at 25, closely followed by 2009/10 at 24.
- This again shows the disproportionate increase in alcohol-related ASB in the 24 months following the implementation of the DPPO – if the increase in alcohol ASB was inline with changes in total ASB it could be said that the pattern was a simple reflection of background levels. However, though ASB in total did increase slightly between 2007/08 and 2008/09, the increase in alcohol incidents was greater and so cannot be attributed to simple fluctuations in overall incidents – it indicates a definite focus on alcohol ASB in the area during those months, and therefore the ineffective nature of the DPPO.
- It is also important to note that since this 24 month period, the levels of both total and alcohol related ASB have decreased significantly in the village.
- Though the proportion of ASB that is alcohol related has increased slightly in the most recent 12 month period¹, it is still lower than that of the district as a whole, hence indicating that Alvechurch is not currently an alcohol ASB hotspot.

¹ A full 12 month period must be used as a comparator rather than the YTD to account seasonal trends – most ASB occurs in the first half of the financial year so to compare April to October to a full year would be inappropriate.

Figure 3.4: Proportion of alcohol ASB that is youth-related from January 2010 to October 2011, within the Alvechurch DPPO or the 50m buffer zone with District-wide comparison

Type of ASB	No. of Incidents, Jan 10 – Oct 11
Total ASB	245
Youth ² ASB	117
Alcohol ASB	24
Youth & Alcohol ASB	16
% of Alcohol ASB that is Youth-related in:	
Alvechurch DPPO buffer zone	66.7%
Bromsgrove District	52.06%

- Of the 24 alcohol-related incidents since January 2010, 16 were flagged in key word search as youth related².
- That is two-thirds (66.7%) of all alcohol related incidents – well above the district average of 52% in the same time period.
- This suggests that issues relating to alcohol in the village are highly likely to be linked to youth drinking, which is not what the DPPO legislation is designed for as there are other powers available to the police to tackle underage drinking – and therefore suggests that a DPPO is an inappropriate tool to use in tackling issues in Alvechurch.

The above information indicates that the Alvechurch DPPO was ineffective after implementation. In order to establish the extent to which the DPPO is currently required in the village, a full assessment of all alcohol related incidents reported within the DPPO since January 2010 has been completed to highlight the number of incidents which would have been tackled using DPPO legislation.

4. Detail of Incidents

All alcohol-related ASB incidents from January 2010 to October 2011 were assessed in detail during a read through of the log text. The key findings are as follows:

- There were a total of 24 alcohol-related incidents in the time period.
- Of those, only 11 (46% - less than half) actually involved alcohol being drunk on the streets.
- All of these 11 street drinking incidents were linked to young people, either where the age had specifically been estimated by the caller as under 18, or where youth key words (such as lads or kids) have been used.
- One incident specifically states that *"youths are drinking in a no drinking area, not causing trouble but this is an Alcohol Free Zone. We are trying to stamp this out so hard"*.
- This one incident highlights a number of issues in relation to the impact of the DPPO:
 - This is an incident of underage drinking to which the DPPO legislation does not apply (as there are other statutes in place to deal with underage drinking of alcohol)

² Youth ASB is defined as those ASB incidents given the youth qualifier or where the log text contains one or more of the following key words: youth, young, child, kid, teen, underage, lad (but not lady), boy (but not boyfriend), girl (but not girlfriend)

- The perpetrators are not causing any trouble – so even if they were adults, the DPPO legislation would not apply as it is **not** a blanket ban on drinking alcohol, it only applies where a nuisance is being caused to the public.
- This demonstrates how the implementation of a DPPO raises the expectations of residents, especially where the term “Alcohol Free Zone” has been used – residents expect that no consumption of alcohol whatsoever will be tolerated, which cannot be legally enforced, and expect the police to respond swiftly to all reported instances of street drinking, which they often do not have the resources to do.
- This raised expectation may well be the reason for the increase in alcohol related ASB reporting in the months after implementation in Alvechurch – promotion around the new zone may well have brought issues to the attention of the public which they would not have thought of reporting or expected a response to before.
- The remaining 13 incidents involved either drinking inside houses or vehicles, drunken behaviour in general rather than actual drinking (to which the legislation does not apply), or theft or damage of alcohol.
- None of the alcohol related incidents reported since January 2010 could actually have been prevented by enforcement of the DPPO legislation therefore suggesting that a DPPO is not required in the area.

5. Summary and Conclusions

- There was a definite increase in alcohol-related ASB after the implementation of the DPPO in Alvechurch compared to the period immediately before, suggesting the area was a hotspot for this type of issue at that time. This suggests that that the DPPO was not an effective deterrent for alcohol ASB.
- The relative proportion of ASB in the area that is alcohol related, when compared to the average for the district, further suggests that the area was a definite hotspot in the two financial years after implementation – but that it was not a problem area (compared to district averages) in the years before implementation or from 2010/11 onwards. This further indicates that the DPPO was ineffective, but also suggests that there was not a substantial issue with alcohol ASB before implementation either.
- It is important to note that the increases in the years after implementation may well be the product of increased interest in the area as promotion of the new DPPO raises the awareness of residents in the area, and encourages them to report anything they see. The increase therefore may not have been the product of an increase in the actual problem behaviour.
- The level of incidents has decreased since November 2009 – however, it would not be fair to attribute this trend to the success of the DPPO as there were a large range of activities undertaken throughout the village during this period to combat ASB, resulting in an overall decrease in all types of ASB.

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- The level of reported alcohol-related incidents in the area is extremely low – only 3 per month even at the peak between January and November 2009.
- Most of the incidents which are reported are youth related and dealt with under alternative legislation.
- In fact none of the incidents reported since January 2010 could actually have been prevented by enforcement of the DPPO legislation – either because they involved underage drinking or because they involved drinking indoors rather than out on the street.

Findings from Previous Report

FIGURE A2: CHANGE IN AVERAGE NUMBER OF INCIDENTS PER MONTH BEFORE AND AFTER DPPO IMPLEMENTATION, EXPRESSED AS A PERCENTAGE.

DATA PERIOD: 01 APRIL 2003 TO 31ST DECEMBER 2009

DPPO	Date Granted	% change in:				Indication of Positive Effect?	
		Total ASB		Alcohol-related ASB		Total	Alcohol
		Within Buffer	District	Within Buffer	District		
Alvechurch	15/01/2008	56.27%	28.03%	139.32%	24.10%	No	No

FIGURE A3 CHANGE IN AVERAGE NUMBER OF INCIDENTS PER MONTH BEFORE AND AFTER DPPO IMPLEMENTATION, EXPRESSED AS A PERCENTAGE.

DATA PERIOD: 01 APRIL 2003 TO 31ST DECEMBER 2009

DPPO	Buffer	District
Alvechurch	0.64%	1.14%

The proportion of incidents that are alcohol-related has increased, though not as greatly as in the District as a whole, again indicating a potential positive impact,

FIGURE A4: CHANGE IN AVERAGE NUMBER OF INCIDENTS BEFORE AND AFTER DPPO IMPLEMENTATION, BROMSGROVE TOWN AND ALVECHURCH DPPOS, EXPRESSED AS A PERCENTAGE. VARIOUS DATA PERIODS

DPPO	Data Period used	Date DPPO Granted	Change in level of alcohol-related ASB incidents per day	
			DPPO	District
Alvechurch	29/01/06 – 31/12/09	15/01/2008	38.24%	-10.43%
	01/04/05 – 31/12/09	15/01/2008	63.15%	-7.88%

- An overall increase in alcohol-related incidents has occurred in the Alvechurch DPPO area, despite a decrease in the district as a whole.
- It may be that the legislation relating to DPPO is better suited to town centre areas than village or open space areas, such as Alvechurch.

FIGURE A5: PROPORTION OF TOTAL ALCOHOL-RELATED ASB THAT CONSISTS OF YOUTH-RELATED INCIDENTS. DATA PERIOD: 01 APRIL 2007 TO 31 DECEMBER 2009

DPPO Area	No. of Incidents linked to:		% alcohol incidents also youth related
	Youth & Alcohol	Alcohol	
Alvechurch	351	595	58.99%
Total	2487	5723	43.46%

More than half of all alcohol-related incidents in the DPPO area are youth related – ineffective.