





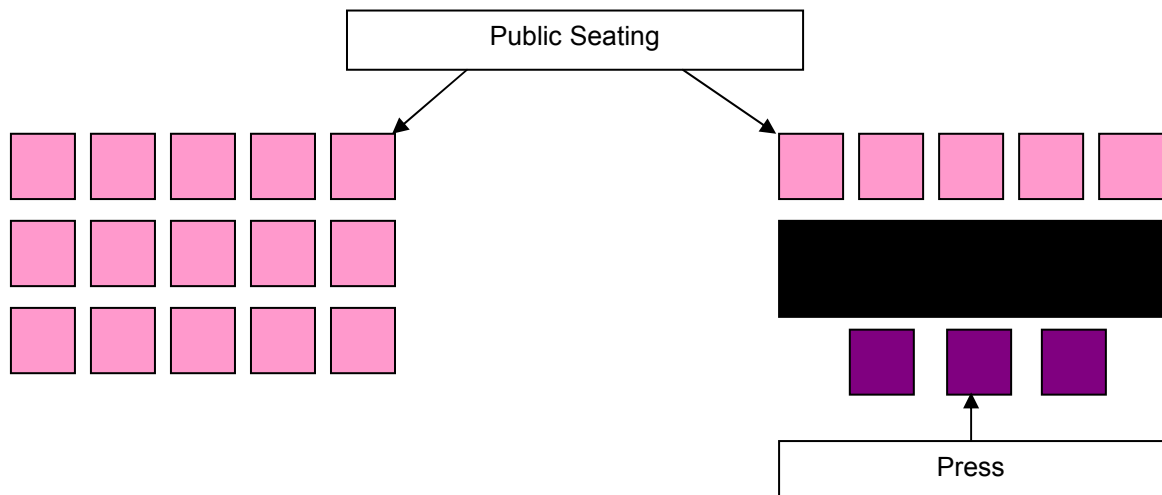
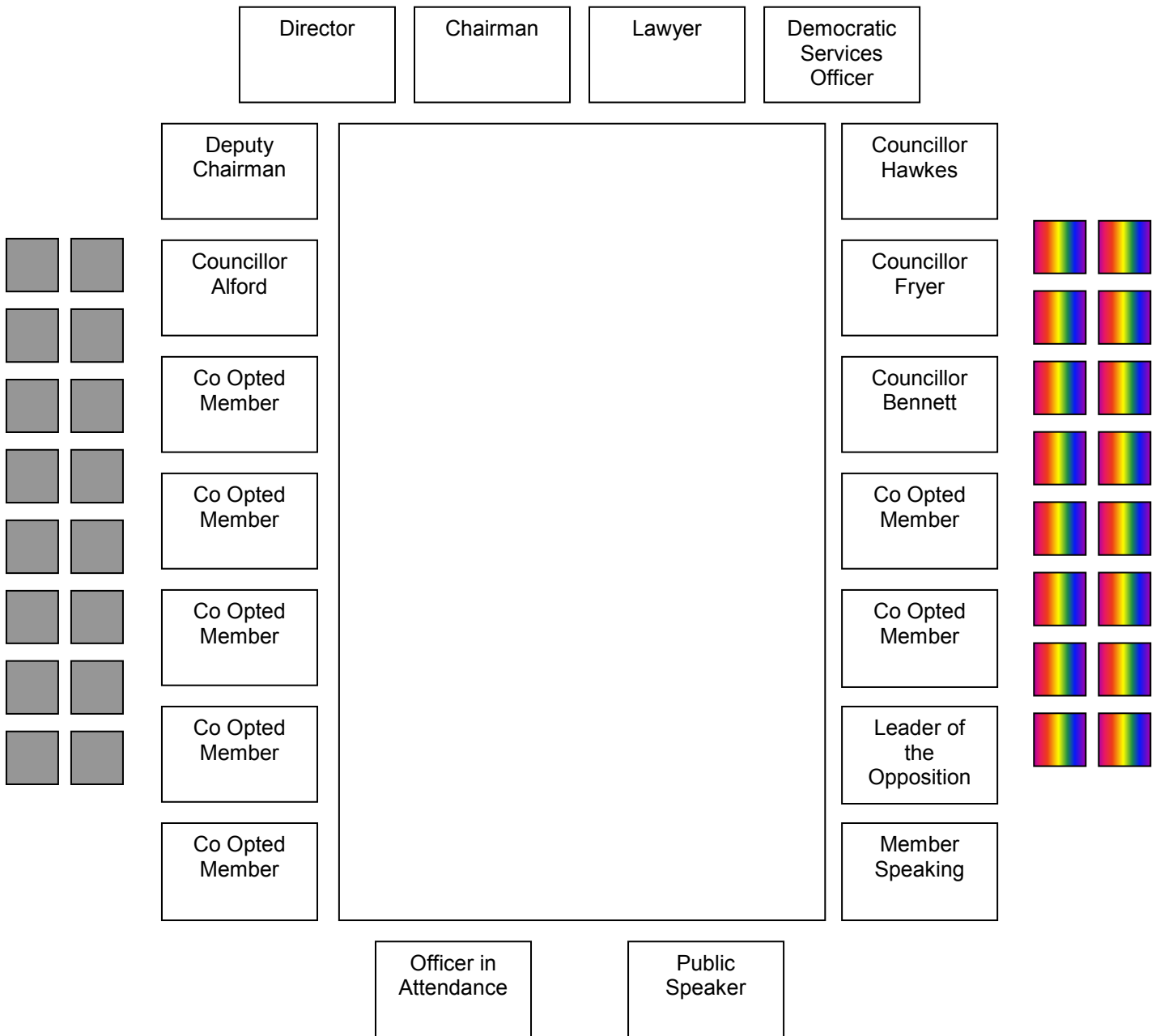
**Brighton & Hove
City Council**

Children & Young People's Trust Board

Title:	Children & Young People's Trust Board
Date:	7 September 2009
Time:	5.00pm
Venue	Banqueting Room, Hove Town Hall
Contact:	Nara Miranda Democratic Services Officer 01273 291004 (voicemail only) nara.miranda@brighton-hove.gov.uk

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	An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter and infra red hearing aids are available for use during the meeting. If you require any further information or assistance, please contact the receptionist on arrival.
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Democratic Services: Meeting Layout



CHILDREN & YOUNG PEOPLE'S TRUST BOARD

The Following are requested to attend the meeting:

Councillors:

Brown (Chairman), Alford, Bennett, Fryer and Hawkes (Opposition Spokesperson)

Brighton & Hove Primary Care Trust:

Denise Stokoe (Deputy Chairman), Darren Grayson, Dr Louise Hulton

South Downs Health:

Andy Paiton, Mo Marsh and Simon Turpitt

Non-Voting Co-optees:

Lynette Gwyn Jones

Brighton & Sussex University Hospitals NHS
Trust

David Standing

Community & Voluntary Sector Forum

Gail Gray

Community & Voluntary Sector Forum

Andrew Jeffrey

Parent Forum

Eleanor Davies

Parent Forum

Graham Bartlett

Sussex Police Authority

Professor Imogen Taylor

Universities of Brighton & Sussex

Priya Rogers

Youth Council

Rose Suman

Youth Council

Vacancy

Surrey & Sussex Strategic Health Authority

AGENDA

19. PROCEDURAL BUSINESS

- (a) Declaration of Substitutes - Where Councillors are unable to attend a meeting, a substitute Member from the same Political Group may attend, speak and vote in their place for that meeting.
- (b) Declarations of Interest by all Members present of any personal interests in matters on the agenda, the nature of any interest and whether the Members regard the interest as prejudicial under the terms of the Code of Conduct.
- (c) Exclusion of Press and Public - To consider whether, in view of the nature of the business to be transacted, or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

NOTE: Any item appearing in Part 2 of the Agenda states in its heading either that it is confidential or the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the public.

A list and description of the categories of exempt information is available for public inspection at Brighton and Hove Town Halls.

20. MINUTES OF THE PREVIOUS MEETING

1 - 8

Minutes of the meeting held on 20 July 2009 (copy attached).

21. CHAIRMAN'S COMMUNICATIONS

22. BRIGHTON & HOVE YOUTH COUNCIL UPDATE AND PRESENTATION

9 - 36

Report of the Director of Children's Services (copy attached).

Contact Officer: Tina Owens Tel: 29-5529

Ward Affected: All Wards;

23. REFORM OF EDUCATION FOR YOUNG PEOPLE AGED 14-19 YEARS

37 - 56

Report of the Director of Children's Services (copy attached).

Contact Officer: Linda Ellis Tel: 29-3686

Ward Affected: All Wards;

24. RESPONSE TO THE REPORT OF THE CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY COMMITTEE REPORT: REDUCING ALCOHOL RELATED HARM TO CHILDREN AND YOUNG PEOPLE 57 - 128

Report of the Director of Children's Services (copy attached).

Contact Officer: Steve Barton *Tel:* 29-6105

Ward Affected: All Wards;

25. BRIGHTON AND HOVE CHILDREN AND YOUNG PEOPLE'S PLAN

Report of the Director of Children's Services (copy to follow).

Contact Officer: Steve Barton *Tel:* 29-6105

Ward Affected: All Wards;

The City Council actively welcomes members of the public and the press to attend its meetings and holds as many of its meetings as possible in public. Provision is also made on the agendas for public questions to committees and details of how questions can be raised can be found on the website and/or on agendas for the meetings.

The closing date for receipt of public questions and deputations for the next Cabinet Member Meeting is 12 noon on the fifth working day before the meeting.

Agendas and minutes are published on the council's website www.brighton-hove.gov.uk. Agendas are available to view five working days prior to the meeting date.

Meeting papers can be provided, on request, in large print, in Braille, on audio tape or on disc, or translated into any other language as requested.

For further details and general enquiries about this meeting contact Nara Miranda, (01273 291004 (voicemail only), email nara.miranda@brighton-hove.gov.uk) or email democratic.services@brighton-hove.gov.uk

Date of Publication - Thursday, 27 August 2009

BRIGHTON & HOVE CITY COUNCIL

CHILDREN & YOUNG PEOPLE'S TRUST BOARD

5.00pm, 20 JULY 2009

GREAT HALL BAR, HOVE TOWN HALL

MINUTES

Present:

Councillors: Brown (Chairman), Hawkes (Opposition Spokesperson), Alford and Randall

Brighton & Hove Primary Care Trust:

Darren Grayson

South Downs Health:

Mo Marsh

Non-Voting Co-optees:

David Standing, Community & Voluntary Sector Forum

Gail Gray, Community & Voluntary Sector Forum

Andrew Jeffrey, Parent Forum

Eleanor Davies, Parent Forum

Rose Suman, Youth Council

Apologies:

Councillor Fryer

Councillor Kemble

Simon Turpitt, South Downs Health NHS Trust

Andy Paiton, South Downs Health NHS Trust

Carole Shaves, Sussex Police

Priya Rogers, Youth Council

PART ONE

10. PROCEDURAL BUSINESS

10a Declarations of Substitutes

10.1 Councillors Randall and Alford declared they were attending the meeting a substitutes for Councillors Fryer and Kemble respectively.

10b Declarations of Interest

10.2 There were none.

10c Exclusion of Press & Public

- 10.3 In accordance with section 100A of the Local Government Act 1972 ('the Act'), the Children & Young People's Trust Board considered whether the press and public should be excluded from the meeting during an item of business on the grounds that it was likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press or public were present during that item, there would be disclosure to them of confidential information (as defined in section 100A(3) of the Act) or exempt information (as defined in section 100I(1) of the Act).
- 10.4 **RESOLVED** – That the Press and the Public be not excluded from the meeting.

11. MINUTES OF THE PREVIOUS MEETING

- 11.1 **RESOLVED** – That the minutes of the previous meeting held on 8 June 2009 be approved and signed by the Chairman as a correct record.

12. CHAIRMAN'S COMMUNICATIONS

- 12.1 On behalf of the Chairman, Darren Grayson, PCT, informed Members that Julian Lee, currently the Deputy-Chairman of the Board, would be standing down as the Chair of the Brighton & Hove Primary Care Trust from the end of July 2009 and that Denise Stokoe would be replacing him in interim arrangements. Julian Lee had accepted an appointment with the Brighton & Sussex Universities Hospitals.
- 12.2 The Chairman passed on her congratulations to Julian Lee on his new appointment and, on behalf of the Board, thanked him for his work and contribution to the Children & Young People Trust Board.

13. 2008/09 FINAL OUTTURN AND BUDGET 2009/10

- 13.1 The Board considered a report of the Director of Children's Services, which detailed the final outturn figures for the CYPT 2008/09 and outlined the budget for 2009/10 (for copy see minute book).
- 13.2 The Director of Children's Services reported that the department had performed under budget in 2008/09. She pointed out, however, that this situation would be shortly sustained in view of the challenges that were foreseeable for the future. The Director indicated that, in 08/09, the department was not feeling the full impact of the Baby P and the Harrington case. She noted that the effects of the above events had been more visible recently with the increase of referrals, which would have an impact on the budget for next year.
- 13.3 Members enquired whether any consideration had been given to a potential cut in the education section as a way of achieving further savings.
- 13.4 The Director explained that the schools budget was a protected budget, though she recognised that some flexibility existed where Dedicated Schools Grant was concerned. She noted that schools had the final say on how they spend that money; however, the CYPT was able to have some input on it as well.

- 13.5 The Board welcomed the report. The Chairman noted the work carried out to produce the report and registered her thanks to all the officers involved in producing it.
- 13.6 **RESOLVED** – That, having considered the information and the reasons set out in the report, the Board accepted the following recommendations:
- (1) That the total CYPT underspend of £2,725k, including an underspend of £1,308k on pooled budgets and an underspend of £1.417k on Dedicated Schools Grant (DSG) items, be noted.
 - (2) That the movements in budget since Month 6, including the additional contributions from NHS Brighton and Hove (specified in table in paragraph 1.3 of the report), be noted.
 - (3) That the budget for 2009/10 (specified in table in paragraph 3.4 of the report) be noted.

14. PARENT'S FORUM ANNUAL REPORT AND PRESENTATION

- 14.1 The Board considered a report from the Director of the Children's Services concerning the Parents' Forum Annual report, which updated Members on the work carried out and the progress of the Brighton & Hove Parents' Forum (for copy see minute book).
- 14.2 The Parents' Forum representatives and the Parents' Forum Development Coordinator highlighted the activities in place to promote the involvement of the fathers; the work carried out for parents and teenagers; and was pleased with the growing emphasis given to consultation to capture service-users comments for further improvement. The representatives noted the good work done and achieved so far, but also recognised that a lot more work was still required (see appendix 1 to the minutes).
- 14.3 The Board very much welcomed the report and the presentation and noted its content. A question and answer session followed and members enquired about the inclusion aspect of the services and how foster and looked after children were taken account of in this process.
- 14.4 The Parents' Forum Development Coordinator explained that officers utilised various methods in order to reach all parents, both working and non-working parents. Some of those tools were the printed reports and the services' website. It was noted that children's centres played a major part in the work of the Parents' Forum and that, in this environment, mothers were mostly the target audience. It was recognised that more work was required with fathers.
- 14.5 In terms of foster and looked after children, officers recognised that this matter was part of what they still needed to work on. They explained that the events organised were open to all parents generally and, in this way, they were not targeted at any particular group of service-users. It was also noted that staff shortage in the section had an impact on how much and how quickly things could be implemented.

- 14.7 The Board reiterated its welcome of the report. The Chairman also registered her appreciation to all the volunteers involved with this work and thanked the Parents' Forum representatives and the Parent' Forum Development Coordinator for the presentation.
- 14.8 **RESOLVED** - that the Parents' Forum Annual Report 06-08 (The story so far) and the presentation from the Chair of the Parents' Forum be noted.

15. PERFORMANCE IMPROVEMENT REPORT

- 15.1 The Board considered a report of the Director of Children's Services concerning the Performance Improvement report, which presented the analysis for the final quarter 2008/09 (for copy see minute book).
- 15.2 The Assistant Director Strategic Commissioning & Governance highlighted the areas that were moving positively, namely in terms of the breast feeding record, under which Brighton & Hove came as the third best authority nationally. He pointed out that a number of challenges still remained, such as the issues around teenage pregnancy, child obesity and bullying in schools.
- 15.3 Councillor Randall referred to the young people not in education or training. He enquired what work was being done in this area for disabled children and queried whether children with ADHD were also considered in this work.
- 15.4 The Assistant Director confirmed that significant work was done in supporting children into mainstream school and to special schools and that the work also included transition support. The Director clarified that children with ADHD were also considered in this work, though in the lower range of the spectrum.
- 15.5 Councillor Alford referred to bullying in schools and enquired how the participants were recruited and how the information was recorded. The Assistant Director agreed to look into this information and report back to Councillor Alford.
- 15.6 Darren Grayson, PCT, reported that the teenage conception conference had taken place in the previous week and that the teenage conception plan had been relaunched. He proposed that regular updates be brought to the Board on the progress of that work. The Members were agreeable to this proposal.
- 15.7 **RESOLVED** – That, having considered the information and the reasons set out in the report, the Board accepted the following recommendations:
- (1) That the data and analysis in the PIR be noted and the action being taken to improve performance be agreed.
 - (2) That the Board agrees to the inclusion of an additional indicator in future reports – 'The number of children with a child protection plan' - in order to monitor the sharp increase in child protection activity.
 - (3) That the indicator 'First Time Entrants to the Youth Justice System' be removed as an exception report as performance was well above target during 2008/9.

16. THE YOUNG OFFENDERS' EMPLOYMENT PROJECT

- 16.1 The Board considered a presentation by the Brighton & Hove Youth Offending Team, concerning the Young Offenders' Employment Project. The presentation informed Members about the project, which worked with young offenders with the aim of supporting them into the work environment and, in this way, also facilitating their re-integration into the community (see Appendix 2 to the minutes).
- 16.2 The Board very much welcomed the report and recognised that this work would contribute to breaking the cycle of worklessness for this group of vulnerable people. Discussions took place and clarification was sought as to how officers assessed the success rate of the project and whether there was an analysis in place to assess the level of re-offending.
- 16.3 The Education, Training and Employment Officer indicated that officers had a post-placement questionnaire in place. She noted, however, that only 33% of those taking up a placement completed it to the end. She stated that she did not think this low figure was necessarily negative and explained further that officers worked hard with the users to help them understand what they have achieved. In terms of the analysis of the nature of re-offending, the Officer indicated that no work had been done on that specifically, though it was something her team wished to follow up. She indicated, however, it was information which was hard to measure because the reasons for re-offending might be varied.
- 16.4 The Education, Training and Employment Officer referred to the employers' profile and reported that the three long standing supporters of this work had been the Hove YMCA, the Rainbow Builders and the Honeycroft Nursery. She reported that the council currently offered no placements with this group.
- 16.5 The Education, Training and Employment Officer further indicated that officers wished to take advantage of every development in the city in order to include an automatic clause in their contract with the city to offer a percentage of jobs to young offenders. She reported that this approach was being currently negotiated with the Falmer Academy development.
- 16.6 The Director of Children's Services confirmed that the Schools Futures Project Director was currently working with the Kier group of the Falmer Academy Development and the Youth Offending Team to support this work and invited the Employment Officer to contact him directly for further discussions and updates. She also reported that discussions were also taking place with the Housing department to get them involved with this project.
- 16.7 Members also offered suggestions, such as the Albion and the NHS Downs Health Trust, as further employers whom the Youth Offending Team should approach to discuss this project with. Councillor Randall agreed to take up with the Leader of the Council the proposal for the B&H City Council also becoming a prospective employer involved with this project.
- 16.8 The Director of Children's Services noted that the Youth Offending Team had never had a prominent place on the Board's agenda, which tended to focus on the more obvious

issues around children and young people. She indicated that it was valuable that the Board had welcomed the presentation and showed such interest in this work. She proposed that the Board might be willing to look at ways of continuing to engage in this area, which was a vulnerable and necessary area of work.

- 16.9 Members echoed the Director's comments and supported the proposal that the Board should also be focusing on this area of work. Members requested and welcomed regular updates, so they are kept informed of its progress.
- 16.10 Members welcomed the presentation. They thanked the Education, Training and Employment Officer and her team for working on such a project and for bringing it to their attention. Members recognised the work as an important service for this vulnerable section of the community.
- 16.11 **RESOLVED** – That the presentation and its content be noted.

17. COMMISSIONING

- 17.1 The Board considered a report of the Director of Children's Services, which outlined work with the new national Commissioning Support Programme sponsored jointly by the Department of Children, Schools and Families (DCSF) and Department of Health (DH) and asked the Board to participate in a short self-analysis as part of initiating a wider change management programme (for copy see minute book).
- 17.2 The Assistant Director, Strategic Commissioning & Governance, pointed out that this was the first step for the Board to engage with this proposal to enable them to start to construct a more encompassing commissioning arrangement for Brighton & Hove. He requested that Members sent their responses to the CYPT Board's Committee Administrator by 3 August 2009, either online or via hard copy.
- 17.3 Members welcomed the report and the opportunity for the Board to engage as a body, with the inclusion of all the stake holders. Members sought clarification about the analysis of the responses and how that analysis would be utilised.
- 17.4 It was explained that the responses were likely to produce contextual information, relevant to each service consulted. The analysis would then be collated and brought to a future meeting of the Board, probably to its September meeting.
- 17.5 The Assistant Director requested that Members contacted him if any clarification was required in relation to the completion of the questionnaire.
- 17.6 **RESOLVED** - That, having considered the information and the reasons set out in the report, the Board accepted the following recommendations:
- (1) That the change management programme outlined in the report be endorsed.
 - (2) That Members complete a self-analysis exercise as part of that change management programme (set in paragraph 3.6 of the report).

18. CODE OF PRACTICE FOR INFORMATION SHARING - BRIGHTON & HOVE CHILDREN AND YOUNG PEOPLE'S TRUST

- 18.1 The Board considered a report of the Director of Children's Services concerning the Code of Practice for information sharing for Brighton & Hove Children & Young People's Trust. The report reported on the clear guidance requiring Children's Trusts to produce a Code of Practice outlining expectations and duties for staff and managers about Information Sharing practices (for copy see minute book).
- 18.2 Members sought clarification about the next stage of the process following today's meeting and enquired which body would take responsibility for monitoring its use.
- 18.3 The Assistant Director, Strategic Commissioning & Governance, clarified that once the Code of Practice had been passed by the Board, each partner was required to take it away to their own services and share it with their staff. He explained that monitoring would be part of a training strategy, which would be available for new staff taking work with the Children & Young People Trust.
- 18.4 Members welcomed the report and noted that these were important and significant steps in the process of information sharing. Members commended all the officers involved with this work and requested that information leaflets available on this matter be sent to all Members for information.
- 18.5 **RESOLVED** - That, having considered the information and the reasons set out in the report, the Board accepted the following recommendations:
- (1) That the Board agrees to adopt the Code of Practice for the CYPT.
 - (2) The Director of Children's Services is asked to ensure services produce more detailed guidance and develop systems to meet legal requirements (eg: provision of lockable storage), as required.

The meeting concluded at 6.20pm

Signed

Chairman

Dated this day of

Subject:	Brighton & Hove Youth Council Update & Presentation
Date of Meeting:	7 September 2009
Report of:	Director of Children's Services
Contact Officer:	Name: Tina Owens Tel: 29-5510
	E-mail: Tina.owens@brighton-hove.gov.uk
Key Decision:	No Forward Plan No. N/A
Wards Affected:	All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 This report provides an overview of Brighton & Hove Youth Council (BHYC) 08-10 (including UK Youth Parliament) - why it exists, how it works, its current campaigns, its achievement in the last 6 months, and challenges for the future.
- 1.2 Making a Positive Contribution Priority 16 of the CYPP 2006 – 09 is “To increase opportunities for children & young people to play an active part in making the decisions that affect their lives and well-being” and Priority 17 “To empower children & young people to develop positive relationships & to involve them in developing solutions to bullying & discrimination”. The continued growth of the BHYC is one of the strategic actions to support both service improvements.

2. RECOMMENDATIONS:

- 2.1 That the information in the report be noted.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Brighton & Hove Youth Council (BHYC) is a unique way for young people to engage in a meaningful democratic process; to represent the issues that matter most to them; and to make a positive contribution to their community.
- 3.2 Members of the Youth Council are aged between 11 and 19 (up to 25 for those with disabilities). They are elected or nominated by young people through schools and community youth and volunteer groups across the city. The aim of the Youth Council is to give all young people a voice and more influence with decision makers, including local MP's and councillors. The Youth Council and its sub-groups are supported by the Participation Team, within “YAP”.
- 3.3 BHYC 08-10 has 64 elected and nominated members from Schools and voluntary and other youth groups. All new members receive accredited training for their active participation (Youth Achievement Award) and have the opportunity

to take part in the OCN accredited Young People as Trainers training, as well as communications training.

- 3.4 Last year 5 Youth Consultants were elected by their peers, to 'fill the gap' of 6 months between the ending of the term of office for the first Youth Council in March 2008, and the election of the new cohort in November 2008. However this proved to be too much responsibility for a team of 5 young people. As a consequence the BHYC constitution has changed to increase Youth Councillors term of office from 18 months to 2 years.
- 3.5 Youth Council members wanted to be more involved in local issues and chose to mirror the City Council's new structure, with Cabinet Members with Portfolios. The Youth Cabinet holds quarterly meetings in Brighton Council Chambers, and the full Youth Council meets monthly at Brighton Youth Centre. Smaller sub-group (portfolio) meetings take place fortnightly at Ovest House.
- 3.6 Elections for the BHYC 08-10 took place in November 2008. A Celebration Event was held in December 2008 to launch the new cohort of Youth Councillors. Councillor Vanessa Brown addressed the young people and other guests included, Steve Barton (CYPT Assistant Director), school staff and community and voluntary sector workers.
- 3.7 An Induction Meeting of the Youth Council was held in January 2009 with representatives from services across the city invited to take part, including, Councillor Anne Norman (now Mayor Norman), Steve Barton (BHCC AD), Brighton & Hove Bus Company, Superintendent Grenville Wilson from Sussex Police, and other council officers. Here the new youth council members heard from decision makers and learnt about children's rights and how to become active citizens making a positive contribution to their community.
- 3.8 The Youth Council decided to campaign for the introduction of a 3-in-1 discount card for young people in the City, an innovation they feel is particularly important in the current economic climate. Each of the 6 portfolio groups have identified issues and are planning campaigns relevant to their interests.

An outline of the BHYC citywide and portfolio campaigns can be seen on the campaign sheet, attached as Appendix 1.

- 3.9 In addition to the portfolio groups other Youth Council activities include:
 - Standards Monitoring Group (SMG), who recently conducted a 'Mystery Shopping' exercise to help assess Connexions Plus Centres across the city, on behalf of the IYSS. The group of 14 youth council members (who call themselves Connect4teen) used Hear by Right (HbR) standards to evaluate the Centres.
 - Question Time Advisory Group who are involved in the planning, organisation and delivery of the young people's Question Time 2009 (part of the proposed 'Get Involved' Event) in conjunction with Democratic Services. There are 6 youth council members on this group. They meet monthly.

- 3.10 The UK Youth Parliament (UKYP) is a national organisation that enables young people to take part in local, regional and national democracy. All UKYP local authority representatives, known as Members of Youth Parliament (MYP's) and Deputy MYP's, are elected by their peers in their own local authorities. The Brighton & Hove MYP and DMYP are elected from within the BHYC. 13 Youth Council members stood for election this year.

Both the MYP and DMYP attend fortnightly meetings to work on their local campaigns, and regional meetings every 2 months to discuss regional issues.

Both attended a Regional Residential on the Isle of Wight, in March of this year. Here they met their peers from the South East, receive training and decided on their regional campaign: 'Votes at 16'.

The MYP has attended the Annual Sitting in June, with other MYPs from across the UK. During this 4 day event they received more training, heard from Public speakers and voted on 3 national campaigns: Fares Fair – cheaper public transport, Abolition of tuition fees, and Political Education.

Our MYP will attend the first ever UKYP debate in the House of Commons later this year.

4. CONSULTATION

- 4.1 The Youth Council representatives on the CYPT Board were consulted, and advised on the content of this report.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 There are no financial implications arising from the recommendation to note this report.

Finance Officer Consulted: Jeff Coates

Date: 17/08/2009

Legal Implications:

- 5.2 There are no legal implications arising from this report.

Layer Consulted: Natasha Watson

Date: 20/08/2009

Equalities Implications:

- 5.3 The BHYC supports equality by encouraging young people to take part from all different backgrounds, abilities, sexuality, ethnic and minority groups. BHYC also has connections with the BHCC Equality and Inclusion team, to consult and support where possible.

Sustainability Implications:

- 5.4 BHYC is represented on the Sustainable Communities Act Panel and supports sustainability where possible in Brighton & Hove.

Crime & Disorder Implications:

- 5.5 BHYC has a member referred from the Youth Offending Service.

The BHYC have been asked to provide representatives to sit on a pan-Sussex Youth Advisory Group convened by Sussex Police.

The Environment, Safety and Transport portfolio group is campaigning to promote safer spaces for young people in Brighton & Hove.

The Culture, Recreation and Tourism portfolio aim to reduce racially related incidents through its campaign.

Risk and Opportunity Management Implications:

Risk Assessments are completed to cover all BHYC & UKYP activities.

Corporate / Citywide Implications:

- 5.7 BHYC & UKYP campaigns plan to have positive implications for young people within their community, Citywide and for CYPT, as well as influencing national objectives.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 Not applicable.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 To ensure that the CYPTB is kept fully informed about the developments of the Brighton & Hove Youth Council 08-10, including UKYP.

SUPPORTING DOCUMENTATION

Appendices:

1. BHYC Campaign Overview
2. UKYP Campaign Overview
3. BHYC Presentation

Documents In Members' Rooms

1. None

Background Documents

1. None

Portfolio: Full BHYC Campaign

The Campaign: To lobby for a 3-in-1 discount card for local shops, leisure/entertainment and to use on public transport and in public libraries.

What we are trying to achieve: To improve the lives of young people in Brighton & Hove by increasing opportunity and access to services

Portfolio: Education, Employment and Training

The Campaign: To highlight careers information for young people, as no experience can sometimes mean no job.

What we are trying to achieve: An opportunity for young people to share their views openly on employment issues with local employers, at a local school or college fair.

Portfolio: Environment, Safety and Transport

The Campaign: Campaign to improve public spaces to be safe and clean.

What we are trying to achieve: To get young people's views on the issues affecting them using public spaces. To help provide safer and cleaner public spaces or areas that young people use.

Portfolio: Finance

The Campaign: To create more places for young people to go

What we are trying to achieve: More recreational areas/clubs/facilities for young people, initially in the Rottingdean area.

Portfolio: Housing

The Campaign: Raising awareness on homelessness and housing services

What we are trying to achieve: Young people staying safe and knowing their options, as well as preventing young people becoming homeless.

Portfolio: Health

The Campaign: Raise awareness of different disabilities and illnesses

What we are trying to achieve: To raise awareness of lesser known disabilities and illnesses

Portfolio: Culture, Recreation and Tourism

The Campaign: To highlight diversity amongst young people.

What we are trying to achieve: A greater understanding of other people's religious beliefs and less racially related incidents in B & H, especially in the area of culture and religion. Produce an educational resource (DVD), with the view to getting it shown in RS lessons in schools, and youth and CVS groups in Brighton and Hove.



Appendix 2
UKYP
Campaign Overview

Portfolio: UKYP

The Campaign: Raise the profile of young carers by lobbying the local MP

What we are trying to achieve: Young carers over the age of 16 having input into the care plan. Explore the idea of an EMA style benefit being available, along with training.

Portfolio: UKYP

The Campaign: To introduce the Anti-bullying Charter to Secondary Schools

What we are trying to achieve: For young people to have a greater voice in the support and advice offered to victims of bullying.

Portfolio: UKYP

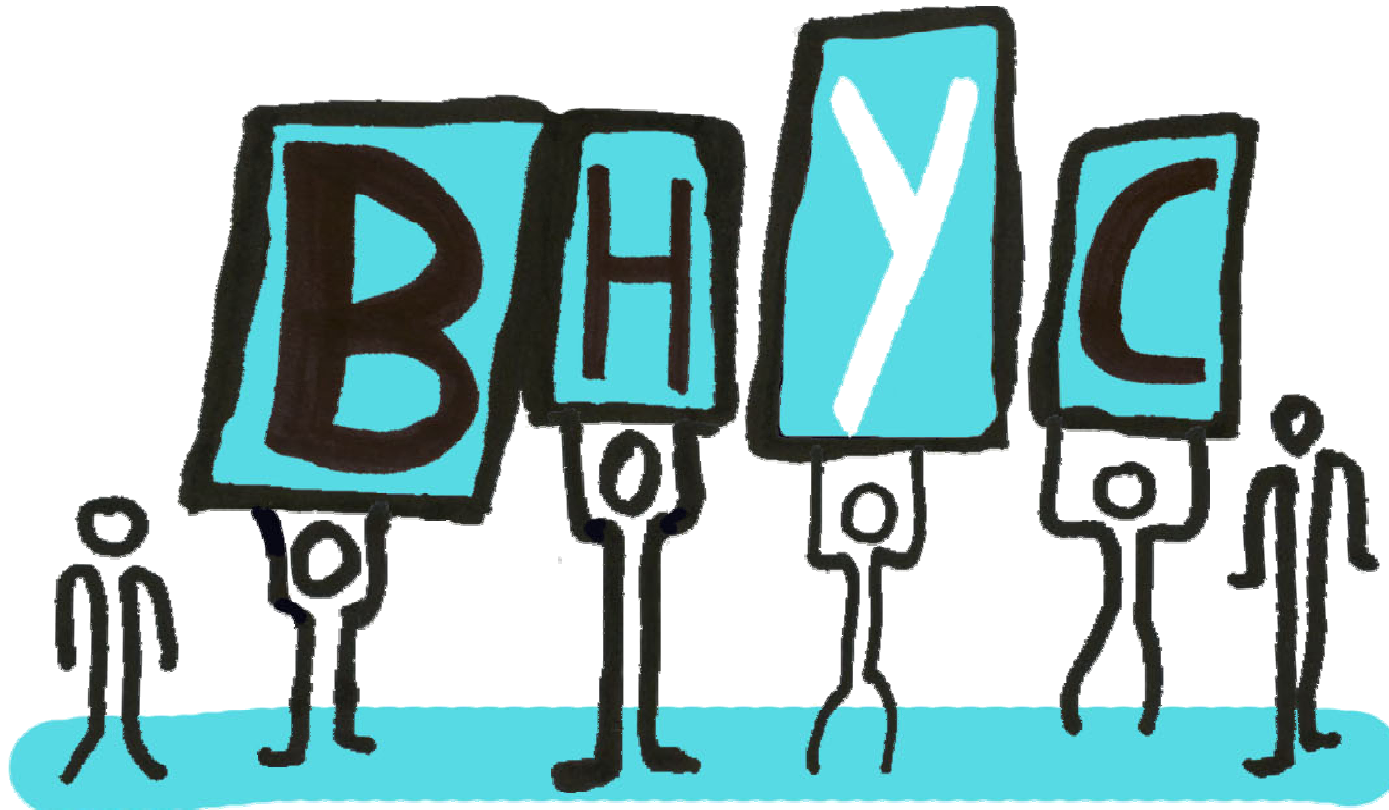
The Campaign: For cheaper/free transport for young people

What we are trying to achieve: Free transport for school journeys and cheaper transport in general at other times. It is felt in the current economic climate that this will not be achievable at present, but it is important to keep the issue on the agenda.

Portfolio: UKYP

The Campaign: Free recycling for all schools in the local area

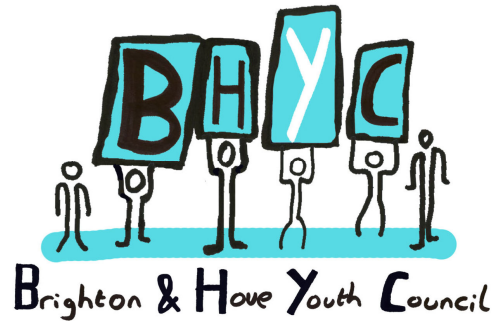
What we are trying to achieve: To consult with other young people at every secondary school, via the Youth Council, and pass the information gathered on to the relevant section of the council.



Brighton & Hove Youth Council

BHYC 08 -10 Update and Presentation

By Rose Suman and Priya Rogers

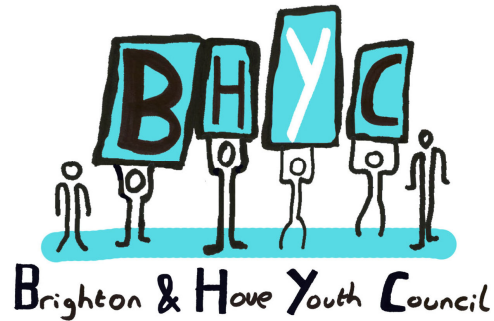


Why?

It's a way for the CYPT and BHCC to consult with children and young people on issues that affect them and their community

It allows young people to have their voice and opinions heard by key decision makers

It gives **all** young people an opportunity to experience democracy and see it in action



How?

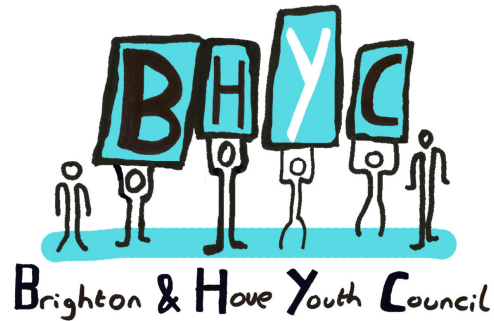


Began as a Steering Group in Nov 2002

1st BH&YC elections in October 2006

Held 2nd elections in November 2008 and still in
Term of Office until 2010

UKYP member and deputy internally elected



Aims and challenges from last year

Set up young people's Cabinet to mirror BHCC

- Quarterly full cabinet meetings
- Monthly Youth Council meetings
- Fortnightly portfolio meetings

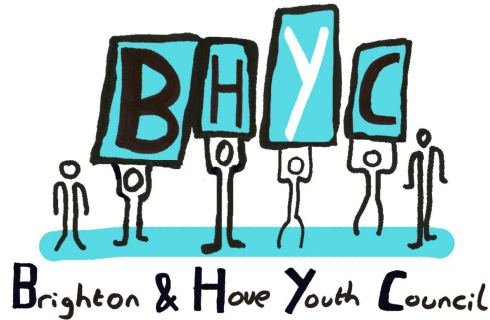


Source possible funding opportunities

- Received £2000 from YOF for the 3-in-1 campaign

Participate in more consultations, including those between the ages of 5-11

- Since September 2007 we have taken part in over 25 consultations, including the Hear by Right (HbR) event
- Facilitated Anti-bullying policy workshop with Healthy Schools



Aims and challenges from last year

Getting all schools to participate in elections

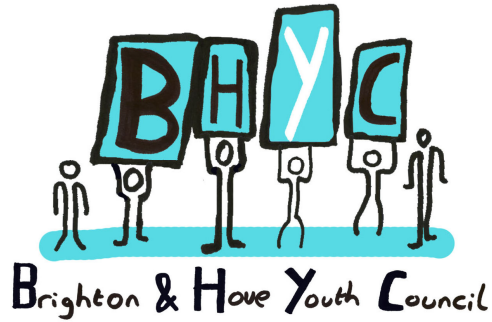
In the 1st elections only 6 secondary schools participated. The 2nd elections saw all secondary schools participating. A 50% increase

Plan a celebration night to celebrate the elections with new members

Newly elected members, Councillor Vanessa Brown, Steve Barton and CVS support workers all attended

Plan a residential for all new BHYC members

A residential was planned but we didn't have enough money to take over 50 new members away



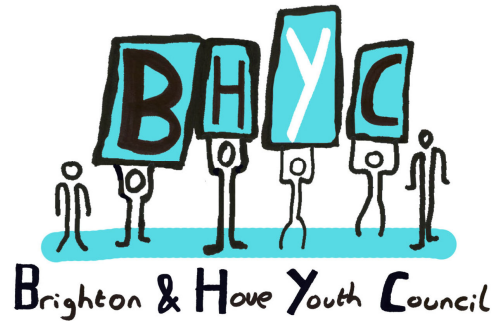
BHYC 08-10 Elections

2nd BHYC elections in November 2008

All secondary, independent and special schools and colleges took part and make up 50% of the BHYC
Other youth projects and community groups make up the other 50%

Over 50 members joined the Youth Council

Young people from different backgrounds across the city actively take part



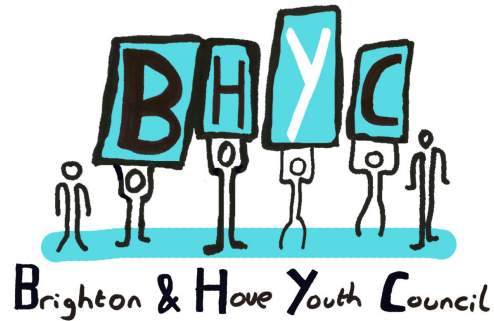
The First 6 Months with Decision Makers

Elected young people to sit on

1. CYPT
2. CYPOSC (rotating young people)
3. IYSS board
4. Various other opportunities as they arise, such as the Ad-hoc Alcohol Panel and Sustainable Communities Act Panel

Launch Day

- Councillor Anne Norman (now Mayor Norman)
- Steve Barton (BHCC Assistant Director)
- Superintendent Grenville Wilson from the Police
- representatives from the Bus Company
- Sharmini Williams & Nara Miranda (BHCC officers)



The First 6 Months: Campaigning

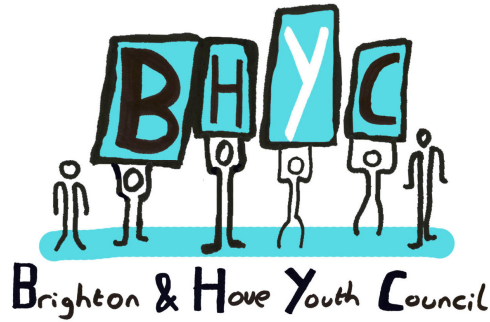
All campaigns (see handout) will be in the Manifesto

Secured £2000 YOF funding for Full Youth Council 3-in-1 discount card campaign to lobby goods, services and facilities for young people

Individual portfolio campaigns

UKYP local, regional & national campaign





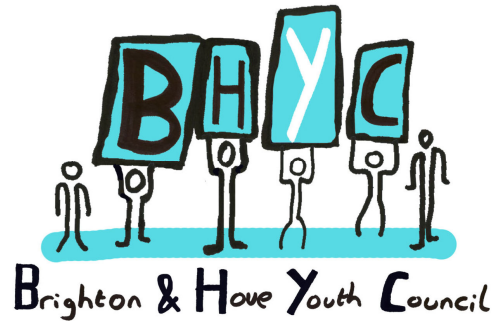
The First 6 Months: Improving Services

We have actively taken part in

Mystery Shopping Connexions+ centres across the city -
Connect4teen

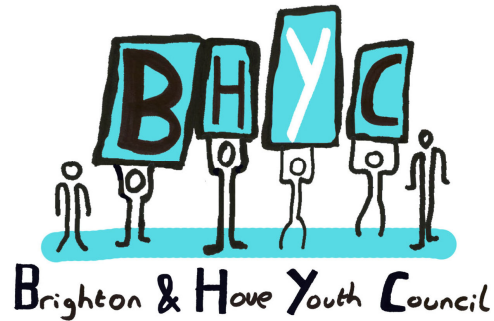
Teenage Pregnancy Leadership Conference

Various consultations, most recently the City Reading
Strategy 2009



The First 6 Months: Other Opportunities

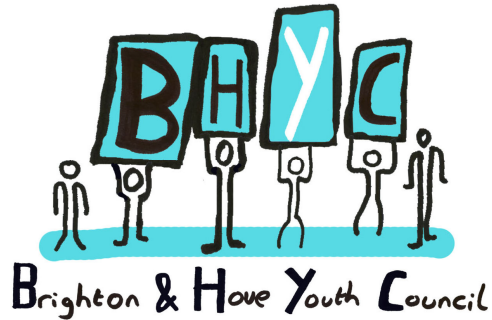
- Elected UKYP MYP and DMYP
- Achieved Accredited Training – Youth Achievement Award
- Attended the Shine debate in House of Lords
- Organised the Question Time Event with Democratic Services
- Attending the Labour Party Conference



The First 6 Months: Constitutional Changes

We have made changes to the BHYC constitution

- 'Top-up' elections every year
- 2 young people elected from the School Council and 2 young people elected from the wider school community
- 2 Year Term of Office for UKYP representatives
- To conduct consultation with children between the ages of 5-11 at least once every two years



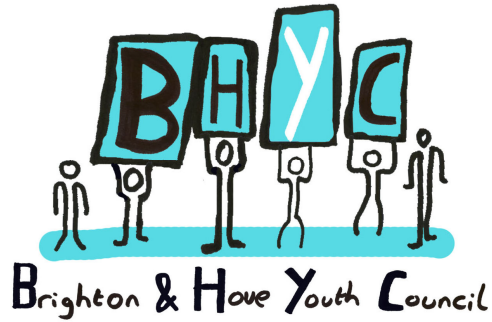
Funding: *Value for money*

DfES gave the Steering Group- £20,000 from Autumn '05 to Spring '07

YAP received just over £20,000 in first YOF round April '06

YAP received only £5,000 as a top-sliced lump-sum grant in April '08

BHVC received £2,000 in April '09 from YOF



Aims & Challenges

These are our on-going challenges

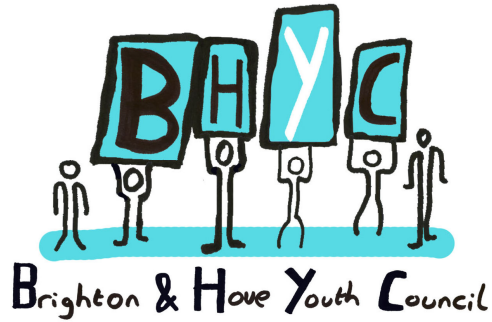
- Funding

“Securing on-going funding so that resources are in place to support young people in achieving change”

- Retaining young people in the Youth Council and maintaining school support for the Youth Council

“We need more fun opportunities as exam times are really busy because it can get really stressful”

- Making Democracy fun



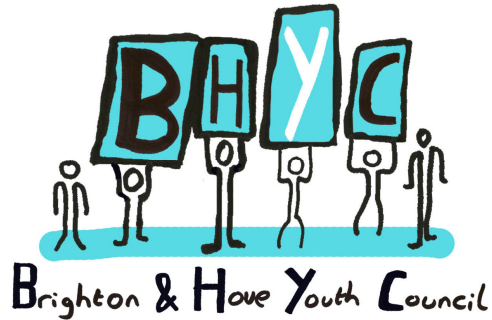
Aims & Challenges

- More paid service improvement opportunities like mystery shopping

“Really important that we get a say as we receive the services. We have done our bit, now it’s up to decision makers to listen to us”

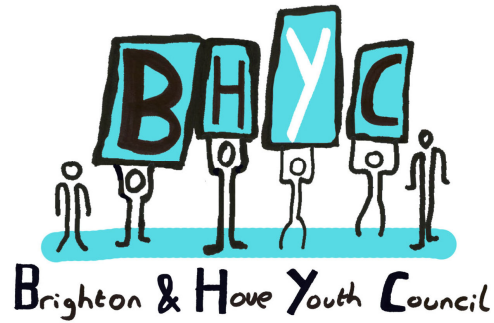
- Appropriately rewarding young people for their volunteering and dedication

“Because of a lack of funding we don’t get what we deserve at the end of it”



What's next?

- Hold Elections in October 2009
- *Get Involved Event* in November
Question Time chaired by ex-Youth Council member
- Participate in further training
Communications Training and Young People as Trainers
- Furthering Campaigns
Lobbying local services and shops



Thanks to...

“YAP”

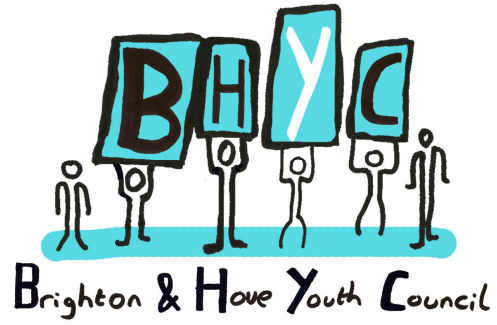
YOF/YCF

CYPT

BHCC

And most of all...

Young people of the city



Any Questions?

Subject:	Reform of Education for Young People Aged 14-19 Years		
Date of Meeting:	7 September 2009		
Report of:	Director of Children's Services		
Contact Officer:	Name:	Linda Ellis	Tel: 29-3686
	E-mail:	Linda.ellis@brighton-hove.gov.uk	
Key Decision:	No	Forward Plan No. N/A	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 There has been concern over a number of years as to whether the structure of education, training and qualifications for young people post -14 is the right one. Too many young people are disengaged from education and show this by poor attendance or an unwillingness to extend their education beyond 16 (only 78% stay on in education post-16). The Leitch Report on skills indicated that the UK needs to increase skill level of the workforce to compete in the global economy. This has resulted in a cascade of reforming legislation and guidance. There are two pieces of recent legislation that affect the 14-19 age group: the Education and Skills Act 2008 and the Apprenticeships, Skills, Children and Learning Bill which at the time of writing is on its third reading in the House of Lords. Royal Assent is currently anticipated for November 2009.
- 1.2 The result of the legislation and curriculum reform will mean significant changes to the education of young people aged 14-19. These changes will present increased opportunities for young people and will require schools, colleges and private training providers to work together in a co-ordinated way to deliver the new curriculum. This report and its appendices describe the work that is in progress to create a strong partnership of all those involved in 14-19 education, the plans for introducing the new curriculum and the outcome of the dissolution of the Learning and Skills Council (LSC) and the new duties for Brighton & Hove Children's and Young People's Trust.
- 1.3 Key features of The Education and Skills Act 2008 that relate to this report:
- Raising of the participation age. By 2015 all young people will participate in education until they are aged 18 (these pupils are currently in Year 6 in the primary school). There is an interim stage in that by 2013 all young people must participate in education until age 17 (these young people are in secondary school at the time of writing);

- Sets out duties on employers to release young people for the equivalent of one day a week to undertake training elsewhere (where the employer does not provide their own training)
 - Requires local authorities to assess the education and training needs of young people aged 16-19 with special educational needs
 - Requires the Learning and Skills Council to secure the proper provision of courses for learners over the age of 19.
- 1.4 Key features of the Apprenticeships, Skills, Children and Learning Bill 2008-9 that relate to this report:
- Provides for a statutory framework for apprenticeships and creates a right to an apprenticeship for suitably qualified 16-18 year olds
 - Dissolves the Learning and Skills Council
 - Transfers the responsibility for funding education and training for 16-18-year-olds to local authorities
 - Creates the Young Person's Learning Agency and the Skills Funding Agency

2. RECOMMENDATIONS:

- 2.1 That the contents of the report be noted.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

3.1 Brighton & Hove 14-19 Partnership Board and Strategy

- 3.1.1 The Education and Skills Act 2008 requires local authorities to put arrangements in place to promote cooperation between the local authority, 'relevant partners' and 14-19 providers as part of the Children's Trust. 14-19 Partnerships, as a sub-set of the Children's Trust, is the recommended model for this. The Partnership Board is the key body for delivering the Entitlement curriculum ensuring diversity in that provision and increasing opportunities for young people to exercise choice.
- 3.1.2 As an area-wide offer that needs to be accessed by all young people, the Entitlement will require:
- capitalising on the expertise of a broad mix of providers with the ability to deliver practical and applied learning;
 - working across borders to reflect travel to learn areas and to plug gaps in the offer;
 - high quality and impartial information, advice and guidance (IAG) and support; and
 - clear focus on creating access by catering for the needs of all young people, including in relation to gender, faith and age.

More detail about the Brighton & Hove 14-19 Partnership activities are provided in Appendix A

3.1.3 In March 2008 the Children and Young People's Trust Board approved a 14-19 Strategy which set out the vision, the objectives to be achieved by 2013 and a set of strategic actions. Subsequent to that Strategy there have been two new pieces of legislation that resulted in a need to refresh the Strategy.

3.1.4 The revised vision for the 14-19 Strategic plan now reads:

“To provide high quality education and training for all young people aged 14-18, and to age 25 for some young people with additional needs, who are resident in Brighton & Hove or who choose to study with providers in the city. The young people will be given opportunities, guidance and support which enable them to achieve their potential and, as young adults, take their full place in society as contributing, confident citizens.”

3.1.5 The refreshed strategic objectives are:

- An effective 14-19 Partnership with defined collaborative and productive arrangements in place
- Learner centred, quality driven, impartial, Information, Advice and Guidance (IAG) processes are available, which support young people in the city to achieve progression and economic wellbeing through effective learning and career choices
- A broad 14-19 curriculum, including practical and applied options, is accessible across the City to meet the needs of all young people
- There is effective support for young people with special educational needs and those at risk of disengagement
- Sufficient, appropriate and accessible facilities exist across the city to deliver a broad range of high quality provision
- Effective employer links which involve employers in the delivery of high quality work-related and work based learning in the city
- The Brighton & Hove 14-19 Workforce is trained and prepared to deliver and support a broad range of high quality provision

3.2 The New 14-19 Curriculum Entitlement - a wider more diverse offer

3.2.1 From 2013, 14-19 year olds will have a statutory Entitlement to study Diplomas. Diplomas provide an important pathway as part of the broader 14-19 Entitlement; this includes four overarching learning and progression pathways, underpinned by functional skills in English, maths and ICT and personal, learning and thinking skills (PLTS):

3.2.2 The four pathways will be:

Apprenticeships – for those who have a clear idea about the type of employment they want to pursue and prefer to learn in a work environment – all suitably qualified young people will have an Entitlement to an Apprenticeship place from 2013;

Diplomas – combine theory and practice and will appeal to young people who like to learn in an applied way – young people will have a statutory Entitlement to a Diploma place from 2013;

Foundation Learning Tier – provides personalised pathways at entry level and level 1 to support progression to destinations such as Diplomas and Apprenticeships – available in every area from 2010, with all schools and other providers coming on board thereafter to align with the wider 14–19 milestones in 2013; and

GCSE/A level – A levels will be reviewed in 2013 when the other qualifications are in place.

- 3.2.3 There will be flexibility between the routes, ensuring young people can move between them as they progress. The passing of legislation to raise the participation age to 17 by 2013 and to 18 by 2015 places a premium on us to make sure the right opportunities and support are in place in order to achieve this historic commitment. The children who start Year 8 in September 2009 will be the first to all stay in education and training post-16

A more detailed account of these reforms are provided in Appendix B

3.3 The transfer of the responsibility of 16-18 education (16-25 for some learners with learning difficulties and disabilities) from the LSC to the LA.

- 3.3.1 A new duty for Brighton & Hove City Council is the responsibility for commissioning the education provision for young people aged 16-18. This responsibility will pass from the LSC to local authorities in April 2010. From this point the councils in each of Brighton & Hove, East and West Sussex will be directly accountable to their electorate for the quality of the post-16 education in the same way as for GCSEs and primary education.
- 3.3.2 The Learning and Skills Council has had responsibility for commissioning post-16 education. Locally this means the LSC has provided funding for the four Brighton & Hove school sixth forms, the two sixth form colleges and 16-18 education at City College. Post-16 education has been non-compulsory with 78% of young people (2007) deciding to continue with their studies at age 16.
- 3.3.3 The government has legislated to raise the participation age so that by 2015 all young people will participate in education until they are aged 18 (these pupils are currently in Year 6 in the primary school). There is an interim stage in that by 2013 all young people must participate in education until age 17. There are new qualifications and a reformed curriculum for 14-19 which brings with it a duty to co-operate between schools and between schools and colleges. Splitting the responsibility for funding the 14-19 offer between LA and LSC was seen as a barrier to these new developments.
- 3.3.4 The transfer of responsibility brings with it a transfer of staff from the LSC to Brighton & Hove City Council. We will have 7 people transferring to work on the commissioning of post -16 education and other contract management. These

people will join the Learning, Schools and Skills branch of the CYPT and will initially be part of the advisory service for 11-adults.

More detail of this transfer is provided in Appendix C

4. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 4.1 The funding framework around the transfer back to Local Authorities for 16-19 funding as a result of the changes with the LSC are at this stage uncertain. Paragraph 1.1 says Royal Assent is anticipated for November 2009, so further details will become clearer around that time, however at this time for 2010/11 we understand that the LA will be a post box for the 16-19 funding for schools. Paragraph 3.3.4 says Brighton & Hove City Council will be receiving 7 staff from the local LSC and we await confirmation on exactly how the funding will be passed to us; however we understand this is linked to the transfer arrangements and again we wait for confirmation of this.

Finance Officer consulted: Andy Moore

Date: 03/08/2009

Legal Implications:

- 4.2 This report sets out the key features of both recent and forthcoming legislation, namely the Education and Skills Act 2008 and the Apprenticeship, Skills, Children and Learning Bill, and the duties which will be placed on the Council arising from these new pieces of law.

There are no human rights implications arising from the report.

Lawyer Consulted: Serena Kynaston

Date: 04/08/2009

Equalities Implications:

- 4.3 The 14-19 reforms have many positive implications for equalities. The duty to provide a curriculum offer that is suitable for all young people so that they can participate in education until age 18 will mean a focus on the barriers that prevent participation of vulnerable groups.

Sustainability Implications:

- 4.4 It will be important to consider sustainability issues when considering transport for young people moving between institutions

Crime & Disorder Implications:

- 4.5 The reforms will have a tendency to reduce crime and disorder among young people as they will have a better experience of education

Risk and Opportunity Management Implications:

- 4.6 The reforms provide opportunities to develop better progression routes and education opportunities for all young people especially the most vulnerable. There are risks at present associated with the speed of transfer of responsibilities with significant levels of detail which are not yet clear.

Corporate / Citywide Implications:

- 5.7 The additional accountability for post-16 education will require scrutiny

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

6.1 N/A

SUPPORTING DOCUMENTATION

Appendices:

1. Additional data

Appendix A : Strong Collaboration

Appendix B: The New 14-19 Curriculum Reforms

Appendix C: The transfer of responsibilities for commissioning 16-18 education from LSC to LA

Documents in Members' Rooms

None

Background Documents

None

The Brighton & Hove 14-19 Partnership Board

The 14-19 Partnership has strengthened year on year. The Board consists of the leaders of all 18 schools and colleges also the chair of the Education Business Partnership (an employer), the Director of Aimhigher (University Brighton and Sussex), the Connexions commissioner and the director of the Sussex Consortium of Training Providers. This Board meets every 6 weeks to make strategic decisions.

There is a 14-19 Strategy covering the period 2008-13 agreed by all partners and there is a detailed 2008/9 action plan with an individual Board member providing oversight and challenge to the assigned officer for each section. The strategy has been approved by the Children and Young People's Trust and Connexions Boards. The Strategy is being 'refreshed' in light of new legislation.

The 14-19 Curriculum Group is energetically implementing collaborative plans for Diplomas and an Foundation Learning Tier (FLT) Implementation Group is developing collaborative Progression Pathways. A memorandum of understanding on collaboration has been signed by all 14-19 providers in the city and there are an agreed set of policies and protocols around students educated on more than one site.

We have a map to show where diplomas are being offered and a time-scale to show how young people will have the full entitlement by 2013.

Information advice and guidance (IAG) for young people

There has been a partnership-wide audit of IAG against the new Quality Standards. This report highlighted some good practice but also much that needed to be developed.

A new group has been initiated formed of senior leaders from all providers and they are keen to move the agenda forward. We are planning a major event for young people on 3rd and 4th November 2009 to explain the wide range of choices they will have at their next phase of education: "Your Future, Your Choice". All schools and colleges will have whole-staff INSET before this event to support the young people in making option choices and materials will be given to schools so that there is preparation work.

The Sussex wide Area Prospectus is in place and information is up-to-date i. 'How to' guides for the prospectus, aimed at young people and Connexions Personal Advisers, have been developed. We will be piloting the Common Application Process this year, this means that students apply on-line for a places at BHASVIC Varndean, City College and school sixth forms. It is a way of ensuring that all young people are able to choose from all the options available post-16.

Effective links with employers

A mass marketing campaign has generated 200+ new employer links. The Education Business Partnership (EBP) plan covers an increased range of 14-19 activities including development of an effective Apprenticeship Plan for the city's 5 key employment sectors. There is liaison with key business groups to engage further employers.

The EBP has partnered with the Economic Partnership to promote 14-19 activities developing new projects around social enterprise. The EBP Lead Officer sits on the City Employment and Skills Board. We continue to work on ensuring closer links between 14-16 and 16-19 provider employer engagement activities.

Breadth of provision

There is a common, city-wide timetable structure in place for options and collaborative partnerships are developing and growing in the East and West of the city, alongside plans for minority subjects city-wide. Some areas of curriculum planning have been completed (Diplomas) but others only scheduled for 2009-10 (Apprenticeships and Foundation Learning Tier)

The quality of courses is mostly high although there is little access to Young Apprenticeships. An Apprenticeship Plan has been completed to increase the numbers available in the key employment sectors and notably the public sector.

NEET reduction including guarantee of a place in learning post 16

A NEET reduction plan is embedded into the 14-19 Strategy and accompanying action plan. NEET figures have been reduced. The new database, Aspire, used by Connexions is providing improvements in both data capture and reporting.

There is a wide range of NEET reduction programmes including the KS4 Engagement Programme, College 14-16 programmes and e2e and a new pilot for Entry to Learning, all offered by Third Sector, private and College providers. These providers are also involved in the provision for vulnerable young people aged 14-16, with additional support mentors, funded via the European Social Fund.

A September Guarantee Group has been set up and a Service Level Agreement between all Providers/Stakeholders outlines each organisation's roles/responsibilities in ensuring the Guarantee. Post-16 drop-outs are notified and young people receive immediate Personal Adviser support.

Resources

The LA and colleges have reviewed accommodation and have planned to address deficiencies. The colleges have had an Integrated Education Case for capital investment but this has not been realised and new plans need to be discussed so that there is capacity for the increased numbers of students participating in education until age 18.

B&H is developing its Secondary Strategy for Change with all partners taking part in its development.

Schools and colleges share accommodation to increase access to a range of high quality provision e.g. the hair and beauty centre at Portslade CC (provided by a private training provider, accessed by Blatchington Mill and Hove Park), specialist provision at City College accessed by schools, Varndean College at Falmer.

There is use of Third Sector providers' facilities via the KS4 Engagement Programme and some use of HE facilities for G&T and Aimhigher. Some private sector providers and employers offer facilities for students on specific programmes including hair and beauty and Young Apprenticeship programmes in Construction and Sport.

Work force development

A city-wide Work Force Development plan is in place for 2008-13 and partners' individual organisational plans are aligned to this. The plan has four objectives:

- Delivering the 14-19 reforms;
- Information Advice and Guidance;
- Maintaining professional competence and
- Succession planning.

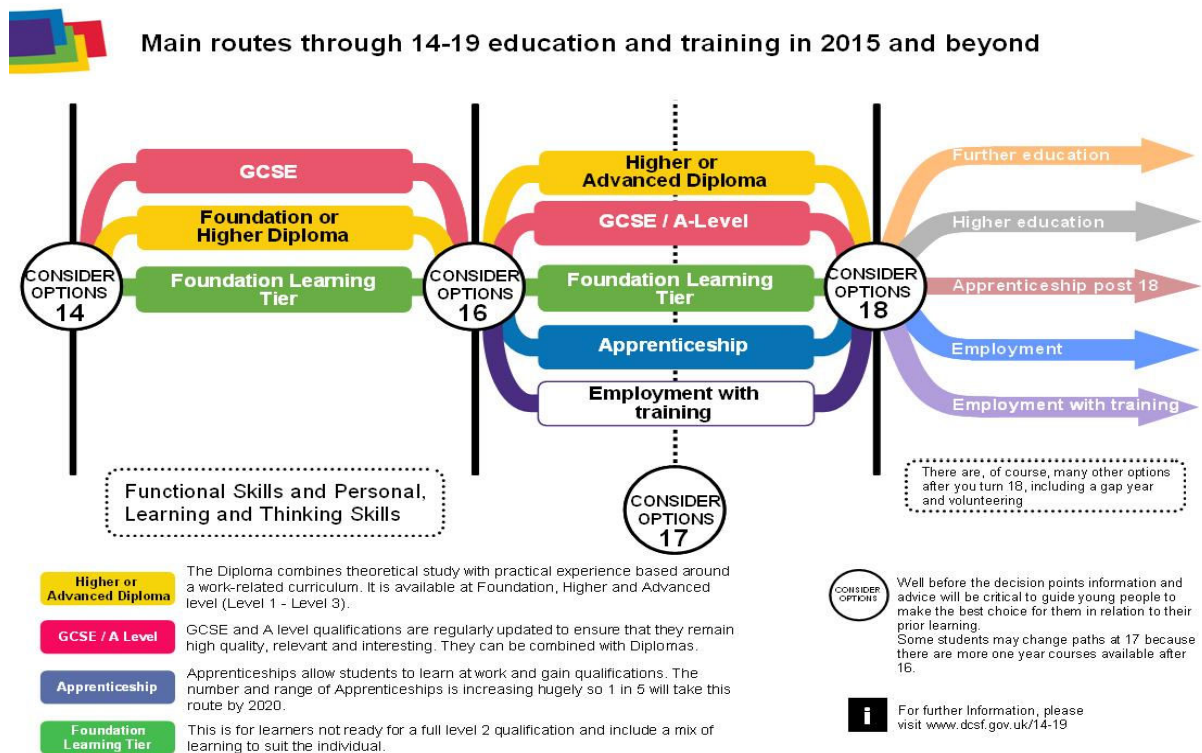
Board members are utilising free national training programmes and those from awarding bodies. E-learning units on the 14-19 Reform agenda and the City Economic Strategy have been developed and are readily available on a variety of websites.. EBP has subcontracted to provide Sussex wide Personal Development Placements and industrial experience to maintain professional status. The secondary CPD network identifies emerging skills needs and responds accordingly. Leadership and Management training has been sourced via NSCL/CEL.

Appendix B The New 14-19 Curriculum Reforms

What is changing and why?

These are exciting and challenging times in the world of education. The education system needs to adapt to the rapidly changing world that we are living, working and learning in if it is to equip our young people for the challenges they face. This ambition will only be realised if the right learning opportunities are in place to motivate and inspire them and to help them achieve their goals, progressing to further study or into employment.

The 14-19 qualification reforms offer four clear alternative routes so as to ensure that there is a qualifications offer suitable for every young person.



A larger version of this diagram is attached

When is it happening?

Apprenticeships – for those who have a clear idea about the type of employment they want to pursue and prefer to learn in a work environment – all suitably qualified young people will have an Entitlement to an Apprenticeship place from 2013;

Diplomas – combine theory and practice and will appeal to young people who like to learn in an applied way – young people will have a statutory Entitlement to a Diploma place from 2013;

Foundation Learning Tier – provides personalised pathways at entry level and level 1 to support progression to destinations such as Diplomas and Apprenticeships – available in every area from 2010, with all schools and other providers coming on board thereafter to align with the wider 14–19 milestones in 2013; and

GCSE/A level – A levels will be reviewed in 2013 when the other qualifications are in place.

There will be flexibility between the routes, ensuring young people can move between them as they progress. The passing of legislation to raise the participation age to 17 by 2013 and to 18 by 2015 places a duty on us to make sure the right opportunities and support are in place in order to achieve this historic commitment. The children who start Year 8 in September 2009 will be the first to all stay in education and training post- 16. That is why the Diploma Entitlement comes into force in 2013.

How will young people make choices?

Clearly there is a big task to prepare young people to make these choices and providing high quality information advice and guidance (IAG) is a key priority for all schools and colleges in the academic year 2009-10. Bright on & Hove will stage an event 'Your Future, Your Choice' to illustrate the choice at the Racecourse on November 3rd and 4th for all pupils aged 14 and aged 16. All schools and colleges have been offered a full staff briefing prior to the event and curriculum materials are to be available so that pupils can gain maximum benefit from the experience. The event will be open in the evening for parents, other interested students and invited guests including elected members.

What is the 2013 Diploma Entitlement ?

- 14-16 year olds will have a statutory Entitlement to study a Diploma line out of a choice of the first 14, and 16-19 year olds out of a choice of 17;
- local authorities will be under a statutory duty to secure all young people's access to these lines; and
- maintained schools will have a statutory duty to secure their Key Stage4 (KS4) students' access to the first 14 lines.

Foundation and Higher Diplomas to be available for 14-16 year old students and all three levels for 16-19 year olds.

Local authorities in their role as commissioners are expected to cater for the needs of all their young people

Diploma lines of learning

Available since September 2008	Available from September 2009
Construction and the Built Environment	Business, Administration and Finance
Creative and Media	Environmental and Land-based studies
Engineering	Hair and Beauty studies
Information Technology	Hospitality
Society, Health and Development	Manufacturing and Product Design
Available from September 2010	Available from September 2011
Public Services	Humanities and Social Sciences
Retail Business	Languages and International Communication
Sport and Active Leisure	Science levels 1 and 2
Travel and Tourism	Available from 2012: Science level 3

How can schools and colleges deliver this programme?

The ambitions of the 14-19 Reform Programme cannot be delivered without the commitment of all 14-19 providers. Collaboration is critical to fulfil the duty to ensure young people's access to the Diploma Entitlement.

No single institution can deliver all 17 Diploma lines alone and the LA will need to work with schools, colleges and other providers through their 14-19 Partnership to plan and secure access for young people in their area.

Appendix A Strong Collaboration explains where we are in Brighton & Hove

How is the Diploma Entitlement in Brighton & Hove September 2009?

The attached schematic shows how and where the diplomas will be offered until we reach 2013 and the full entitlement for all to be offered the full range.

In 2008 we offered Society and Development Diploma at Foundation Higher and Advanced Level. Students from Longhill High School travelled to Falmer High School to study for the diploma at Foundation and Higher Level. In Cardinal Newman School a group of students in the sixth form completed their Diploma at Higher Level in one year and at BHASVIC students started their study for the Advanced Diploma.

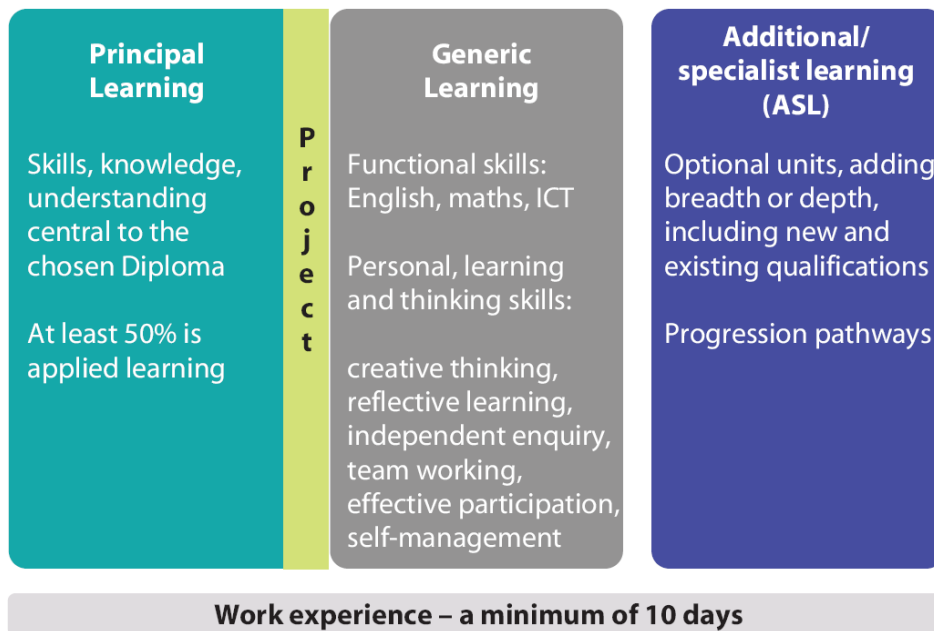
What is the Diploma?

For 14-16 year olds, the Diploma Entitlement will be part of a broader KS4 statutory curriculum, which also includes:

- core subjects: English, maths and science;
- foundation subjects: ICT, P.E. and citizenship;
- work-related learning;
- religious, sex and careers education; and
- if they wish to, a course within any or all of the areas of the arts; design and technology; the humanities; modern foreign languages.

The Diploma provides an introduction to a sector or subject area through a blend of applied and theoretical learning. The teaching and learning focuses on skills which are transferable and valuable in many different work and study environments, thereby enabling students to explore their interests while keeping their options for progression open.

As Diplomas have been developed with employers, universities and other stakeholders, the learning captures the relevance – and excitement – of the Diploma line. The Diploma has the following components:



The Additional and Specialist Learning could be GCSEs, NVQs, A Level

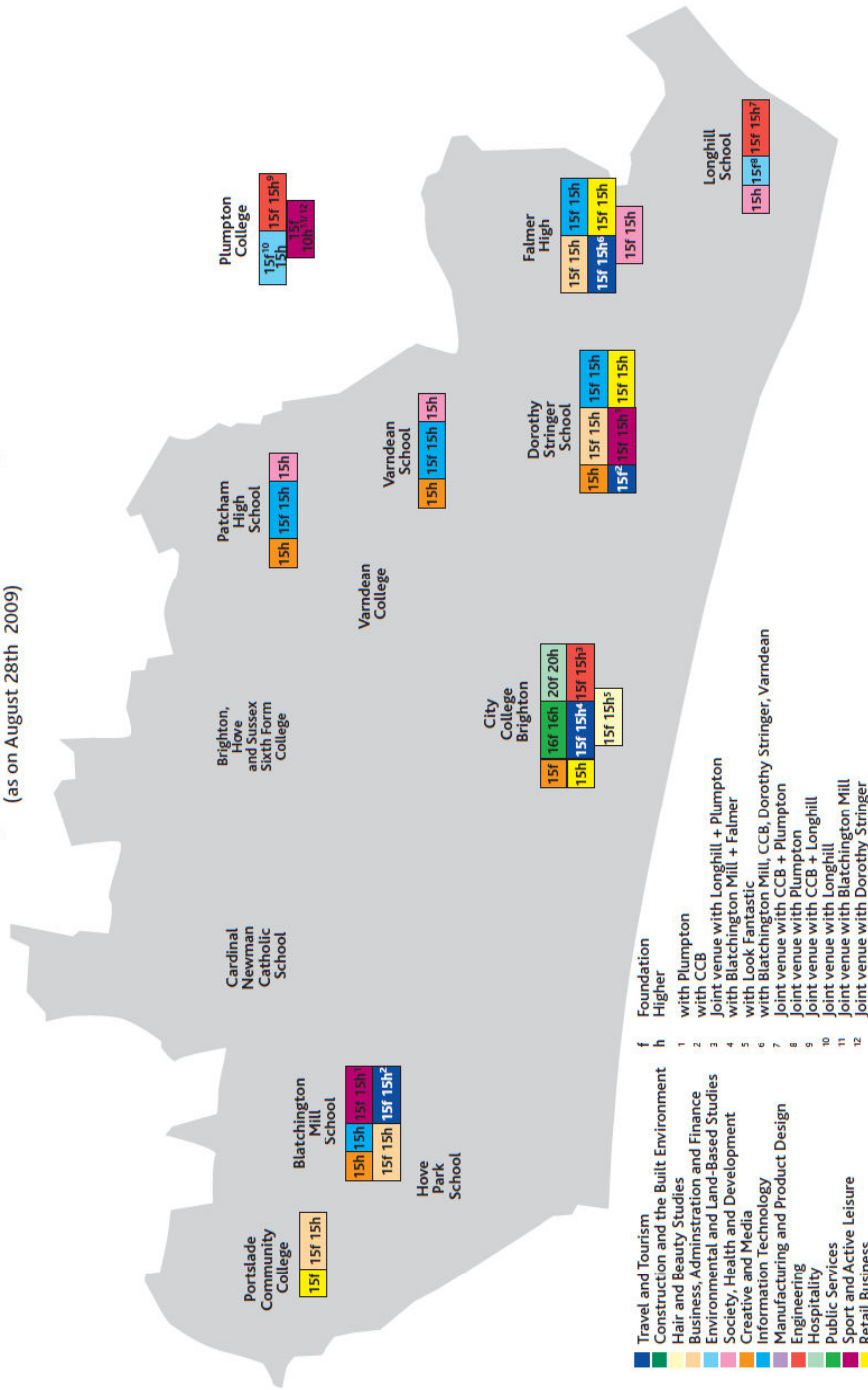
Equivalencies for each level:

Diploma level	Equivalent to
Foundation/level 1	Five GCSEs grades D-G
Higher/level 2	Seven GCSEs grades A*-C
Advanced/level 3	Three and a half A levels

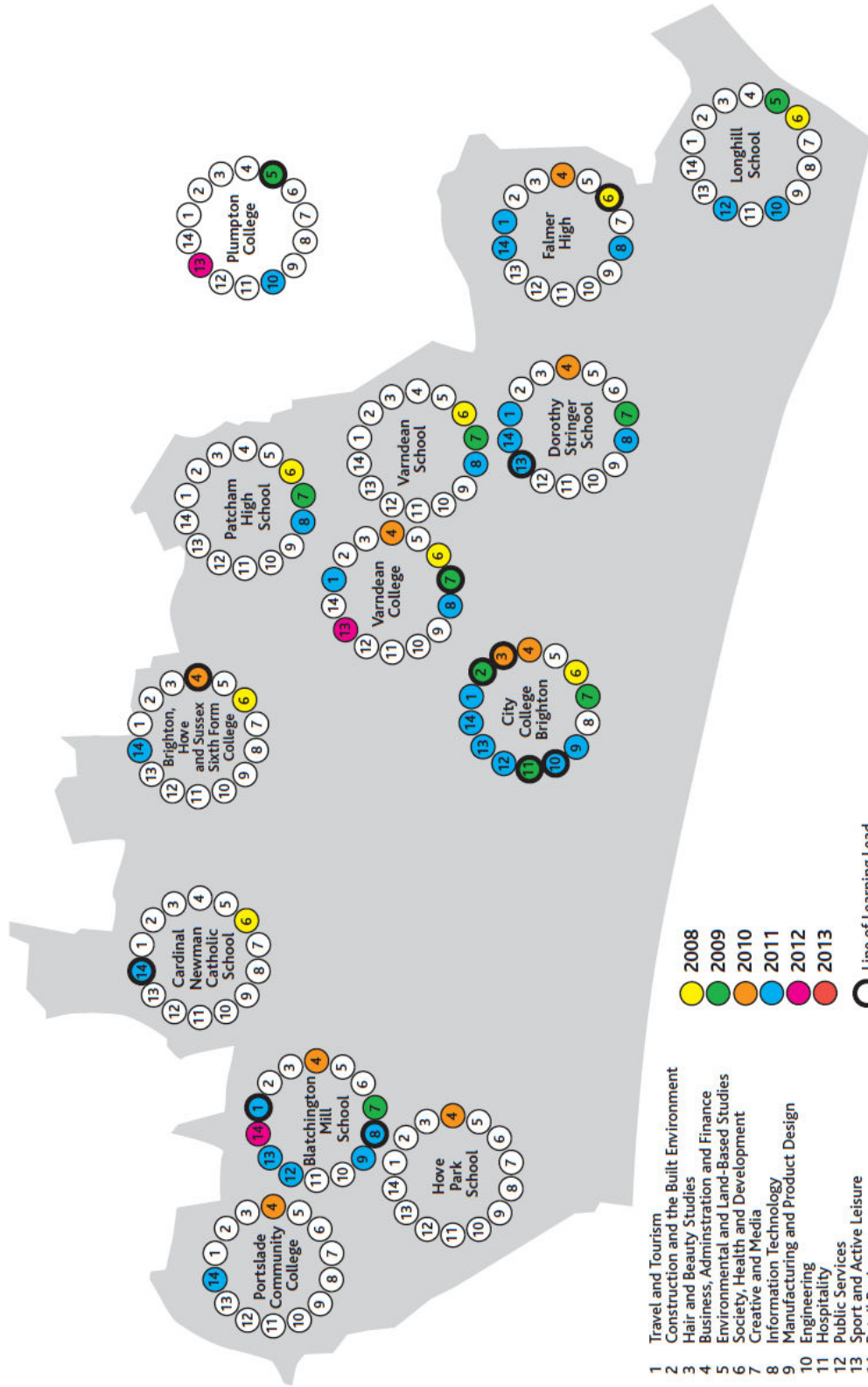
The Diploma is a composite qualification: those learners who complete parts of their Diploma will be awarded constituent qualifications, receive results statements for these and a Diploma Progress Statement. This will record the learner's achievements to date towards the full qualification, enabling them to build on these by continuing their studies and/or retake qualifications to complete their Diploma.

Planned Diploma Venues – aged 14

(as on August 28th 2009)

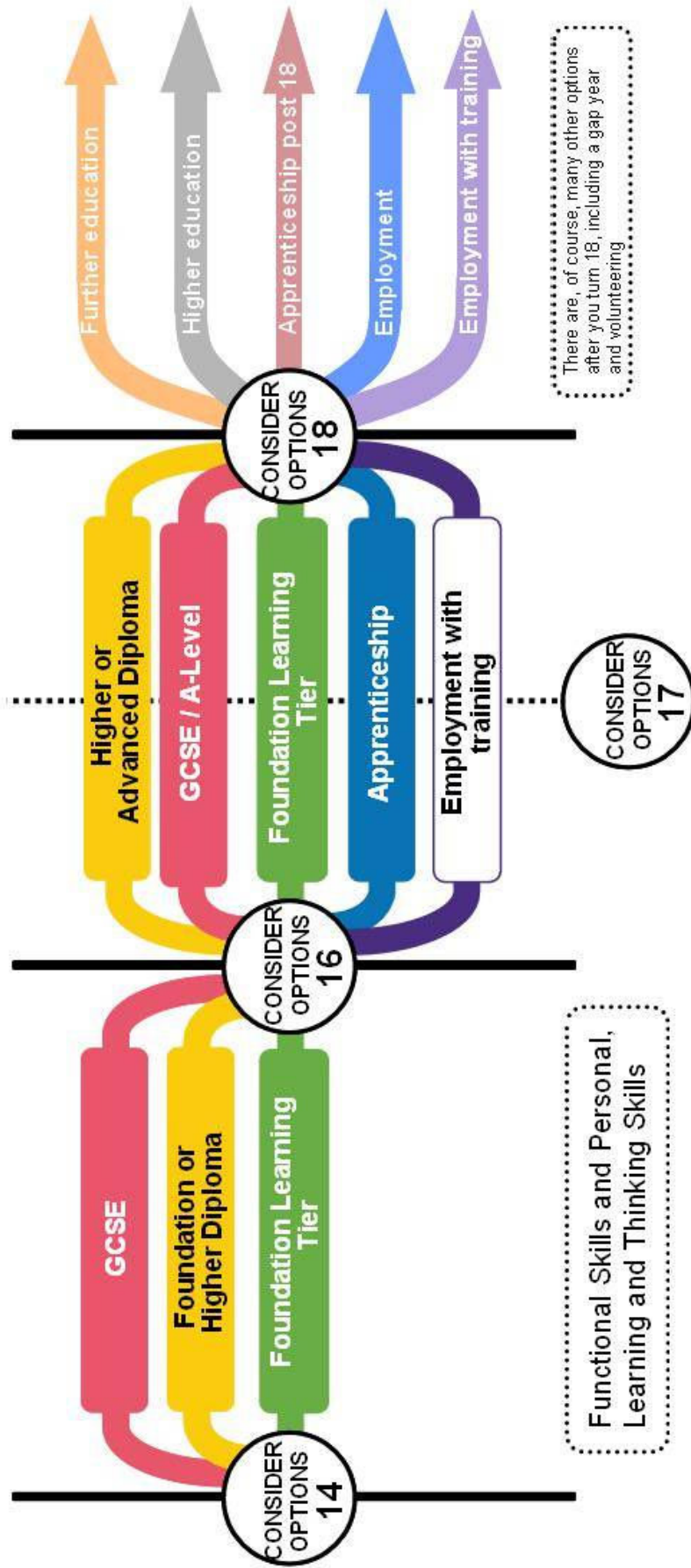


Planned Diploma Venues





Main routes through 14-19 education and training in 2015 and beyond



- Higher or Advanced Diploma**: The Diploma combines theoretical study with practical experience based around a work-related curriculum. It is available at Foundation, Higher and Advanced level (Level 1 - Level 3).
- GCSE / A Level**: GCSE and A level qualifications are regularly updated to ensure that they remain high quality, relevant and interesting. They can be combined with Diplomas.
- Apprenticeship**: Apprenticeships allow students to learn at work and gain qualifications. The number and range of Apprenticeships is increasing hugely so 1 in 5 will take this route by 2020.
- Foundation Learning Tier**: This is for learners not ready for a full level 2 qualification and include a mix of learning to suit the individual.

Well before the decision points information and advice will be critical to guide young people to make the best choice for them in relation to their prior learning. Some students may change paths at 17 because there are more one year courses available after 16.

For further information, please visit www.dcsf.gov.uk/14-19

The transfer of responsibilities for commissioning 16-18 education from LSC to LA

Current LSC responsibilities that will transfer in April 2010.

As well as a remit for developing adult skills the LSC is currently the commissioner of 16-18 provision. They maintain relationships with the Further Education Colleges and sixth form colleges so that there is good intelligence about the organisations. The LSC is organised on a regional and sub-regional basis (Brighton & Hove is in the Sussex sub region of the South East Region). Commissioning plans for post 16 provision from each LA are collated to produce a Regional Plan. The Regional Plans are pulled together and the totality of the funding required across the country is compared to the funding available. If there is a mismatch the decision to increase or decrease the funding reaches back down through regional and sub-regional groups to the LA and then to the providers (including school sixth forms). This funding mechanism is very different to that for schools with pupils below the age of 16. The LA will not receive a budget but will pass on funds allocated by the system described above. The complex national formula to fund post-16 providers takes into account the number of learners, the type of courses they follow, the amount of teaching time for courses, the quality of past performance, the socio-economic circumstances and additional support needs.

The LSC also has had funding for particular projects, for example the Key Stage 4 re-engagement project (working with 200 young people 14-16), and Entry to Employment provision for those without the necessary confidence or skills to get into work. LSC also manages contracts with private providers and also training providers. They check on quality and can de-commission where appropriate. The LSC has also provided for the education of learners with Learning Difficulties or Disabilities up to the age 25.

The commissioning of 16-18 provision (and 16-25 for some pupils with additional needs) in Brighton & Hove becomes the responsibility of the Local Authority in April 2010. The LSC staff will be responsible for the commissioning of provision for the academic year 2010-11 but working closely with officers. In April 2010 staff will transfer from the LSC to Brighton & Hove City Council payroll and the extra capacity that these people bring will enable us to take over the functions described above.

New staffing arrangements

We have been fortunate to have been allocated 7 people to transfer from LSC to Brighton & Hove in April 2010. These people have been matched to the LA by the LSC Human Resources team. These people will be placed in the Learning, Schools and Skills branch of the CYPT.

Working with neighbouring LAs

In the original planning for the change it was suggested that the sub-regional groups should re-form. This proved problematic and so senior 14-19 officers from Brighton and Hove, East Sussex and West Sussex have met to discuss protocols and processes for working together in the best interests of learners who travel across LA borders to learn.

Young people have a wide choice of places to study in and around Brighton & Hove and so the decisions in one LA will have possible consequences for residents in the neighbouring LAs. Resources for 16-18 education will come from the National Government based on local commissioning decisions. Decisions made in each LA will have an impact on neighbours within what is known as the Travel to Learn Area.

In 2006/07, about a quarter of 16-18 year old learners resident in Brighton chose to learn outside the city. About 11% of Brighton & Hove learners went to East Sussex colleges and another 11% to West Sussex Colleges. A very small percentage went further afield. This equates to 871 Brighton and Hove young people that were educated in neighbouring areas.

Similarly 922 West Sussex young people were educated in Brighton & Hove and 535 East Sussex young people were educated in Brighton & Hove. These figures show that we have a vested interest in working together for the best interest of the learners and the FE institutions. When all young people have to stay in education until age 18 these numbers could rise by 15%. This is a significant number of families affected by the commissioning decisions of neighbouring LAs.

Senior officers from the 3 Sussex LAs have met frequently to develop future formal arrangements for working together to co-ordinate commissioning plans within the Travel to Learn Area. The three authorities have already set a successful precedent for working together on shared issues, including the Area Wide Prospectus, Sussex wide Health and Safety vetting process and collaborative protocols around Diplomas.

The new parliamentary Bill will call into being the Young People's Learning Agency (staffed by people currently in the LSC) which will support LAs in their new role and ensure that there are robust arrangements for Travel to Learn Areas. There will also be a Skills Funding Agency which takes on those duties of the LSC pertaining to the commissioning adult skills training.

Subject:	Response to the report of the Children and Young People's Overview and Scrutiny Committee Report: Reducing Alcohol Related Harm to Children and Young People		
Date of Meeting:	7 September 2009		
Report of:	Director of Children's Services		
Contact Officer:	Name:	Steve Barton	Tel: 29-6105
	E-mail:	steve.barton@brighton-hove.gov.uk	
Key Decision:	No	Forward Plan No. N/A	
Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 In September 2008, in response to the Annual Report of the Director of Public Health 'Brighten Up: Growing Up in Brighton and Hove', the Children and Young People's Overview and Scrutiny Committee (CYPOSC) established an ad-hoc panel to:

"Examine the costs of, social and economic outcomes of, and reasons for the higher than average, and worsening, levels of alcohol related harm suffered by children and young people in Brighton and Hove."

- 1.2 This response sets out to address the recommendations of this report and to propose further action in respect to the Children and Young People's Trust (CYPT) response to the issue of young people and alcohol.

2. RECOMMENDATIONS:

- 2.1 That the Children & Young People's Trust Board:
- (a) Note the recommendations of the report from CYPOSC and acknowledge the work of that committee.
 - (b) Request a further report from the CYPT, to set out proposals for a Youth Alcohol Action Plan as part of the Brighton & Hove Alcohol Strategy.
 - (c) Agree that further work, in respect of the recommendations from the CYPOSC which fall beyond the remit of the CYPT, is taken forward through the Local Area Agreement.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Ad-Hoc Scrutiny Panels consist of cross party groups who carry out short, sharply focused pieces of work. The purpose of the panel was to:

“Specifically, but not exclusively, examine the impact of the Licensing Act 2003 on the availability to, and consumption of, alcohol by those aged under 18 in the city and, seeking evidence from, amongst others, Sussex Police, premises license holders, the council’s own public safety officers and our partners in the NHS, will determine what steps the council could take to reduce levels of alcohol-related harm to children in the city.

Further, the Panel will examine reasons why the problems of alcohol-related harm appear to be worst in the east of the city.” (CYPOSC, June 2009)

- 3.2 The panel subsequently held a series of evidence gathering meetings and drew together the report Reducing Alcohol Related Harm to Children and Young People (Appendix 1).
- 3.3 Brighton & Hove NHS (Primary Care Trust) leads on the development and delivery of the Brighton and Hove Alcohol Strategy 2008/11, which has identified seven priority areas. The CYPT is part of the multi agency strategy group and will attend the next meeting with an update on activity and proposals for the development of a Youth Alcohol Action Plan.

3.3.1 **RECOMMENDATION 1:**

The Panel welcomes and commends the increased emphasis of Licensing enforcement on off-sales (and on public place drinking), as it shows a commitment to identifying and tackling current problems rather than simply adhering to traditional modes of enforcement. The Panel hopes that this will provide a platform for the further development of Licensing enforcement, both in terms of closer partnership working, and in terms of a continuing concentration on the actual rather than the popularly perceived problems of underage drinking.

Licensing and trading standard services are working closely with the CYPT to address issues of underage sales across all licensed premises and are continuing enforcement around underage sales and proxy purchasing.

3.3.2 **RECOMMENDATION 2:**

City partners (co-ordinated by Trading Standards Officers) should draw up a Best Practice Guide on avoiding selling alcohol to U18s with a view to the guide being disseminated to independent retailers.

Trading Standards Officers have agreed to deliver training to licensed premises and to develop education leaflets and awareness tools with Health Promotions Advisors.

3.3.3 **RECOMMENDATION 3:**

Encourage (particularly via the Brighton & Hove Licensing Committee) all off-sales to adopt the ‘Challenge 25’ scheme.

The CYPT understands that this is happening.

3.3.4 **RECOMMENDATION 4:**

Licensing Committee to request assurances that new and re-assessed licensees will not discount sales below cost, engage in irresponsible

multiple discounting or sell products strongly associated with hazardous drinking practices.

This may not be enforceable by the Licensing Committee under current legislation.

3.3.5 RECOMMENDATION 5:

CYPT should consider its substance misuse services in terms of a potential re-deployment of resources from drugs to alcohol-related projects in instances where drug issues may have been advanced to the detriment of similarly serious alcohol-related problems. CYPT should also consider whether there is value in lobbying NHS Brighton & Hove and central Government to review their resource allocation in regard to alcohol-related services for children and young people.

ru-ok?, Brighton & Hove's specialist substance misuse service for under-19s, is currently funded via the Local Area Agreement to address both drug and alcohol related issues, with the CDRP (Crime and Disorder Reduction Partnership) providing funding for a specialist Alcohol Worker post. However, all workers within the service will engage with young people who have alcohol related issues as a matter of course. During 2008-09, 38% of young people working with ru-ok? identified alcohol as their primary problematic substance and 34% identified alcohol as their secondary problematic substance.

As part of the local alcohol strategy, and in line with national policy, Brighton and Hove NHS has recently commissioned an Alcohol Brief Intervention service, which will offer early preventative advice, information and support to people aged 16 and over. CRI, the adult substance misuse service provider, has this tender and is working closely with the ru-ok? service to establish how the work with under-18s will take place.

There has also recently been an increase in capacity in the Health Promotions team, with an additional worker employed to focus primarily upon alcohol. This has led to an increase in the level of Health Promotions work around alcohol that is targeted at young people.

Recommendation 2.2 of this response proposes a way forward to address this issue.

3.3.6 RECOMMENDATION 6:

CIA (Cumulative Impact Area) boundaries to be re-examined with a view to extending them to other areas of the city which might benefit from CIA powers (e.g. extension around Preston Park and up to Elm Grove).

In order to extend the CIA the Licensing authority must take steps to identify concern about crime and disorder or public nuisance, consider whether there is good evidence that crime and disorder or nuisance are happening and are caused by the customers of licensed premises, or that the risk of cumulative impact is imminent. It must then identify the boundaries of the area where problems are occurring, consult with specified parties, and subject to the outcome of the consultation include and publish details of special policy in licensing policy statement. This work is reviewed by the licensing committee; the Statement of Licensing Policy is set by full Council.

3.3.7 **RECOMMENDATION 7:**

When engaged with young drinkers, police officers need to ensure that they are not over-confrontational and that the rationale for their actions is widely understood. This may best be achieved by engaging with young people in contexts other than those of front-line policing (particularly by visiting schools).

The ru-ok? service is currently working with schools and the police liaison office for the West Area to develop alcohol education, in partnership with the Healthy Schools Team. The IYSS (Integrated Youth Support Service) and police meet regularly to develop joint working in relation to the Youth Crime Action Plan and delivery of services. This recommendation may need to go forward to this group, through the IYSS Area Manager who is linked into the Youth Crime Action Plan.

3.3.8 **RECOMMENDATION 8**

Alcohol education should address the long term physical impact of U18 alcohol use, not just safety/legal issues.

The Healthy Schools Team are continuing to support schools to address the health impact of alcohol as part of PSHE (Personal, Social, Health and Economic Education) and work is being undertaken with General Practitioners and Accident & Emergency departments to support their staff in addressing the health impact of alcohol with young people.

3.3.9 **RECOMMENDATION 9:**

Develop and deliver an information pack on alcohol targeted at parents and carers, and facilitate the involvement of parents/carers in creating and maintaining this material.

In the national Alcohol Action Plan, the Government stated that it will produce an advice and guidance leaflet for parents and carers. The CYPT is currently awaiting this leaflet to distribute locally. As part of a successful bid to address youth disorder, the CYPT will be working with city-wide partners this summer to develop a leaflet for parents, carers and those who buy alcohol for young people about the dangers and consequences of underage alcohol consumption and proxy purchasing.

3.3.10 **RECOMMENDATION 10:**

Survey teenagers for their views and seek to develop alternative activities for young people to engage with as alternatives to illegal drinking in public places.

Under the current restructure of the CYPT, an audit of youth provision across the city is being undertaken which young people and youth advisors will feed into.

3.3.11 **RECOMMENDATION 11:**

The council should request changes to statute relating to the powers of local Licensing Committees (as detailed in point 16.3 above) in line with the powers granted by the Sustainable Communities Act (2007).

The Home Office is currently proposing amendments to licensing provisions to include discretionary local conditions that can be applied by licensing authorities

to groups of two or more licensed premises experiencing particular problems. These could include bans on discounted alcohol, security measures, risk reviews and operation of 'Challenge 21'. This work would be delegated to licensing committee or sub-committee.

4. CONSULTATION

- 4.1 The findings and recommendations of the CYPOSC report are based on extensive consultation.
- 4.2 Councillors Juliet McCaffery and Ann Norman agreed to sit on the CYPOSC Panel alongside Councillor Duncan. Councillor Norman was subsequently appointed as Chairman of the Panel. Panel members held a scoping meeting, where they were advised by the Director of Public Health and by officers from the council's Environment Directorate and from the CYPT.
- 4.3 The Panel subsequently held a series of evidence-gathering meetings in public. Witnesses included police officers, Trading Standards officers, officers representing the Council's Licensing team, CYPT officers, public health professionals from NHS Brighton & Hove, a consultant paediatrician, head teachers, and representatives of the major supermarket and off-licence chains. The Panel also invited a number of independent alcohol retailers to give evidence; however, none agreed to appear before the Panel.
- 4.4 Panel members also met on two occasions with members of the Brighton & Hove Youth Council in order to elicit young people's views on alcohol.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The CYPOSC report identifies a number of new initiatives and responsibilities for the Council and highlights a potential increase in activity over the next few years. While the resources in the budget are sufficient to cover the current workload in 2009/10, no additional funding has been identified to cover any future rise in activity. In addition, due to likely cuts in the CDRP funding next year, the budget may be reduced by £40k. Also, the Oasis project (a local charity which supports female substance misusers) has previously provided c£20k to part-fund a post providing additional support for young women, but this may now no longer be possible. The potential reduction of c£60k of available funding in this area may seriously hamper the ability of Brighton & Hove City Council to successfully implement the recommendations proposed by the CYPOSC.

Finance Officer Consulted: David Ellis

Date: 04/08/09

Legal Implications:

- 5.2 There are no direct legal implications arising from the report. The body of the report refers to relevant licensing legislation. Where children are abusing alcohol they could be regarded as children in need under the Children Act 1989, and so be entitled to a range of services to assist them in addressing this. Programmes to address underage drinking of the sort identified in the report will assist the Trust in meeting its obligation to promote the well being of young people under the Children Act 2004.

Lawyer Consulted: Natasha Watson

Date: 24/08/09

Equalities Implications:

- 5.3 An Equalities Impact Assessment for Substance Misuse services in the CYPT is scheduled to be complete.

Sustainability Implications:

- 5.4 There are no immediate sustainability implications.

Crime & Disorder Implications:

- 5.5 Current partnership work around alcohol also addresses issues around crime and disorder relating to alcohol and young people. If the potential cuts in specialist service funding take place in 2010/11, this partnership work, and the focus on youth crime and disorder, will be reduced.

Risk & Opportunity Management Implications:

- 5.6 These will be dealt with in the proposed Youth Alcohol Action Plan.

Corporate / Citywide Implications:

- 5.7 These will be dealt with in the proposed Youth Alcohol Action Plan.

6. EVALUATION OF ANY ALTERNATIVE OPTION(S):

- 6.1 Consideration will be given to the added value of the Youth Alcohol Strategy and Action plan proposed in recommendation 2.1(b) of this report.

7. REASONS FOR REPORT RECOMMENDATIONS

- 7.1 To establish the relationship between the CYPT Board and the CYPOSC as part of service improvement and quality assurance, and consequently improve outcomes for children and young people.
- 7.2 To take forward the issues raised by the CYPOSC report.

SUPPORTING DOCUMENTATION

Appendices:

1. CYPOSC Report: Reducing Alcohol Related Harm to Children and Young People

Documents in Members' Rooms

None

Background Documents

None

**Children and Young People Overview and
Scrutiny Committee (CYPOSC)**

**Reducing Alcohol
Related Harm
To Children And Young
People
Ad Hoc Panel**

Overview and Scrutiny

Brighton & Hove City Council

June 2009

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A Introduction

This section explains the decision to establish an ad hoc panel, as well as providing general background to issues relating to underage drinking (in both national and local terms) and to the 2003 Licensing Act.

1. Establishment of the Ad Hoc Panel

1.1 At its 24 September 2008 meeting, the Children and Young People's Overview and Scrutiny Committee (CYPOSC) considered the 2008 Annual Report of the Brighton & Hove Director of Public Health: "Brighten Up! Growing Up in Brighton & Hove 2008". The 2008 report (which doubles as a Joint Strategic Needs Assessment for city services) focuses on children's health issues.

1.2 CYPOSC members decided that the committee should investigate some aspect of this public health agenda in greater depth, and after discussion it was determined that the committee's focus should be on the subject of young people and alcohol.

1.3 More specifically, it was proposed that an ad hoc should be established to:

"Examine the costs of, social and economic outcomes of, and reasons for the higher than average, and worsening, levels of alcohol related harm suffered by children and young people in Brighton and Hove.

Such a panel will specifically, but not exclusively, examine the impact of the Licensing Act 2003 on the availability to and consumption of alcohol by those aged under 18 in the city and, seeking evidence from, amongst others, Sussex police, premises license holders, the council's own public safety officers and our partners in the NHS, will determine what steps the council could take to reduce levels of alcohol-related harm to children in the city.

Further, the Panel will examine reasons why the problems of alcohol-related harm appear to be worst in the east of the city."

1.4 Committee members agreed to adopt this wording as the ad hoc Panel's Terms of Reference.

1.5 Councillors Juliet McCaffery and Ann Norman agreed to sit on the Panel alongside Councillor Duncan. Councillor Norman was subsequently appointed as Chairman of the Panel.

1.6 Panel members held a scoping meeting, where they were advised by the Director of Public Health and by officers from the council's Children and Young People's Trust (CYPT).

1.7 The Panel subsequently held a series of evidence gathering meetings in public. Witnesses included police officers, Trading Standards officers, officers representing the council's Licensing team, CYPT officers, public health professionals from NHS Brighton & Hove, a consultant paediatrician, head-teachers, and representatives of the major supermarket and off-licence chains.¹ The Panel also invited a number of independent alcohol retailers to give evidence. However, none of these potential witnesses agreed to appear before the Panel.

1.8 Panel members also met on two occasions with members of the Brighton & Hove Youth Council in order to elicit young people's views on this issue.

2. The 2008 Annual Report of the Director of Public Health

2.1 The 2008 Annual Report of the Director of Public Health makes several references to alcohol-related issues. In particular the report states that:

“It appears that children in Brighton and Hove drink slightly more than their national counterparts and some key alcohol indices among 14-15 year olds in Brighton and Hove show high levels of drinking. Drinking is on the increase and a substantial number of children drink more than fourteen units, the recommended weekly maximum for adult women.

While boys drink more than girls, the culture of binge drinking appears to be more common among girls who are much more likely than boys to get drunk. Overall a quarter of boys and a third of girls report getting drunk in the previous week and in the east of the city the figures for drinking and getting drunk are much higher.

Mental and behavioural disorders due to alcohol were the highest cause of admission to hospital compared to other mental health disorders in 2005/6 and 2006/7.

The number of ambulance calls related to drinking among young people has been steadily increasing and between 10 and 25 children and young people aged less than 18 years attend A&E with alcohol related problems every month.”

2.2 In an attempt to address these problems, the Director of Public Health proposed that:

“The CYPT and the PCT [i.e. NHS Brighton & Hove] should take further action to tackle the increasing levels of drinking among young people, especially the apparent culture of binge drinking among young girls. This should be explored as part of the Joint Strategic Alcohol Needs Assessment currently underway.

¹ A full list of witnesses is contained in Appendix 1 to this report.

The CYPT should work with the ambulance service and A&E Services in order to ensure appropriate treatment and referral for children and young people presenting with alcohol related conditions. This work should be coordinated with the Joint Strategic Alcohol Needs Assessment.”

3. Background

3.1 Population statistics

- Brighton and Hove has a rather lower proportion of children aged less than 16 years (16.65%) than the average for the South East (19.93%) and for England and Wales (20.16%).
- In mid-2005 there were an estimated 255,022 residents in Brighton and Hove, of whom 53,500 were aged between 0-19 years.
- Population trends and projections suggest that the proportion of children in the city is set to rise somewhat in the next few years, with a concomitant increase in demand for children’s services.
- The east and central areas of Brighton & Hove have proportionately more children and young people than the west.
- Brighton and Hove has relatively high levels of deprivation, higher than both regional and national averages. In the more deprived parts of the city (e.g. in parts of East Brighton) up to 45% of children live in families with parents/carers who are out of work.

3.2 Alcohol statistics and further information

- Nationally the proportion of pupils aged 11-15 years who had drunk alcohol in the last seven days fell from 26% in 2001 to 21% in 2006.
- However, those young people who did drink were generally drinking more than hitherto: boys drank an average of 12.3 units per week and girls 10.5 units per week. Girls are more likely to get drunk than boys.
- Of the young people who did drink, 49% consumed more than four units on the days they drank; 22% consumed three or four units; and 28% consumed an average of two units or fewer.
- Half of the young people who drank claimed that they purchased their own alcohol.
- 20% of young people said they had been drunk in the last four weeks and 35% had deliberately tried to get drunk.

3.3 Local statistics

- In Brighton & Hove, 11% of boys and 14% of girls claim that they purchase alcohol from off licences. Children in the east of the city are most likely to purchase alcohol from an off license and drink it in a public place².
- Underage drinking in public spaces (e.g. parks) is very common across Brighton & Hove. Young people who consume alcohol in public spaces are often implicated in anti-social behaviour. They are also at risk of becoming victims of crime, physical injury (i.e. via accidents or assault) or of being exposed to other harmful substances (e.g. illicit drugs). Young people drinking in public spaces often do so in large groups, and this increases the risk of anti-social behaviour and poses serious problems for policing.
- It is estimated that there are 12-20 young people who present at Brighton Accident & Emergency (A&E) each month with overdoses or injuries directly caused by alcohol, and of these, 4-5 young people are consequently admitted for treatment³. The number of young people presenting at A&E with conditions indirectly related to excessive alcohol consumption (e.g. people who engage in risky behaviour and consequently suffer injuries because they are drunk) is almost certainly far higher than this, although these statistics are not necessarily collated.

4 The Licensing Act (2003)

- 4.1 The ad hoc Panel Terms of Reference proposed by Councillor Duncan (see **point 1.3** above) make reference to the 2003 Licensing Act. It may therefore be helpful to give a brief explanation of aspects of the Act and of how it has been incorporated into local licensing policy.
- 4.2 The Licensing Act (2003) represented a major revision and rationalisation of licensing law, replacing the 22 existing Acts which determined licensing issues (including the 1964 Licensing Act – the principle vehicle for alcohol licensing).
- 4.3 The 2003 Act introduced flexible opening hours for licensed premises (subject to their impact upon local residents), simplified the licence application process (by replacing the existing six types of licence with one general licence), and transferred the responsibility for granting licences from magistrates to local authority Licensing Committees.

² This information has been extracted from the Annual Report of the Director of Public Health, Brighton & Hove City NHS Teaching Primary Care Trust (Chapter 2 & 5).

³ This information is from the Health Impact Assessment (April 2009)

- 4.4** In addition to simplifying a previously very complex area of law, the 2003 Act sought to make significant changes to national licensing policy. In essence, the architects of the Act argued that the *status quo* position of tight restrictions on the number and opening hours of licensed premises was generally ineffective in controlling problems associated with the excessive consumption of alcohol, and in some instances might actually exacerbate the difficulties it sought to mitigate. For example, it can be argued that imposing an 11pm closing time on pubs and bars effectively creates ‘flash-points’ in town centres where several thousand people leaving premises at the same time can overwhelm local services, police etc. Staggering closing times may mean that some people spend longer drinking, but it also means that the police, taxi services etc. are required to cope with a regular trickle of people coming and going rather than with an 11pm deluge.
- 4.5** Similarly it can be argued that restricting the number of licensed premises does little to limit drinking, as people will readily travel to purchase alcohol. Restrictions therefore inconvenience the public and local retailers whilst doing little to mitigate the impact of excessive drinking.
- 4.6** These arguments are by no means universally accepted, with critics contending that extended opening times may reduce flash-points, but only at the expense of prolonging noise nuisance and anti-social behaviour (e.g. instead of having an hour or so when people noisily returned home from a night’s drinking, there are now people creating a disturbance all night long, as groups of drinkers come and go throughout the night). Similarly, whilst some aspects of the growth in licensed premises may not impact upon drink-related problems, others (such as the increase in late night off-licences) may have a deleterious effect (i.e. people who might formerly have stopped drinking when they ran out of alcohol can now continue drinking for as long as they please, with obvious consequences for themselves and their neighbours).
- 4.7** Brighton and Hove City Council’s response to the 2003 Licensing Act is embodied in the council’s “Statement of Licensing Policy 2003”⁴. This sets out the council’s licensing objectives in light of the 2003 Act. The Licensing Authority objectives are:
- (a) the prevention of crime and disorder;
 - (b) public safety;
 - (c) the prevention of public nuisance; and
 - (d) the protection of children from harm.
- 4.8** The revised Brighton & Hove Licensing Policy came into force in January 2005, and will be under constant review until January 2011.

⁴ See the Licensing Act 2003, Brighton & Hove City Council, Statement of Licensing Policy, Environmental Health and Licensing Service.

- 4.9** The Licensing Committee is limited in its ability to consider the impact of the granting of new licences, being authorised to consider any potential impact upon the very local vicinity, but not broader issues of harm (e.g. impact on a wider or more distant geographical area).
- 4.10** In terms of the current ad hoc panel, the obviously pertinent licensing objective is: Protection of Children from Harm. The Licensing Policy addresses this by:
- Including the moral, psychological and physical harm which may be connected with licensed and club premises (e.g. exposure at a young age to strong language and adult entertainment and films) as a factor to be considered in relation to license applications.
 - Insisting that licensees show awareness that under 18s are frequently involved in drink related disorders, and have a robust policy for checking customers' ages in place.
 - Demanding that all staff responsible for selling alcohol receive information and advice on the licensing laws in relation to children and young people in licensed premises.
- 4.11** In order to limit underage drinking and related problems, the Licensing Committee supports the following measures:
- a) (Under powers established by the Confiscation of Alcohol (Young Persons) Act 1997) the Police acting to remove alcohol from young people on the street;
 - b) The Police and Trading Standards using Police Cadets to carry out test purchasing (e.g. employing U18s to attempt to purchase alcohol from on and off-sales);
 - c) The promotion of proof of age schemes;
 - d) The development of in-house, 'mystery shopper' schemes carried out by businesses (i.e. to check whether staff are willing to sell to U18s);
 - e) Possible CRB checking of staff providing catering for events with unaccompanied children.
- 4.12** Licensing enforcement entails close partnership working involving Sussex Police, the East Sussex Fire & Rescue Service and Brighton & Hove City Council.
- 4.13** Where licensees are found to sell consistently to U18s (or to serve intoxicated people etc.), the licensing authority will take action under its statutory powers. In general, offenders are not prosecuted; the Licensing Committee has the power to attach conditions to, to suspend

or to revoke licenses, and typically employs these measures rather than using the courts (prosecution is time-consuming, expensive, and often less effective than revocation/suspension). Any action taken against licensees must be proportionate; balancing the undesirability of selling to U18s with the need to support local businesses.

B Recommendations

This section of the report describes in more detail the particular problems faced by Brighton & Hove in relation to young people and alcohol, and makes some recommendations in terms of how city services might be improved.

5 On-sales and Off-sales

5.1 The majority of adults probably associate underage drinking with evenings spent in on-sales premises: pubs and bars. However, in recent years this has changed considerably, with fewer under 18s (U18s) drinking in pubs and many more drinking in public places or at home. There has been a particularly noticeable growth in the phenomenon of ‘park drinking’ – with often very large groups of teenagers gathering in parks on Friday and Saturday nights to socialise and consume alcohol, with consequent problems of anti-social behaviour.⁵ There are several possible explanations for this shift:

5.1(a) Better on-sales enforcement. Recent years have seen the introduction of ‘test purchasing’ by the police working in partnership with Trading Standards Officers (TSO). Test purchasing involves employing U18s (police cadets) to attempt to buy alcohol from licensed premises. This method of enforcement is often more effective than alternatives (which may essentially consist of observing premises in the hope of witnessing staff serving or refusing to serve customers who are clearly U18). Test purchasing for alcohol is a relatively recent development as, until 2003, it was illegal to employ people under the age of 18 for this purpose (as it is against the law for U18s to buy alcohol, not just against the law to sell it to them). If fewer U18s are drinking in pubs and bars then, it may be because bar staff are more reluctant to serve them than they were a few years ago, as there is a far greater risk of being caught out.⁶

5.1(b) Pricing. There has always been a difference between on and off-sales (off-licence and supermarket) pricing of alcohol. However, recent years have seen this gap grow to the point where it is almost invariably

⁵ To a degree this shift is seasonal, with park drinking very popular in the summer months and drinking in on-sales more popular over the winter.

⁶ See evidence from Tim Nichols (point 23.9, 16.02.09).

considerably more expensive to drink in a pub or a bar than to purchase alcohol from off-sales. Since U18s are, on average, fairly unlikely to have very much disposable income, this price differential may be a significant factor in determining where they choose to drink.

5.1(c) 'Fashion'. In addition to pressures 'pushing' young drinkers out of pubs and bars, it may be the case that other locations for drinking have attractive elements which act as a 'pull'. For instance, the phenomenon of park drinking may be influenced by high on-sales prices or a decreasing tolerance for U18s in pubs, but it may also be a product of active choice: young drinkers simply prefer congregating outside in large groups to using pubs and bars.

5.2 Whatever the reasons for the change in drinking habits, it seems to be the case that most of the alcohol that U18s drink is not now obtained from on-sales.⁷ But, if they are not purchasing from pubs and bars, where do young people get alcohol? The Panel heard that the principle sources are: U18s purchasing from off-sales; 'proxy-purchase' (over 18s buying from off-sales on behalf of U18s); theft (from off-sales or from the family home); and parents (i.e. parents knowingly providing their children with alcohol).⁸

5.3 In terms of the role the statutory agencies play in enforcement, the key factor here is probably U18 purchase from off-sales.⁹ Is the shift of underage drinking from on to off-sales a significant one? It can be argued that it is, and that there are some worrying implications to such a move:

5.3(a) Traditionally, U18s drinking in pubs would be informally 'monitored' by bar staff and by adult drinkers, with young drinkers who were disruptive being refused service. There need be nothing particularly altruistic

⁷ It is estimated that approximately 5% of U18 drinking is via on-sales purchase by underage drinkers; 15% via off-sales purchase by underage drinkers. The remaining 80% of alcohol consumed by U18s is not purchased illegally – i.e. it is supplied by parents, by over 18s 'proxy-purchasing', or by theft. (Evidence from Inspector Andrew Kundert, Licensing Inspector, Brighton & Hove Police: point 4.15, 27.02.08). See also evidence from Tim Nichols and Cllr Carol Theobald: points 23.2 and 23.3, 16.02.09. Not everyone working in the field would regard these estimates as accurate.

⁸ It is difficult to be sure where alcohol consumed by U18s originates, as inebriated teenagers (the obvious source of this information) may not be very lucid, and may also be inclined to lie in order to protect friends or family (evidence from Andrew Kundert and Anna Gianfrancesco: point 5.2(b), 27.11.08).

⁹ 'Proxy-purchase' is also an enforcement issue, but this is very difficult to regulate as the obvious targets for enforcement here are the adults who agree to buy alcohol for children rather than the on or off-sales retailers (although retailers do have a duty to be observant and to refuse sales where it is apparent that proxy-purchase may be taking place). The group of potential proxy-purchasers is obviously much larger and more diffuse than that of retailers. Neither is it really possible to do anything equivalent to test purchasing here – i.e. by employing U18s to ask adults to buy alcohol on their behalf – as, legally speaking, this would be considered to amount to entrapment: meaning that no adult caught in such a 'sting' could subsequently be prosecuted (see point 5.2(a), 27.11.08).

about this monitoring – it would generally just be a case of adult drinkers only tolerating U18s who kept a low profile and did not annoy them; but the effect may well have been to provide quite a powerful lever to moderate alcohol consumption and behaviour amongst young drinkers in pubs. In contrast, young people drinking in parks or other public places are not monitored in any way, save by their peers.

5.3(b) Large groups of U18 drinkers would not typically have been tolerated in pubs as such groups are bound to be noisy and attract unwanted attention (i.e. from TSO and the police). Thus even publicans who were willing to sell to U18s would probably balk at selling to large groups. Again, there is no such lever to control the size of groups gathering in parks – and there are clear links between the size of a group of drinkers and the likelihood of public disorder.

5.3(c) On-sales prices have always been higher than those in off-sales, particularly so for spirits. Since U18 drinkers are not, on average, likely to have a lot of spare cash, drinking in pubs may mean that young drinkers consume with a degree of moderation and that they drink beer, cider etc. rather than spirits (generally seen as less risky behaviour as it is rather harder to drastically over-consume beer than it is vodka etc). Off-sales prices can be much cheaper, particularly for spirits (which are also far more portable than large volumes of relatively low alcohol beer), thereby encouraging greater and more hazardous consumption.

5.3(d) U18s drinking in pubs would be exposed to the behaviour of adult drinkers, and (assuming that the adult behaviour they saw was relatively benign) might therefore learn to drink sensibly by observation. U18s drinking with their peers have no such role models to draw upon.

5.3(e) Pubs and bars and the areas around them are generally relatively heavily policed, both by the police force and by bar security staff, council officers etc. Clearly, this degree of policing is in reaction to the dangers inherent in adult drinking environments – pubs would not warrant this level of security if they were safe places to be. However, it can certainly be argued that on-sales are still much safer places to congregate than parks or the beach, which have no comparable networks of security in place.

5.4 In a number of ways then, it can be argued that U18 drinking in on-sales may be preferable to U18s obtaining alcohol from off-sales (or from the parental home etc.) and congregating in large groups in parks or the like.¹⁰ Given that a certain level of U18 drinking is probably

¹⁰ These arguments do rather assume a relatively civilised pub environment - the traditional 'local' where adults meet to drink in a sensible manner. Whether or not such pubs ever formed the majority of on-sales, it's certainly questionable whether they do so in the present day; and the argument for the civilising influence of city-centre 'vertical drinking establishments' is perhaps not quite so clear-cut as that for backstreet 'locals'.

inevitable, it might in fact be preferable if this drinking took place in pubs rather than other, objectively more risky, environments.

- 5.5** Clearly, U18 drinking is illegal in most contexts, and it would not be possible at a local level, even if it was considered desirable, for underage drinking in pubs and bars to be officially tolerated. However, licensing enforcement inevitably involves prioritising certain elements of the licensing regime over others, as with any service which is required to manage finite resources. Panel members believe that the dangers posed by U18 drinking in relation to off-sales (and subsequent consumption of alcohol in public places) considerably outweigh the typical dangers of U18 drinking in on-sales, and that licensing enforcement should be prioritised accordingly.¹¹
- 5.6** However, enforcement of off-sales is led by TSO, whilst on-sales enforcement is, in the most part, carried out by the police. It would therefore be difficult, if not impossible, to switch focus and resources from one type of enforcement to the other in a wholesale manner. The point is rather that, when working in partnership to develop strategies around U18 drinking, TSO and the police should take into account the differential impact of off and on-sales drinking as set out above, and plan accordingly.
- 5.7** In fact, there is considerable evidence that this is already happening, with, for instance, the recent concentration on park drinking via the 'Operation Parks' initiative.¹² The Panel commends this forward thinking and effective partnership working and trusts that city licensing enforcement agencies will continue to focus on the aspects of U18 drinking which are of most pressing concern.
- 5.8** **RECOMMENDATION 1: The Panel welcomes and commends the increased emphasis of Licensing enforcement on off-sales (and on public place drinking), as it shows a commitment to identifying and tackling current problems rather than simply adhering to traditional modes of enforcement. The Panel hopes that this will provide a platform for the further development of Licensing enforcement, both in terms of closer partnership working, and in terms of a continuing concentration on the actual rather than the popularly perceived problems of underage drinking.**

¹¹ This assumes that on-sales premises tolerate moderate levels of U18 drinking rather than that they permit U18s to drink and act irresponsibly. On-sales which effectively facilitate anti-social behaviour by U18 drinkers (by allowing large groups to congregate, by serving people who are already drunk etc.) should remain a licensing enforcement priority.

¹² See evidence from Andrew Kundert: point 4.11, 27.11.08.

6 Best Practice in Off-Sales

- 6.1** During the course of the Scrutiny review, Panel members spoke with Trading Standards officers, with the council's Head of Licensing, with police officers responsible for licensing and with representatives of some of the city's largest alcohol retailers. The Panel learnt of a number of initiatives designed to ensure that U18s are unable to purchase alcohol from off-sales.
- 6.2** Measures in place include comprehensive training of till staff; systems for recording incidents when customers have been refused service; store by store analysis of refusals to identify potential discrepancies¹³; the deployment of security guards to support and reassure till staff; close co-working with TSO and the police; support for voluntary I.D. card schemes; and support for initiatives which require till staff to request identification from customers who appear to be younger than 21 or 25 (depending on the scheme in use).
- 6.3** Whilst there may sometimes be a significant gap between the theory and the practice of some of these measures, it is clear that a great deal has been done to try and avoid selling alcohol to U18s. The retailers who adopt these types of safeguards should be commended for their responsibility, as should TSO and the local police force who have done a considerable amount of work in terms of persuading and requiring city retailers to adopt best practice.
- 6.4** However, it seems to be the case that those firms adopting the measures outlined above are generally the large regional and national off-licence chains and supermarkets. Whilst these firms are responsible for a very significant part of the city off-sales market, this market also includes several hundred independent retailers.
- 6.5** Indeed, it would seem that independent off-sales have proliferated since the Licensing Act (2003) relaxed the terms under which alcohol licences are granted.¹⁴ Many of these retailers are not specialist off-sales, but rather generalist shops which sell alcohol as a sideline alongside newspapers, groceries etc. This may mean that independent retailers are not always as well-trained about, or as focused on, issues of underage selling as might be wished.

¹³ See evidence from Sue Dixon and Chris Denman (Area Manager for Threshers): points 17.3 & 17.5, 10.02.09, points 18.1 to 18.4 from David Solomon and Tony Rickwood, point 12.1 from Eric Price.

¹⁴ In essence the 2003 Licensing Act demands that Local Authority Licensing Committees work on the presumption that a licence should be granted unless there is good reason to oppose it (and members of the public willing to protest). Therefore, applicants for licences do not have to prove that their business will not damage the community; rather, anyone opposing a license application has to 'prove' that there will be damage.

- 6.6** Whilst there is no doubt that the great majority of independent off-sales retailers are honourable businesses which do not set out with any intention of selling alcohol to U18s, it is also clear that it can be very difficult for small business to adopt and enact the best practice evolved by the large off-sales chains. The kind of systemised approach which seems to have worked very well for Somerfield or Tesco may not be readily adopted by a small family concern, with limited capacity to pay for training, extra security, CCTV etc.
- 6.7** The Panel recognises that TSO is very active in this area, working in partnership with independent retailers to improve their practice, rather than simply assuming the role of licensing enforcer. However, Panel members believe that there would be value in taking an extra step here by compiling a best practice guide on how to avoid selling alcohol to U18s. This guide could then be distributed to all new licence applicants and could also become an important tool for the Local Authority Licensing Committee – e.g. when considering what action to take against retailers who have sold to U18s, the Licensing Committee might request that a licence holder adopted some or all of the recommendations contained within the best practice guide.
- 6.8** Although all the information contained in such a guide might already be transmitted to independent retailers via a number of avenues, there is considerable value in having it compiled and available in one place, as this would mean that retailers could not then plead ignorance of any elements of the best practice advice. A best practice guide would therefore be a tool to complement the work of TSO and the local Licensing Committee; it would not be a substitute for the face-to-face work with retailers that TSO excels in, but would augment this work.
- 6.9** **RECOMMENDATION 2 – City partners (co-ordinated by TSO) should draw up a Best Practice Guide on avoiding selling alcohol to U18s with a view to the guide being disseminated to independent retailers.**

7 ‘Think 21’ and ‘Challenge 25’

- 7.1** It is evident that relatively few off-sales retailers deliberately sell to U18s. Ethical issues aside, the potential downsides of doing so outweigh any benefits in terms of increased sales.¹⁵ However, the issue is not quite as simple as resolving not to sell to U18s, as it can be very difficult for staff to determine which customers are underage and which are not.

¹⁵ This is perhaps particularly the case for the national chain retailers, which risk attracting adverse publicity if they are found to have sold alcohol to U18s. (See evidence from Sue Dixon, Head of Security, First Quench Retailing [Thresher]: point 17.4, 10.02.09; and evidence from Tony Rickwood, Tesco Store Manager [Portslade]: point 18.5, 10.02.09.)

- 7.2** In consequence, a number of measures have been adopted by retailers (see **point 6.2** above). Perhaps the most interesting of these are the ‘Think 21’ and ‘Challenge 25’ initiatives. Under the ‘Think 21’ scheme, till staff are instructed to challenge any customer who they believe may be under 21. When challenged, customers must show I.D. before being allowed to proceed with their purchase. Think 21 is heavily advertised in participating stores, with prominent checkout notices explaining that the scheme is in operation. Think 21 is designed to remedy a common problem in dealing with U18 alcohol sales: the fact that staff often struggle to accurately identify customers’ ages. By setting the ‘bar’ at several years above the legal drinking age, the Think 21 scheme should ensure that only customers who look 21 or over will be served without an age check. The assumption is that, whilst many younger teenagers may pass for 18, relatively few will pass for 21, and that the number of inadvertent sales to U18s will consequently be reduced.
- 7.3** ‘Challenge 25’ is essentially Think 21 but with a higher age bar. Again, the intention is to counter ambiguities associated with making visual assessments of customers’ ages, and setting a bar at 25 means that even fewer U18s are likely to get served. The introduction of Challenge 25 is perhaps testament to how difficult it can be to assess customers’ ages, as it was seemingly felt that Think 21 allowed for too much ambiguity, with staff still struggling to differentiate between 16 and 21 year olds.
- 7.4** Panel members consider that these age-based schemes are an excellent idea, particularly Challenge 25. Retailers adopting this scheme should be in a position where they rarely if ever inadvertently sell alcohol to an U18.¹⁶ These initiatives may also make it easier for staff to challenge customers who are under age, since they make it less likely that individuals will take offence at being singled out by till staff (i.e. it’s not just you who’s being asked for I.D.; it’s everyone who looks under 25).
- 7.5** Almost all the major chain off-sales retailers now employ or are planning to adopt the Challenge 25 scheme.¹⁷ However, it is still not widely used by independent retailers, even though it is arguably smaller businesses (or at any rate those that genuinely wish to avoid

¹⁶ Since Challenge 25 and Think 21 rely upon customer I.D., there is an issue of the integrity of I.D. schemes to be considered here. Passports and driving licenses provide a very secure proof of identity, but few young people would wish to carry passports around with them at all times, and not everyone is a driver. This means that it is often necessary to fall back on less formal I.D. schemes. These schemes can be excellent, but people are much more likely to tamper with or forge this kind of I.D. than they are driving licenses or passports, and the police are often reluctant to prosecute this type of fraud (see evidence from Tim Nichols, Head of Environmental Health and Licensing, Brighton & Hove City Council – point 23.4, 16.02.09).

¹⁷ See evidence from Sue Dixon: point 18.6, 10.02.09.

selling to U18s) which stand to benefit most from the initiative. Panel members therefore believe that Challenge 25 should be more widely encouraged, particularly in the context of the Licensing Committee granting new licences and reviewing existing licenses (i.e. in circumstances where a licensee has been found to have sold to U18s). Whilst it may not be possible for the Licensing Committee to impose the adoption of this or similar schemes, there might be considerable value in encouraging licensees to adopt this best practice.

7.6 RECOMMENDATION 3 – Encourage (particularly via the Brighton & Hove Licensing Committee) all off-sales to adopt the ‘Challenge 25’ scheme.

8 Discounting

- 8.1** It may be possible, through good partnership working and effective licensing enforcement, to limit the amount of alcohol U18s obtain from off-sales. However, it seems inevitable that under age drinking, including U18 purchasing from off-sales, will continue to be a problem to some degree. It is therefore necessary to enquire whether there are other factors relating to off-sales which may encourage U18s to use them or to indulge in particularly hazardous drinking practices?
- 8.2** One factor that Panel members were particularly interested in was the price of alcohol (which is typically much cheaper in off than in on-sales), and whether price and various discounting practices affect the amount that young people drink.
- 8.3** In terms of price, some witnesses argued that pricing makes little difference to levels of consumption or to alcohol-related anti-social behaviour. One witness pointed out that France and many other European countries have very low alcohol prices, but also relatively few difficulties with excess underage drinking or alcohol-related behaviour problems. There is therefore no simple and universal correlation between the cost of alcohol and its negative impact¹⁸.
- 8.4** Other witnesses argued that price is an important factor in determining levels of consumption.¹⁹ This seems to be a view which is gathering strength nationally, with several recent calls for a national minimum (per unit) price for alcohol to combat drink related problems.
- 8.5** This argument is a complex one, but perhaps rather simpler in terms of U18s than for adult drinkers. Since U18s may be assumed, on average, to have relatively little disposable income, it seems reasonable to suppose that they will be particularly sensitive to drink

¹⁸ See evidence from Sue Dixon: point 18.10, 10.02.09.

¹⁹ See evidence from Tim Nichols: point 23.18, 16.02.09.

pricing – i.e. with relatively little money to spend on alcohol, higher pricing is likely to see them buy less, and lower pricing more, alcohol.²⁰

- 8.6** Off-sales also commonly practice discounting on multiple sales: for instance offering ‘2 for 1’ or ‘2 for £10’ deals. The obvious risk here is that these offers encourage customers to buy and then drink more alcohol than they actually require. Of course, this type of discounting need not inevitably lead to excessive drinking: an adult customer might take advantage of a 2 for 1 offer by putting aside some of their purchase for a later date. However, U18 drinkers are unlikely to have anywhere to store unneeded alcohol; everything they buy, they are going to drink. It seems likely therefore, that discounting on multiples may encourage excessive drinking in young and under age drinkers, even if it does not do so for most adults.
- 8.7** There are few if any local levers in relation to drink pricing, as alcohol duties are set nationally.²¹ However, the local Licensing Committee can request that applicants for new licences or licensees whose licences are being re-considered following incidents of underage selling should consider voluntarily adopting certain measures.²² These might include some or all of the following:

(i) retailers agree not to discount sales below cost (‘loss-leading’)²³

²⁰ A potential complicating factor to bear in mind here is the type of alcohol which people purchase. If alcohol is made more expensive in an attempt to curb drinking, there is a danger that drinkers with little money will opt to buy very strong cider/lager or cheap spirits rather than purchasing average strength beer, ‘alco-pops’ etc (i.e. that they will switch to drinks which offer the best value in terms of units of alcohol). However, there are particular problems associated with consuming these very potent drinks (i.e. that it is much easier to drink excessive amounts of spirits/strong lager than it is of weaker drinks), and these risks need to be born in mind when considering the relationship between the price of alcohol and its consumption by young people.

²¹ The only context in which minimum prices could be set locally would be if it were possible to prove a “clear causal link” between pricing/drinks promotions and anti-social behaviour. However, it is almost impossible to legally prove such a link (see evidence from Tim Nichols: point 23.10, 16.02.09).

²² It appears that the Government is considering granting Local Authorities some powers to compel licensees to adopt more responsible pricing policies. (See point 23.17 from Tim Nichols, 16.02.09. Clearly, the Panel would encourage the use of such powers when and if they become available. In the meantime, the Licensing Committee should seek to persuade licensees to voluntarily adopt good selling practices.)

²³ ‘Loss-leading’ in a strict sense refers to the practice of retailers discounting a line below its actual cost in order to attract customers (who then buy other products in addition to the discounted ones, and/or remain loyal to the retailer after prices have risen again). However, it is not clear that many major retailers actually loss-lead alcohol, instead preferring to negotiate deals with suppliers which guarantee them a supply of some products at a heavily discounted price and others at the standard commercial rate (i.e. the supplier rather than the retailer takes the ‘loss’; suppliers are often willing to do this if the retailer agrees to buy enough additional products at full price, as this allows them to off-set a loss on one line with profits on others). Although this might have the same end result as loss-leading, this practice does not actually involve retailers selling anything at a loss and would therefore not be subject to any

(ii) retailers agree not to discount for multiples²⁴

(iii) retailers agree not to stock certain types of drink²⁵

8.8 RECOMMENDATION 4 – Licensing Committee to request assurances that new and re-assessed licensees will not discount sales below cost, engage in irresponsible multiple discounting or sell products strongly associated with hazardous drinking practices.

9 Drugs and Alcohol issues

9.1 Alcohol is often linked with drugs in terms being a health problem, often under the umbrella of ‘substance misuse’. This grouping is quite understandable, and may often make good sense. However, it can be argued that the drugs element of substance misuse has received a disproportionate degree of attention over the past few years, to the detriment of alcohol services.

9.2 In part, any over-emphasis of drugs issues has been a reaction against their under-emphasis for very many years – recent improvements in drugs services have often been the result of professionals and campaigners working tirelessly to create an understanding of the damage that drugs can do and the legitimacy of seeing them as a social problem requiring public solutions rather than a minority issue which should elicit censure rather than sympathy. This has led to a number of measures, including the ‘ring-fencing’ of funding for some drugs projects, which were necessary to ensure that drugs-related issues were adequately addressed in the face of a good deal of institutional and public scepticism.

9.3 However, now that there is a broad recognition of the value of doing drugs-related work, this prioritising of drugs issues may, in some instances, be of detriment rather than of value, particularly when it means that local substance misuse budgets are inflexibly geared towards drugs issues when there might be greater value in moving some funding into alcohol based projects. This may be of particular

informal agreement on loss-leading. (Smaller retailers probably do very little loss-leading of any type, as they are unlikely to be able to balance the loss with a profit from other areas of their business. This is obviously particularly the case for dedicated off-licences, which cannot sell alcohol at a loss when they do not stock a range of other products to be sold at a profit.)

²⁴ Such an agreement would have to be sensibly applied, as some discounting of multiples is established practice for off-sales retailers not associated with U18 drinking – i.e. for wine merchants who typically offer a discount for customers buying 12 bottles or more. There seems no reason for intervening in this practice, unless it is considered likely that U18 drinkers are abusing fine wines.

²⁵ Most obviously, strong lager and cider (i.e. 6% plus) and very cheap spirits.

relevance to preventative educational projects, where there may be as much to be gained in warning people of the dangers of excessive drinking as of warning about drug use.²⁶

- 9.4** Whilst there may have always been an argument for better funding of alcohol services, the issue has moved up the agenda in recent years, as the health and social impacts of excessive drinking from an early age have become clearer.²⁷ However, there may still be something of a lag between recognising the gravity of alcohol-related harm and funding services designed to ameliorate this harm.
- 9.5** In some instances, there may be little which can be achieved at a local level, as ring-fencing has been imposed nationally (particularly in terms of NHS budgets). However, where there is a degree of local autonomy in terms of substance misuse budgets, Panel members believe that serious consideration should be given to whether alcohol services are being funded as well as they could or should be. Since the Panel's remit is to consider the impact of excessive alcohol on children and young people, this recommendation is directly addressed to children's rather than adult services, although the issue is just as relevant for adults.
- 9.6** The Panel is not necessarily proposing any general shift of budgets from drugs to alcohol. In most instances, continuing support for drugs-based education or treatments may be absolutely vital. In many cases, it may be that what is needed is better central funding for drugs and alcohol services (perhaps particularly in terms of public health/preventative services). In some other cases though, it may be that an inflexible approach, either due to structural inflexibilities (i.e. ring-fencing) or for attitudinal reasons, means that substance misuse funding is not spent in the most effective possible manner.
- 9.7** **RECOMMENDATION 5 – CYPT should consider its substance misuse services in terms of a potential re-deployment of resources from drugs to alcohol-related projects in instances where drugs issues may have been advanced to the detriment of similarly serious alcohol-related problems. CYPT should also consider whether there is value in lobbying NHS Brighton & Hove and central Government to review their resource allocation in regard to alcohol-related services for children and young people.**

10 Cumulative Impact Area (CIA)

- 10.1** The Licensing Act (2003) introduced a presumption in favour of granting licenses to sell alcohol (as well as relaxing opening time restrictions). The reasoning behind this is essentially that excess

²⁶ See evidence from Tim Nichols: point 23.12, 16.02.09.

²⁷ See evidence from Dr Oli Rahman, Barbara Hardcastle and Inspector Andrew Kundert: points 5.5-5.6, 27.11.08.

alcohol consumption is not generally causally linked to the number of on and off-sales premises in an area (i.e. people will still buy as much alcohol if the number of licensed premises is restricted, it will just be more inconvenient for them to do so), and that artificially restricting the supply of alcohol is likely to have little positive effect on drinking behaviour, but may have a negative impact (e.g. having an 11pm closing time creates a 'flash-point' for anti-social activity).²⁸

- 10.2** However, even if this argument generally holds true, there are local circumstances which may contradict it. This is especially the case for urban areas, where particular localities may become the focus of local and even regional drinking activity. Brighton is a prime example of such a special case – the city is a magnet for tourists visiting the night time economy (pubs, clubs, restaurants etc.), as well as having an unusually young demographic, bolstered by the city's two universities (lots of residents in their twenties and thirties – the people most likely to binge drink in pubs and bars). Furthermore, as Brighton is a seaside resort, it is inevitable that people will tend to gravitate towards the beach and its environs for their entertainment rather than utilising the wider city.
- 10.3** The result is that there is an extremely high concentration of licensed on-sales premises around Brighton sea-front, with lots of additional public drinking from a proliferation of off-sales in and around the beach area.
- 10.4** Although the night time economy is hugely advantageous to the city in terms of the income and the employment it generates, there are also very major problems associated with such a massive concentration of drinking in such a small area. These problems most obviously relate to public order and anti-social behaviour as there is a well established correlation between having very large groups of drunk people in one place and experiencing problems with disorder. In such circumstances, the concentration of on and off-sales can be said to 'cause' crime and disorder problems, with any increase in the number of licenses likely to exacerbate the problem. Thus, although a concentration of drinking in one part of a city may not lead to any absolute increase in alcohol consumption (as people might have drunk just as much had they done so in other areas of the city), it can lead to an increase in crime and anti-social behaviour (as drunk people concentrated in very large groups tend to create many more problems than drunk people dissipated over a larger area).
- 10.5** In response to these particular issues, the council established a 'Cumulative Impact Area' – CIA (sometimes known as a 'Cumulative Impact Zone'). A CIA is essentially an area in which the normal

²⁸ The Panel heard evidence from the council's Head of Environmental Health and Licensing that the 2003 Licensing Act had been effective in facilitating better management of the city's night time economy. With the potential for closing-time 'flash-points' reduced via more flexible licensing, the police and the council have been able to significantly reduce incidents of public place violent crime (evidence from Tim Nichols: point 23.13, 16.02.09).

presumptions of the 2003 Licensing Act are reversed, so that new applicants for licenses must prove that their premises will not adversely impact upon the local community (rather than having their licence granted unless a detrimental impact can effectively be argued). The intention is to limit the creation of new licensed premises within this area and thus maintain some control over alcohol and public order associated problems.²⁹

- 10.6** The Brighton & Hove CIA extends from Rock Gardens in the east of Brighton to Preston Street in the west, and stretches north to Western Road/Edward Street. Areas abutting selected CIA boundaries may be subject to some, but not all the CIA controls.³⁰
- 10.7** Clearly, it would run counter to the intentions of the 2003 Licensing Act to have a CIA that extended over a very large part of the city (unless there was a very high concentration of licensed premises throughout), but this does not mean that the current boundaries of the local CIA are, or should be, set in stone. Panel members believe that the large number of licensed premises in the Hanover/Elm Grove and London Road areas, together with the increasing problems of public drunkenness, noise nuisance and anti-social behaviour in these localities, may justify the extension of the CIA northwards to Elm Grove to include the Hanover and London Road areas south of this line.
- 10.8** Furthermore, the serious problems posed by park drinking and its associated anti-social behaviour (in addition to a rapid growth in off-sales premises in the area) justifies extending the CIA to include Preston Park and potentially other city parks.
- 10.9** The problems in these areas may not always be as acute as in the current CIA (although in terms of say, serious drink-related anti-social and criminal behaviour in the London Road area, it can be argued that they are just as serious), but it would not be necessary to employ all the powers of the CIA in every instance to gain a considerable benefit from extending the CIA boundaries in the ways suggested.
- 10.10 RECOMMENDATION 6 – CIA boundaries to be re-examined with a view to extending them to other areas of the city which might benefit from CIA powers (e.g. extension around Preston Park and up to Elm Grove).**

²⁹ See evidence from Councillor Carol Theobald, Chairman of Brighton & Hove Licensing Committee: point 23.6, 16.02.09.

³⁰ For more information see: The Licensing Act 2003 – Brighton & Hove City Council: Statement of Licensing Policy (available to download at: http://www.brighton-hove.gov.uk/downloads/bhcc/licence_applications/Licensing_Policy_A4_2008.2.pdf)

11 Policing Underage Drinking

- 11.1** Fewer underage drinkers frequent pubs and bars than was the case a generation ago, but this does not necessarily mean that U18 drinking has decreased. Rather, there seems to have been a displacement of activity to other locations, most notably to parental homes and to parks and other public places.
- 11.2** U18s drinking in parental homes should have their behaviour observed and moderated by adults (although clearly a good deal of drinking goes on when parents are away or otherwise unaware of what is happening). Drinking in parks and other public places is a more pressing problem, in part because it involves U18s consuming alcohol without adult supervision or intervention (unlike much home drinking and drinking in on-sales – see **points 5.3(a)** through **5.3(e)** above). In part also, park drinking tends to involve very large numbers of young people congregating in one place to get drunk, with obvious public order implications.
- 11.3** There are two issues of concern here: the danger posed by young people acting in an anti-social manner; and the potential risk to young people themselves (e.g. that they may accidentally hurt themselves, or that they may be targeted by other U18s or by older people – inexperienced drinkers who are intoxicated in a public place are an obvious target for assault etc.).
- 11.4** Policing park drinking also poses specific challenges for the police force. U18 drinking is, of course, illegal in most contexts, but in practical terms it may not always be possible or even desirable for the police force to stop all such drinking. The degree to which the police do intervene, and the point of intervention, are key to managing park drinking effectively.
- 11.5** The specific problem here may be described as the escalatory nature of drinking in large groups, which means that gatherings which are entirely peaceable when everyone is sober are almost certain to become disordered when drink is involved. From a policing perspective, this means that it may be necessary to intervene pre-emptively before trouble starts, rather than reactively once problems emerge – particularly as it is generally easier to communicate with sober people than drunk ones.
- 11.6** However, this may mean that teenagers who are drinking illegally, but are not otherwise engaged in any risky or anti-social behaviour, find themselves targeted by police officers and ordered to disperse etc. This can obviously cause resentment, particularly if young people do not understand why they are attracting police attention when they are not themselves acting anti-socially.

- 11.7** It is clearly undesirable for young people to develop a bad relationship with the police force, perhaps particularly in terms of teenagers who might not otherwise be negatively involved with the police (as is presumably the case with many park drinkers); but it also is evident that the police cannot permit very large groups of young people to congregate and get drunk without taking some sort of pre-emptive action in mitigation of the problems which are likely to arise as the drinking progresses.
- 11.8** There may not be any easy solution to this problem, but young witnesses to the Panel did point out that it was as much the attitude of police officers as their intervention *per se* that young people often found disconcerting, with needlessly aggressive or confrontational approaches adopted in situations where a friendly attitude might have been more appropriate and effective.³¹
- 11.9** Young people's perception of events are important, but they do not necessarily provide an objective evidence base, and Panel members have no actual evidence that police interventions with young drinkers are typically needlessly confrontational or aggressive (clearly there are situations when police interventions will quite properly be very assertive).³² However, given the circumstances surrounding park drinking, it is obviously important that policing is conducted with a degree of sensitivity, and that, whenever possible, pre-emptive action is explained and contextualised in a friendly and non-confrontational manner. If this is not done, the danger is not only that young people may become needlessly alienated from the police force in general, but that very vulnerable young people may be reluctant to use the police force as a resource when they feel threatened by the behaviour of others (particularly in the context of U18 drinking in parks etc.).
- 11.10** Clearly, it is far easier to recommend in the abstract that the police act in a friendly manner than it is in actuality, when the situation may require that a robust attitude to potential disorder be taken. One partial solution may be to encourage the police force to reach out to young people – most obviously via schools – in order to explain why they manage park drinking as they do. This type of explanation may be a good deal more effective in the context of a classroom than at the point where a crowd is being dispersed, and might make at least some park drinkers more amenable to taking directions from the police.

³¹ See Appendix 2 -Notes from the Brighton and Hove Youth Council meeting on the 31.1.09 for evidence from Youth Council representatives.

³² The Panel heard that the police adopt a variety of approaches to park drinking, and may sometimes choose not to intervene in situations where young people are not engaged in anti-social behaviour (evidence from Andrew Kundert: 4.13, 27.11.08). One problem here may be that some young people define anti-social behaviour rather differently than do older people (particularly in terms of what constitutes an unacceptable level of noise), so that teenagers may feel they are doing nothing wrong in situations where their behaviour is actually causing a nuisance to local residents.

11.11 RECOMMENDATION 7 – When engaged with young drinkers, police officers need to ensure that they are not over-confrontational and that the rationale for their actions is widely understood. This may best be achieved by engaging with young people in contexts other than those of front-line policing (particularly by visiting schools).

12 Education on the Health Risks of Underage Drinking

12.1 The police and the licensing authorities have an important role to play in combating excessive underage drinking by limiting the retail supply of alcohol to U18s and by ensuring that when young people do drink in public, they do not get in situations which are risky for themselves or for others. However, other groups of people may have just as much influence on what young people do – these include schools and, perhaps most importantly, parents.

12.2 The Panel heard that U18 drinking is not generally a very high profile issue for schools. Although schools do provide some education and training on alcohol-related issues, there is relatively little drunkenness in and around school premises, so the issue is not one of direct concern to most head teachers. Similarly, whilst some students do have serious issues with alcohol which intrude upon their school lives, such students are very likely to drink as a reaction to serious emotional problems: these are therefore best characterised as behavioural issues which manifest in drinking rather than drink problems *per se*. Most students, even if they are involved in alcohol-related anti-social behaviour outside school hours, are unlikely to show the effects in school to any great degree.³³

12.3 The issue of hazardous drinking by young people who have serious emotional or other problems is an important one, but is largely beyond the remit of this ad hoc panel. Schools should monitor attendance and achievement records so as to be aware of pupils who may fall into this category (pupils with serious drink problems are likely to do poorly in school and to attend on an irregular basis).

12.4 Panel members do believe that more could be done in terms of schools educating young people about the implications of excessive alcohol use. As noted in **point 11.10** above, there may be an opportunity for the police to engage with pupils in schools to explain in strategic terms why they manage U18 drinking in public places as they do. It may also be the case (as argued in **Part 9** of this report), that some of the time and resources which schools currently devote to drugs issues might be better allocated on alcohol-related education.

³³ See evidence from Tim Barclay, Head Teacher, Hove Park School: point 11.2, 22.01.09.

- 12.5** The strand of alcohol education which might most usefully be developed relates to the health impact of U18 drinking. This is not an area which is currently very comprehensively covered, with the focus of alcohol-related education falling on the legal status of U18 drinking and the risks posed by hazardous consumption in terms of safety (accidents, criminal behaviour, teenage pregnancy etc.).
- 12.6** However, several witnesses made the point that there should be a greater focus on the long term health impact of excessive drinking. One health sector witness pointed out that if alcohol was a drug it would be banned due to its harmful side effects.³⁴ There is a growing body of evidence on the damage that alcohol can have on the developing body (i.e. excessive drinking is always problematic, but it can be far more so for adolescents than for adults, as teenagers' bodies are still in the process of developing the systems necessary to safely process alcohol).³⁵ Long term health problems associated with teenage drinking include an increased risk of early onset dementia³⁶, serious liver damage, some cancers, heart disease, and foetal alcohol syndrome (as a result of excessive drinking in early pregnancy).
- 12.7** Clearly, effective public health education is not quite so straightforward as informing people about the dangers of the activities they indulge in and then watching their behaviour change. In particular, people do not always link their current behaviour with long term health risks, which is why it may sometimes be more effective to flag up relatively minor issues (i.e. that smoking gives you bad breath rather than that it gives you lung cancer). However, the situation with underage drinking seems to be rather different, as it is readily apparent that some of the long term health risks of excessive drinking are not very well known at all. There might therefore be considerable value in establishing these risks, even if it were unlikely that increased knowledge would necessarily lead to reduced risk taking in the short term.
- 12.8** There are also considerable short term problems with excessive U18 drinking. These can include the direct effects of over-consumption of alcohol (i.e. 'alcohol poisoning'), as well as indirect consequences of drinking, such as an increased likelihood to have accidents, to become injured in fights, to have unprotected sex, become pregnant etc.
- 12.9** It is not necessarily always clear what effect U18 drinking has on pregnancy rates, attendance at Accident & Emergency (A&E) etc. as statistics may not be collated or may not be particularly reliable.³⁷

³⁴ See evidence from Anna Gianfrancesco, Service Manager, RU-OK: 5.6(b), 27.11.08.

³⁵ See evidence from Dr Oli Rahman, Consultant Paediatrician, Brighton & Sussex University Hospitals Trust: point 5.5(a), 27.11.08.

³⁶ See point 5.5(b), 27.11.08.

³⁷ Traditionally, A&E attendances were only fully recorded if they resulted in an admission/treatment, and only then in terms of the actual admission criteria. Thus, someone

However, the Panel did hear that a significant number of young people do present at A&E with alcohol-related problems, placing an additional strain on an already over-stretched system.

12.10 RECOMMENDATION 8 – Alcohol education should address the long term physical impact of U18 alcohol use, not just safety/legal issues.

13 The Role of Parents

13.1 It is evident that parents and carers play a key role in combating excessive teenage drinking, not least because parents appear to be the source of so much of the alcohol that U18s consume. In some instances, drink may be taken from the parental home without parents' permission or knowledge, but it seems often to be the case that parents are complicit in their children's drinking. There may be several reasons for this:

13.1(a) Parents may see little or no harm in their children drinking – either because they are unaware of the health and public order impact of U18 drinking, because they feel the risks are exaggerated, or because they feel the risks are not really applicable to their children (who, they believe, drink and act with relative moderation).

13.1(b) Parents have their concerns, but would rather their children socialise with their peers (even if this involves alcohol) than risk them becoming socially isolated.³⁸

13.1(c) Parents have concerns, but recognise that they cannot effectively bar their children from drinking, and would prefer to maintain some control over consumption rather than have none at all (e.g. parents may give their children a moderate amount of alcohol rather than risk them obtain an unregulated quantity from off-sales or friends; parents may chaperone parties at which U18 drinking is permitted rather than have their children drink without being monitored etc).³⁹

13.1(d) Parents are unsure what common practice is with regard to U18 drinking, so may not know how to deal with children who tell

who had fallen down and damaged their leg whilst drunk might not have their attendance recorded as alcohol-related, whilst someone who had passed out as a result of drinking heavily would (assuming that both patients received treatment rather than being diagnosed as not requiring urgent attention). This is now changing, with a greater emphasis on recording more information about A&E admittances (although not necessarily attendances), particularly from 'at risk' groups (such as U18s, people with disabilities, mental illnesses etc.). See point 5.4(b), from Dr. Oli Rahman, 27.11.08. Panel members welcome this move to a more thorough recording system.

³⁸ See evidence from the Youth Council representative point 25.3, 11.03.09

³⁹ See evidence from Chris Owen, Healthy Schools Team Manager: point 11.5, 22.01.09 and evidence from the Youth Council representative points 25.4 and 25.5, 11.03.09.

them that their friends are permitted to drink and that they risk being ‘the odd one out’. (The ambiguous status of U18 drinking is a key factor here, as parents have always been complicit in U18 drinking to the degree that they were effectively aware that their children were frequenting pubs, even if they never overtly granted them permission to do so. What may have changed in recent years is the degree to which parents are actively complicit in their children’s drinking – i.e. actually buying them alcohol rather than tacitly permitting them to drink in pubs.)

- 13.1(e)** Parents may be willing to accept the risks (as they understand them) of U18 drinking since it provides them with respite from their teenage children, particularly in situations where alternative social activities are limited.
- 13.2** Some of these problems seem rooted in a lack of information – parents can feel very isolated, particularly when the modern environment is very different to the situations that they have personal knowledge of (e.g. parents who grew up experiencing relatively moderate U18 drinking in pubs may not have much understanding of the problems caused by binge drinking and drinking in parks).
- 13.3** There is therefore an obvious need for information specifically targeted at parents, information which objectively sets out the actual dangers of U18 drinking – in terms of long and short term health risks, public disorder, teenage pregnancy, safety etc. As well as providing this basic information, any pack should include links to be more detailed resources and should also link to organisations which provide long term support to children and families with serious and ongoing alcohol-related issues.
- 13.4** There is an equally obvious need for advice to parents and carers on how to deal with the (considerable) pressure that children can bring to bear to allow them to drink, and on what a sensible approach to U18 drinking should actually look like (i.e. whether it ought to proscribe alcohol entirely, or allow teenagers to drink moderately in chaperoned situations etc). Rather than consisting of prescriptive advice from the authorities, this support might be better arranged by encouraging parent forums and similar representative bodies to develop their own resource packs, thereby utilising ‘on the ground’ knowledge of the current manifestations of U18 drinking.
- 13.5** There may be an opportunity to involve some of the city’s various community groups, residents’ associations etc. in such work
- 13.6** **RECOMMENDATION 9 – Develop and deliver an information pack on alcohol targeted at parents and carers, and facilitate the involvement of parents/carers in creating and maintaining this material.**

14 Activities For Young People

- 14.1 Part of the problem that parents and the authorities face in terms of discouraging U18 drinking is that there may be relatively few alternative outlets available to young people, particularly at the times (e.g. Friday and Saturday nights) when they are most needed. Therefore, U18 drinking may be as much a reaction to there being nothing to do as it is a 'positive' choice.
- 14.2 Clearly, it is possible to overstate this argument: drinking alcohol is a central aspect of British culture, and many young people will surely choose to get drunk even if there are alternative activities available. However, the availability of alternatives to park drinking must surely have some impact on the numbers of young people engaged in these activities, particularly as it seems to be the case that park drinking, for many of the young people involved, is actually as much about having a shared space to socialise as it is about getting drunk.
- 14.3 It is important that activities are developed as direct alternatives to U18 drinking. There is relatively little point, for instance, in offering things to do if they are not available on Friday and Saturday nights when the great bulk of park drinking takes place, or in offering activities which appeal to an entirely different 'market' than does park drinking (e.g. activities which appear very structured and controlled by adults, when a good deal of the appeal of park drinking seems to be that it is unregulated and 'controlled' by young people).
- 14.4 One way of ensuring that these activities actually match what young people want is to ask teenagers for their opinion. This could take the form of a poll/survey of 13-18 year olds (or similar) organised via schools. This would also have the benefit of explicitly involving young people in the design of services, and could form part of an educational programme aimed at explaining the democratic process and local decision making.
- 14.5 **RECOMMENDATION 10 – Survey teenagers for their views and seek to develop alternative activities for young people to engage with as alternatives to illegal drinking in public places.**

15 East Brighton

- 15.1 When the Scrutiny Panel was established, an element of its remit was to establish whether the problems of excessive under age drinking were a constant across the city or whether they were concentrated in any specific areas. The Director of Public Health's Annual Report (2008/9) had stated that there was a higher level of problems in East Brighton than in other parts of the city, and it was determined that this warranted further investigation.

- 15.2** Witnesses were asked about this issue, but no one thought that there was anything singular about the east of the city which might explain a higher incidence of U18 drinking problems, save for the generally higher levels of deprivation in this area.
- 15.3** It was however noted that East Brighton alcohol-related problems do not just impact upon this area of the city, as both the perpetrators and the victims of alcohol-related crime in the city centre are disproportionately likely to live in East Brighton.⁴⁰
- 15.4** Panel members debated whether to include a recommendation for better funding for U18 alcohol services in East Brighton in recognition of the particular problems faced in this part of the city. However, whilst some members argued for such an approach, others felt that area based funding had not been an unqualified success in past years, and that although the allocation of funding might fruitfully track deprivation, this should be on a targeted basis rather than an area level.
- 15.5** Therefore, whilst the Panel notes the higher incidence of problems involving young drinkers in the east of the city, and Panel members recognise the correlation between alcohol problems and family deprivation, the Panel has not chosen to make a recommendation in this instance.

16 Scrutiny Panel Recommendations and the Sustainable Communities Act

- 16.1** The Sustainable Communities Act (2007) seeks to make the statutory framework of government more amenable to local and community influence, by encouraging local authorities (via the Local Government Organisation) to report back to Central Government in instances where it is felt there would be value in introducing new statutory powers or varying existing powers.
- 16.2** When compiling this report, panel members were initially minded to recommend that the local Licensing Committee sought to impose certain conditions on licensees in instances where a licensee had been shown to have sold to U18s, or where an application for a new license was made in an area with particular alcohol-related problems (e.g. in the vicinity of a city centre park; in an area with many existing licensed premises etc.).
- 16.3** The conditions envisaged by the Panel included licensees being required to refrain from selling alcohol below its cost price (loss-leading), from discounting multiples (e.g. '2 for 1' offers), and from selling certain drinks strongly associated with hazardous drinking (e.g. strong cider, cheap spirits). They also included requiring licensees to

⁴⁰ Evidence from Tim Nichols: point 23.14, 16.02.09.

adopt best practice in terms of under age drinking (e.g. adopting the 'Challenge 25' scheme).

- 16.4** However, on taking advice, it became clear that it is generally not the case that local Licensing Committees are able to impose such conditions on aspirant licensees, and not always the case that they can impose this type of condition on licensees facing suspension/revocation.
- 16.5** In this report, the Panel has therefore recommended that the Licensing Committee asks for a commitment from licensees that they follow the types of best practice enumerated above.
- 16.6** However, panel members believe that local problems with young people and alcohol could be much more effectively managed if Licensing Committees had the ability to compel licensees to adopt sensible approaches to selling in situations where there was an established problem – either with the particular premises itself or in the local area.
- 16.7** Therefore, the Panel would like to recommend that a proposal to allow Licensing Committees considerably more latitude in terms of imposing conditions on licensees be included amongst this council's submissions to the Local Government Association in relation to the Sustainable Communities Act (2007).
- 16.8** **RECOMMENDATION 11 – The council should request changes to statute relating to the powers of local Licensing Committees (as detailed in point 16.3 above) in line with the powers granted by the Sustainable Communities Act (2007).**

Appendix 1: Dates of public meetings and witnesses who attended plus dates of private meetings (witnesses are employed by Brighton & Hove City Council unless otherwise indicated)

Monday 27 October 2008

Private Scoping meeting with the following officers:

- Dr Tom Scanlon – Director of Public Health
- Lydia Lawrence - Public Health Development and Improvement Manager
- Anna Gianfrancesco – Service Manager, RU-OK
- Chris Owen – Healthy Schools Team Manager

Wednesday 26 November

Private meeting – to plan the questions for the witnesses

Thursday 27 November 2008

- Barbara Hardcastle – Brighton & Hove City Teaching Primary Care Trust (PCT)
- Andrew Kundert – Brighton & Hove Licensing Inspector, Sussex Police
- Dr Oli Rahman – Consultant Paediatrician, Brighton & Sussex University Hospitals Trust
- Anna Gianfrancesco – Service Manager for RU-OK

Monday 15 December 2008

Private De-brief meeting

Thursday 22 January 2009

- John Peerless– Head of Trading Standards Office
- Tim Barclay – Head Teacher, Hove Park School
- Chris Owen – Healthy Schools Team Manager
- Eric Price –Trading Standards Licensing Manager, Somerfield

Saturday 31 January 2009

Brighton & Hove Youth Council meeting

Tuesday 10 February 2009

- David Soloman – Store Manager, Tesco Express (Droveaway, Hove)
- Tony Rickwood –Store Manager, Tesco (Portslade)
- Chris Denman- Area Manager for Threshers and the Local
- Sue Dixon - Head of Security for First Quench Retailing (formally known as the Thresher Group)

Monday 16 February 2009

- Cllr. Carol Theobald- Chairman of Licensing Committee
- Tim Nichols – Head of Environment & Licensing

Wednesday 11 March 2009

A private meeting was arranged with Youth Council representatives

Friday 20 March 2009

Private meeting to discuss the recommendations.

Tuesday, 12 May 2009

Private meeting to discuss the first draft of the report.

Tuesday 26 May 2009

Private meeting to discuss the second draft of the report.

Appendix 2: Minutes of the meetings

- a) Thursday 27 November 2008: 2-4pm, Committee Room 1, Brighton Town Hall
- b) Thursday 22 January 2009: 2-4.30pm, Council Chamber, Hove Town Hall
- c) Saturday 31 January 2009: 12pm, Brighton Youth Centre (the Chairman was invited to speak at the Brighton & Hove Youth Council Meeting and to listen to Youth Council representatives' views)
- d) Tuesday 10 February 2009: 9.30-12.30pm, Banqueting Suite, Hove Town Hall
- e) Monday 16 February 2009: Committee Room 2, Hove Town Hall
- f) Wednesday 11 March 2009: 5pm - Private meeting the Chair and a Youth Council Representative

BRIGHTON & HOVE CITY COUNCIL

**CHILDREN & YOUNG PEOPLE'S OVERVIEW & SCRUTINY AD-HOC
PANEL - REDUCING ALCOHOL RELATED HARM TO CHILDREN &
YOUNG PEOPLE**

2.00pm 27 NOVEMBER 2008

COMMITTEE ROOM 1, BRIGHTON TOWN HALL

MINUTES

Present: Councillors Mrs Norman (Chairman), Duncan and McCaffery

Other Members present: Councillors

PART ONE

1. PROCEDURAL BUSINESS

1A Declarations of Substitutes

1.1 Substitutes are not permitted on Ad-hoc Scrutiny Panels.

1B Declarations of Interest

1.2 There were none.

1C Exclusion of Press and Public

1.3 The Committee considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in Schedule 12A, Part 5A, Section 100A(4) or 100 1 of the Local Government Act 1972 (as amended).

1.4 **RESOLVED** - That the press and public be not excluded from the meeting.

2. MINUTES

2.1 This was the first panel meeting and there were therefore no minutes from a previous meeting to be approved.

3. CHAIRMAN'S COMMUNICATIONS

- 3.1 The Chairman welcomed the witnesses giving evidence at this meeting, and noted that the panel's Terms of Reference were:

To make practical recommendations by examining the costs of social and economic outcomes of, and reasons for the increasing levels of alcohol related harm suffered by children and young people in Brighton and Hove.

To examine the impacts of the Licensing Act 2003 on the availability to and consumption of alcohol by those aged under 18, in the city.

These recommendations will be made by inviting and gathering evidence from Sussex Police, Council Officers, PCT, NHS and off sales licensed premises.

4. EVIDENCE FROM WITNESSES

- 4.1 The Chairman asked the witnesses to introduce themselves and explain how their work connected with the issue of alcohol use and young people.
- 4.2 Members then asked each witness a series of questions.
- 4.3 Barbara Hardcastle (BH), Brighton & Hove City Teaching Primary Care Trust: PCT told members that she was employed by Brighton & Hove City Teaching Primary Care Trust (PCT), and was responsible for developing and compiling a Joint Strategic Needs Assessment (JSNA) for alcohol services, covering both adult and children's services.
- 4.4 BH noted that Brighton & Hove's performance lagged behind national/regional averages in many aspects of alcohol related health, including having one of the worst performances in England in terms of male deaths from chronic liver disease.
- 4.5 In terms of children and alcohol, BH told members that national trends showed that the numbers of young people drinking were stable or declining slightly, but that those young people who did drink tended to be drinking more.
- 4.6 In Brighton & Hove, BH noted that young people's drinking rates are slightly above the national averages. It seems that more girls than boys are engaged in 'binge-drinking', and that drinking rates are highest in the east of the city (and lowest in the west).
- 4.7 Dr Oli Rahman (OR), Consultant Paediatrician, Brighton & Sussex University Hospitals Trust informed members that he was a consultant

paediatrician working at the Royal Alexandra Children's Hospital. Dr Rahman also works closely with colleagues in the Royal Sussex County Hospital Accident & Emergency (A&E) department.

- 4.8 OR told members that it was difficult to gauge the proportion of young people attending A&E with alcohol related conditions, as, whilst admissions obviously linked to alcohol use would be coded as such, other admissions might not be, even if alcohol was probably a contributory factor (e.g. an alcohol-related fall resulting in injury might just be recorded as a fall).
- 4.9 In addition, OR informed the panel that the great majority of A&E attendances do not result in admission to hospital (i.e. patients are discharged without treatment or are treated without requiring admission as in-patients). Recording the role of alcohol in attendances which do not result in admission can be very challenging.
- 4.10 Inspector Andrew Kundert (AK), Licensing Inspector, Brighton & Hove Police told the panel that he was the Licensing Inspector for Brighton & Hove, and that the Brighton & Hove police force was committed to reducing levels of public place violence and anti social behaviour – both of which were alcohol (and licensing) related matters.
- 4.11 AK noted that, whilst in previous years the police had concentrated on the city's 'night time' economy, there had been a more recent focus on other areas where alcohol related disorder was an issue, particularly in terms of the effective policing and management of young people drinking and socialising in parks and green spaces.
- 4.12 AK told the panel that three localised initiatives had recently been combined to form 'Operation Parks' which sought to address problems associated with the phenomenon of groups of young people meeting up to drink in city parks (particularly on Friday and Saturday nights).
- 4.13 AK noted that effective policing of this issue required a variety of approaches: if young people were not engaging in anti social behaviour, there might be no police intervention; if there was anti-social behaviour, the police might seek to disperse those on the periphery of incidents and to target 'ring-leaders' (e.g. to escort them home to their parents/guardians).
- 4.14 AK informed the panel that it was not always clear whether groups of young people were drinking or not, as young people would typically 'disguise' alcoholic drinks in soft drinks bottles.
- 4.15 AK told members that (in very approximate terms) around 5% of underage drinking involved underage drinkers purchasing alcohol in pubs and bars; approximately 20% involved alcohol purchased by underage drinkers from shops and off licenses. However, around 75% of alcohol was not purchased illegally – i.e. it was bought by parents,

by 'proxy buyers' (over 18s buying alcohol at the request of under 18s), was stolen etc.

- 4.16 AK informed the panel that a good deal of work was done to try and ensure that under 18s were not able to purchase alcohol from either on or off sales. The police work closely with Trading Standards to arrange 'test purchasing' (under 18s will try to purchase alcohol in closely monitored operations). Test purchasing is not at random; it is targeted at businesses where there is intelligence of selling to minors.
- 4.17 AK told members that the citywide 'fail' rate for test purchasing was currently around 20% (i.e. one in five test purchasers was actually served alcohol). This is a very encouraging rate.
- 4.18 AK informed members that if business do fail test purchasing, they will be re-tested. Persistent offenders may have their alcohol licences suspended or revoked.
- 4.19 Anna Gianfranceso (AG), Service Manager, RU-OK? told the panel that she was the Service Manager for RU-OK?, the Children & Young People's Trust specialist substance misuse service, and that she was also heavily involved in the local implementation of the new national alcohol strategy.
- 4.20 AG informed members that she worked closely with the police, and had developed a Care Pathway for young people referred from the police. She is currently seeking to develop a similar pathway to channel referrals from A&E, and eventually hopes to combine the pathways.
- 4.21 AG noted that targeting alcohol use amongst young people was a fairly recent initiative, as drugs misuse had traditionally been prioritised.
- 4.22 AG told the panel that Operation Parks had been very successful in terms of reducing young people drinking in public. However, it was not clear whether this reduction in public drinking actually indicated lower levels of drinking (i.e. it might be the case that young people were simply drinking at home rather than in public places).
- 4.23 AG noted that there had been recent national guidance on alcohol education in schools and that she would pass this guidance on to the panel members.
- 4.24 AG told members that Operation Parks had not identified a large number of 'repeat offenders' in terms of young people drinking and behaving anti-socially in public: fewer than 20% of people escorted home by police are subsequently picked up again.

5. FURTHER QUESTIONS

5.1 Panel members then jointly asked the witnesses a series of questions. The witness responses are detailed below.

5.2(a) In answer to a question as to whether action was taken against adults supplying children with alcohol, members were told (by AK) that Operation Parks had tried to address the issue of 'proxy purchasing'. For example, an operation had been arranged in which under 18s tried to persuade passing adults to purchase alcohol from off-licenses on their behalf. However, such an initiative could not realistically lead to prosecution, as the act of encouraging adults to purchase alcohol for under 18s would probably be viewed as a form of entrapment by the courts.

5.2(b) AK and AG added that it was often difficult to ascertain where an underage drinker had obtained alcohol, as drunk people might not be very lucid, and might lie to protect friends or retailers. However, there was now more focus on tracking back the supply of alcohol, and city partners would share this type of information if they were successful in obtaining it.

5.2(c) John Peerless (JP), Head of Trading Standards, Brighton & Hove City Council, told members that an initiative had been planned for under age drinking in Moulsecoomb, which would have included trying to ascertain the origin of the alcohol being consumed – possibly via an analysis of litter.

This scheme would also have sought to encourage off-licenses not to sell to people who looked under 21.

The council failed to get Government funding for this initiative, but does still intend to undertake it at some point.

5.2(d) AG noted that schemes seeking to restrict sales to under 21s had been effective in other localities.

5.3(a) In response to a question about whether the recent proliferation of off licences had led to an increase in drink-related problems, AK replied that the city Cumulative Impact Zone (CIZ) assumed that there was indeed such a causal link.

AK noted that the CIZ had been very successful, particularly in terms of empowering local communities (i.e. individuals felt that their representations were taken seriously and could have a practical effect).

5.3(b) BH added that there had in fact been a very large increase in the number of off-licenses in recent years.

- 5.4(a) In answer to a question regarding repeat A&E attendances, OR told members that very few young people repeatedly attended A&E for alcohol-related issues (unless they were self-harming).
- 5.4(b) OR also noted that A&E record keeping was not perfect in this respect, and that whilst incidents where drink was the primary cause of injury would almost certainly be recorded as alcohol-related, incidents where drink was only a potential contributory factor might not be recorded. Efforts were being made to improve recording, although this needed to be carefully handled as there were issues of patient confidentiality to take into account.
- 5.5(a) In response to a question regarding the physical damage caused by excessive drinking in young people, OR told members that teenagers' bodies were still developing which might mean that they were less able to process alcohol than adults.
- 5.5(b) BH noted that there was growing evidence that excessive drinking from an early age would lead to an increase in alcohol related-dementia in the future.
- 5.6(a) In answer to a question regarding the relative threat posed by alcohol or drugs, OR told members that a significant number of teenage drink or drug hospital admissions were drink related (unless self-harm was a factor).
- 5.6(b) AG added that alcohol could be very dangerous and certainly would not be licensed if it was not so socially established.
- 5.6(c) AK noted that alcohol was a major contributory factor in most public disorder offences, as well as many Domestic Violence incidents.
- 5.6(d) OR added that drunkenness also created major problems for A&E services, particularly at weekends.
- 5.7(a) In answer to questions concerning prosecution of licensees, JP told members that prosecution was rare, as it was a relatively ineffective method of taking action. This was generally the case in Brighton & Hove and across Sussex, where a consistent strategic approach had been adopted by a number of authorities.
- 5.7(b) AK added that the police in Brighton & Hove would generally seek to take action through the city Licensing Committee (e.g. seeking suspension or revocation of a license) rather than via prosecution.
- 5.7(c) JP also noted that most local businesses do not wish to sell to under 18s and are keen to work together with the police and the local authority. Suspension or revocation of the licenses of co-operating businesses is rarely a sensible option.

5.7(d) AK noted that suspension was quite rarely used, and questioned whether the Licensing Committee would welcome attempts to employ this power more widely, particularly in situations where a premises had only failed one or two times.

5.8 In response to a query about supermarkets, JP told members that supermarkets could be a source of alcohol for under 18s. Supermarkets have a specific problem in that their scale means that it can be difficult for them to properly train and monitor staff (in contrast with small off-licenses where the person making sales may well also be the licensee). Trading Standards have done a lot of work with large local alcohol retailers such as Somerfield and Threshers and are now involved in these organisations' staff training.

5.9(a) Asked what could be done to improve the situation in Brighton & Hove, AK noted that one possibility was to take action against under age drinkers buying alcohol rather than focusing entirely on those selling alcohol (as both selling and buying are offences).

AK also told the panel that it was important to recognise that Brighton & Hove was much safer than formerly – much has been done to tackle alcohol-related anti social behaviour and violence.

5.9(b) AG noted that young people replicate adult behaviour, and that children are bound to see adults drinking to excess. This is particularly so given the effects of the smoking ban in pubs and a general modern attitude amongst adults of not being ashamed of being inebriated in public. Adult attitudes to drinking need to change if there is to be any realistic hope of changing children's behaviour.

5.9(c) JP added that messages to children about alcohol harm needed to be consistent – which they currently are not.

5.9(d) OR suggested that children should be given much more credit for being able to understand information about how their own behaviour might impact upon their health, and that providing an honest assessment of the risks associated with excessive drinking might be effective.

6. ANY OTHER BUSINESS

6.1 There was none.

The meeting concluded at 4.00pm

Signed

Chair

Dated this

day of

BRIGHTON & HOVE CITY COUNCIL

**CHILDREN & YOUNG PEOPLE'S OVERVIEW & SCRUTINY AD-HOC
PANEL - REDUCING ALCOHOL RELATED HARM TO CHILDREN &
YOUNG PEOPLE**

2.00pm 22 JANUARY 2009

COUNCIL CHAMBER, HOVE TOWN HALL

MINUTES

Present: Councillors Mrs Norman (Chairman), Duncan and McCaffery

Other Members present: Councillors

PART ONE

7. PROCEDURAL BUSINESS

7a. Declaration of Substitutes

7.1 No substitutes are permitted on Ad-hoc Scrutiny Panels

7b. Declarations of Interests

7.2 There were none.

7c. Declaration of Party Whip

7.3 There was none.

7d. Exclusion of Press and Public

7.4 In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

7.5 **RESOLVED** – That the press and public be not excluded from the meeting.

8. MINUTES OF THE PREVIOUS MEETING

- 8.1 RESOLVED** – That the minutes of the meeting held on the 27 November 2009 be agreed.

9. CHAIRMAN'S COMMUNICATION

- 9.1 The Chairman announced that Mark Whitby (Head of Advisory Centre for Education - ACE) had been obliged to send his apologies for this meeting. Mark Whitby will be invited to attend the next meeting of the panel.
- 9.2 John Peerless (Head of Trading Standards) kindly agreed to give evidence at this meeting at late notice.

10. EVIDENCE FROM JOHN PEERLESS (JP)- HEAD OF TRADING STANDARDS OFFICE (TSO)

- 10.1** JP told members that the council was currently being evaluated on its approach to regulating alcohol sales to children. A copy of the report would be forwarded to the panel when it was published.
- 10.2** JP informed the panel that work on limiting alcohol sales to under 18s altered significantly in 2001, when changes to licensing law permitted 'test purchasing' (using under 18s to try and purchase alcohol).
- 10.3** JP noted that the TSO has a very broad remit and limited resources (amounting to 15 Full Time Equivalent officers). The Brighton & Hove TSO considers under-age drinking to be a city priority and has allocated its resources accordingly. In the past few years the local TSO has developed initiatives such as 'Too Young to Buy' and 'Think 21', and has promoted the use of an identity card scheme for young people.
- 10.4** JP told members that a major piece of work had been undertaken in 2004 in which local authorities, working together with the Home Office Alcohol Standards Unit, had developed a campaign to encourage co-working between regulators of licensed premises. Test purchasing conducted as part of this work showed very high levels of non-compliance for both on and off licences. Partly as a result of this, local authorities have subsequently been strongly encouraged to incorporate work to limit under-age drinking as part of their core business, rather than relying upon time-limited initiatives. Experience suggests that a good rate of compliance is reliant upon constant reinforcement: as soon as a time-limited initiative ends, rates of non-compliance soar.
- 10.5** Non-compliance rates are still around the 35% mark. Problems are particularly associated with newly licensed premises or those with a very high turnover of staff, managers or licensees. The TSO attempts to 'risk assess' newly licensed premises, offering advice on how best to train staff so as to minimise sales to under 18s.

- 10.6** JP told members that eliminating off sales to under 18s would not stop under-age drinking as there are several sources of alcohol: co-ordinated action from other services is required for any initiative to be successful.
- 10.7** TSO initiatives to counter under age drinking are not always effective, as targeting a particular location can result in displacement of drinking activity to neighbouring areas. Informal intelligence networks used by teenage drinkers (via texting, Face Book etc) are often very efficient. To some degree this may be a resource-related issue, as displacement might be less of a problem if a greater geographical area could be targeted by TSO, although better planning and co-working between agencies rather than extra resources *per se* might produce good results.
- 10.8** JP confirmed that prosecution of licensees is very rarely considered, as the licence review/revocation process is far more effective. JP stressed that this approach is intended to help retailers sell alcohol responsibly: it is not meant to be punitive.
- 10.9** In answer to a query about the spread of problems across the city, JP told members that the TSO had not encountered any particular problems in East Brighton. However, if there was a spike in figures in the East of the city, it probably reflected other problems encountered here, as problematic under age drinking could often be a symptom/result of other problems.
- 10.10** JP informed the panel that the way forward for his work may well lay in encouraging local partners to work together to tackle under age drinking. JP referred to ongoing work in Moulescoomb, which he identified as embodying good practice in this area.

11. EVIDENCE FROM CHRIS OWEN (CO)- HEALTHY SCHOOLS TEAM MANAGER & TIM BARCLAY (TB)-HEAD OF HOVE PARK SECONDARY SCHOOL

- 11.1** CO presented to the Panel “A summary of the learning opportunities delivered by schools and local data about school age children and young people”

TB explained what is done in his school in terms of drug and alcohol education, how this programme is reviewed in the light of emerging data from students, surveys etc.

- 11.2** TB noted that there are two distinct groups of underage drinkers: the first group can be characterised as ‘risk takers’ – individuals who use alcohol (and who may display other types of risky behaviour) due to underlying emotional/social problems. The second, much larger, group uses alcohol as a way of bonding with their peers/in a celebratory

manner etc. Many young people feel a sense of empowerment and safety in large groups, and this includes groups of people sitting in parks etc. drinking. This is not necessarily about a lack of facilities, youth clubs etc.

- 11.3 CO noted that the behaviour of young people frequently mirrors that of their elders, and that adult culture currently features many patterns of drinking which are reflected in teenage behaviour.
- 11.4 Recent years have seen a reduction of young people drinking in licensed premises, and this drinking has been displaced to parks etc where it can be much more visible and can lead to problems of disorder.
- 11.5 CO told members that many parents were uncertain how to deal with the issue of underage drinking – e.g. unsure whether the best approach was to try and proscribe their children’s drinking or to supply a limited amount of alcohol in the hope that this would encourage a relatively sensible approach to alcohol.
- 11.6 In answer to a question on the impact of alcohol on educational attainment, TB told the panel that there was not necessarily a link between ‘Friday night drinking’ and attainment, but that people with more serious drink problems could see their attainment fall (however this is a complex issue as excessive alcohol use is often a ‘symptom’ of other social or emotional problems rather than a discrete problem).
- 11.7 TB added that schools do lots of work with students in terms of advising on how best to deal with the stress associated with exams, and this may include advice on sensible drinking.
- 11.8 CO noted that schools may simply not be aware of problems associated with their students’ drinking as very few students actually attempt to drink in the school environment, and contact with students out of school is generally limited.

CO informed members that children of parents with problematic drinking are another group the Panel needs to be mindful of.

12. EVIDENCE FROM ERIC PRICE(EP) -SOMERFIELD TRADING STANDARDS LICENSING MANAGER

- 12.1 EP told the panel that almost all Somerfield stores (859) have an alcohol license, and that the company is committed to implementing licensing law. Somerfield uses comprehensive training and re-training; till prompts for staff, maintains a ‘refusal record’ for under age sales, has a ‘three year rule’ (i.e. staff will ask for ID from anyone who doesn’t look 21), and supports ‘citizen cards.’

- 12.2** EP noted that, prior to 2003, retailers were less aware of the level of their sales to under 18s, as it was not legal to conduct test purchasing. Very few if any complaints were received from the general public about sales being made to under age persons. Since test purchasing became widespread, it became clear that there was an industry wide problem with staff failing test purchases. An industry group, the Retail of Alcohol Standards Group was formed to seek ways to drive down under age sale. Great improvements were then made.
- 12.3** In recent years retailers have had to think very hard about how best to deal with this problem – this is far more involved than simply having a policy in place. Issues to be dealt with include: staff problems with identifying under 18s; staff reticence Re: challenging customers; dealing with groups of under 18s.
- 12.4** Somerfield does a lot of data analysis, looking at situations where staff actually challenge customers, and at the results of its own internal test purchasing (although it cannot use 18s for this).
- 12.5** Larger stores tend to be better performers; perhaps because young people buying alcohol are more conspicuous in this type of environment (most customers in big stores tend to be doing a large weekly shop, whereas smaller stores tend to have a higher percentage of shoppers buying only a few items).
- 12.6** In terms of the London Road, Brighton store, there are obvious problems associated with the siting of this store: on a very busy bus route, near to the level and to several nearby housing estates etc.
- 12.7** Measures introduced at the London Road store include: an increased use of door supervision (particularly reassuring for counter staff); only using over 18 counter staff; marking alcohol so that it can be traced back to the shop (although none ever has been); employing a new store manager who has a track-record of supporting staff; collaborating with TSO on training of staff. These measures have turned the situation around in this store – the store has passed its last three test purchases, and the working culture has significantly improved.
- 12.8** In response to a question regarding alcohol sales to adults, EP told members that Somerfield was increasingly concerned with facilitating sensible drinking via providing information on units, safe drinking practices etc.
- 12.9** In answer to a question about what more could be done locally to tackle the problem of underage drinking, EP told the panel that the key was to involve all elements of the community in initiatives – including police, schools, TSO etc.

13. ANY OTHER BUSINESS

- 13.1 It was agreed to contact St. Neots for further information on their partnership working, as mentioned by Eric Price.
- 13.2 Members agreed to find out young people's views through attending a school or sixth form college

The meeting concluded at 4.00pm

Signed

Chair

Dated this

day of

Notes from the Brighton and Hove Youth Council meeting on the Saturday, 31 January 2009

1. Present: Councillor Ann Norman (Chair) and Youth Council Representatives (YCR), Superintendent Grenville Wilson (from Sussex Police) and Youth Council Officers.
2. Councillor Ann Norman was asked to speak at the Youth Council meeting and was present to here Superintendent Grenville Wilson speak too.
3. Questions were asked by the YCR's why the Police disperse small groups of youths in parks when they are not being disruptive or loud. The Superintendent explained that the Police tend to work on dispersing small groups early on in the evening before any anti-social behaviour can start; working on prevention rather than waiting for situations to escalate and then dealing with the issues then.
4. A YCR privately told Councillor Norman that young people enjoyed meeting up in groups, as they felt safer and by dispersing the groups they felt more vulnerable and that young people did not see anything wrong with sitting around in small groups. They felt the dispersal technique was unfair especially when they are not causing any trouble.
5. Another YCR privately said that when she was at a party, where lots of additional young people turned up to the party (than previously planned); a Police van came to the location with dogs to disperse the large crowd and that this was seen as a very heavy handed approach and they had been dealt with unfairly.
6. Another YCR privately said that the Police do ask young people to empty their drinks. Some young people take offence to this as some young people do not drink alcohol and therefore have to empty out their soft drinks.
7. A YCR privately said how young people who do not drink alcohol tend to look after their friends that do drink alcohol.
8. A YCR privately said about a positive experience she had with the Police and how she and her friend, (who had been drinking alcohol,) had been treated as individuals and how the policewoman showed that she was concerned for their safety.
9. What upset young people the most was how most of the Police approach these situations by not explaining what they are doing and why they are doing it and not treating each young person as an individual but as a group as a whole.

BRIGHTON & HOVE CITY COUNCIL

**CHILDREN & YOUNG PEOPLE'S OVERVIEW & SCRUTINY AD-HOC
PANEL - REDUCING ALCOHOL RELATED HARM TO CHILDREN &
YOUNG PEOPLE**

10.00am 10 FEBRUARY 2009

BANQUETING SUITE, HOVE TOWN HALL

MINUTES

Present: Councillors , Duncan and McCaffery

Other Members present: Councillors

PART ONE

14. PROCEDURAL BUSINESS

14a. Declaration of Substitutes

14.1 No substitutes are permitted on Ad-hoc Scrutiny Panels

14b. Declarations of Interests

14.2 There were none.

14c. Declaration of Party Whip

14.3 There was none.

14d. Exclusion of Press and Public

14.4 In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

14.5 **RESOLVED** – That the press and public be not excluded from the meeting.

15. MINUTES OF THE PREVIOUS MEETING

15. That the minutes of the meeting held on the 22 January 2009 need to be approved and signed by the Chairman.

16. CHAIRMAN' S COMMUNICATIONS

- 16.1 Apologies have been sent from the Councillor Ann Norma (Chairman).

17. EVIDENCE FROM WITNESSES

- 17.1 Evidence from **Sue Dixon (SD), Head of Security for the First Quench Retailing** (formally known as the Thresher Group) and **Chris Denman (CD), Area Manager for Threshers and the Local**

- 17.2 SD told members that there were 1500 branches with 4 different brand names: Threshers, Wine Rack, the Local & Hadows in Scotland; of which there were 30 stores in Brighton & Hove.

- 17.3 SD informed the panel around a million people were challenged annually and a third of these were refused. All refusals were recorded on the tills and in books and this information was collated and analysed to identify anomalies.

CD explained that any anomalies were investigated and compared with company and store averages. A “compliant” Store Manager generally meant that refusals would be lower in these stores, as young people would not shop at these branches.

- 17.4 SD informed members that the company derives no benefit from under 18 sales as it would damage their reputation which would not exceed potential income.

- 17.5 SD told members that new staff completed an induction, filled out a booklet, watched a DVD which covered mechanisms to prevent underage selling of alcohol and had to be signed off by their Manager before being authorised to use the tills. These inductions and training materials were developed by working with Trading Standards.

- 17.6 SD informed members that identification is asked for, when any customer looks younger than 21: “Challenge 21”. This is being moved to “Challenge 25”. This makes identification of under 18’s easier for staff. Accepted forms of ID are Passport, Driving Licence and any other accredited ID. Test purchases are carried out with over 18’s and over a 100 test purchases are carried out nationally per month; from this the company can identify problem areas and target their work on these.

CD confirmed that all Brighton and Hove stores were working to Challenge 25 already

- 17.8 It was advised that Partnership working with local authorities, the Police and Trading Standards was the best way forward. It was noted that enforcement has a role but dealing with issues at an early stage is better and to act on any intelligence to deal with the matter swiftly worked best.
- 17.9 In answer to a question as to how many challenges Brighton and Hove had, it was estimated at around 25/30 per store, per week and challenges were higher in the summer. The exact figures would be forwarded onto the panel.
- 17.10 In relation to a question on what happens to the information about refusals, it was explained that the District Manager and Licensing Manager collate and investigate the information on a store basis.

CD added that store visits are arranged to stores that have anomalies and an investigation would take place by speaking with staff. All stores within each area are visited on a 6 weekly basis.

- 17.11 In response to a question as to where under 18's were sourcing their alcohol and whether proxy sales were the problem, it was advised that staff are trained on proxy purchasing by looking at unusual buying patterns and that staff shouldn't sell if they are suspicious of proxy sales being undertaken.

The Panel were informed that shoplifting was an issue and it was thought that 60% of alcohol consumed by underage drinkers came from homes.

- 17.12 In answer to a query about what information in stores is available for parents, it was noted that stores have been involved in local area schemes where leaflets were put into customers' bags. However it was noted that more education was required.
- 17.13 Tony Rickwood - Portslade Tesco's Store Manager commented that there were many instances of staff overhearing parents asking their children what alcohol they would like their parents to purchase for them. In these experiences the retailer would refuse these sales.
- 17.14 CD informed the panel that refusals do vary from store to store. Stores with higher footfall have higher refusals and smaller "community" stores have lower refusals. Under 18's do not shop at their local stores as there is more chance that they will be refused as the Retailer will probably know their parents.
- 17.15 In response to a question as to whether there are more refusals in the east of Brighton (as underage drinking is worst in the east of city), it was noted that this hadn't been identified.

17.16 In response to a question from a Youth Council representative as to whether it would be possible to scan an universal ID card which could total up the amount of alcohol purchased and flag up if the individual was over a guidance level and the possibility that proxy sales may be occurring, TR explained that technically it would not be possible to collate this type of data from the different retailers.

18. Evidence from **David Solomon (DS), TESCO Express, Store Manager -Droeway, Hove** and **Tony Rickwood (TR), TESCO, Store Manager – Portslade**

18.1 DS informed members that TESCOs had a vigorous induction training programme, which included “Think 21”, a buddy system, plus training updates, refresher training, till prompts (with the date of birth information), a DVD and also regular team meetings.

TR handed out training materials that all staff including managers had to complete and noted that there was more comprehensive training for the Licensees at each store. There were “Quarterly Due Diligence Reviews” that a Designated Premises Supervisor completed which reviewed their stores compliance.

18.2 The panel noted how managers backed staff with the “you say no and we say no policy” when a transaction was refused.

18.3 DS informed the panel how the non-compliance is identified with test purchases, and explained how these stores are targeted for up skilling. It was also very important to work with the Police, Trading Standards and the community and advertise the no selling of alcohol to under 18’s policy around the store.

18.4 TR explained how there were very robust systems in place and that he had worked hard to engage with the local Police, to increase store visits which had an impact on reducing theft.

18.5 TR told members how it was not in TESCO’s interest to sell alcohol to under 18’s.

18.6 In answer to a question on how young staff challenge under 18’s, TR informed the panel that staff under 18 had to have a supervisor authorise any alcohol sales they made. This then prevents under 18 store staff selling to their under 18 friends. TR explained how TESCO is moving to the “Think 25” scheme.

SD informed members that all retailers were moving to the “Think 25” scheme, expect Waitrose. However independents would not necessarily follow.

18.7 In response to a question as to whether there was an increase in sales since the Licensing Act 2003 was implemented, SD told members that

the Act had meant that a tighter regime was in operation and it was hard to determine as this is a very high profile topic and is in the press regularly.

- 18.8 TR informed the panel how there had been a significant improvement in compliance since legislation made individual staff vulnerable to prosecution as well as the retail company.
- 18.9 In answer to a question whether cheap alcohol had increased the levels of drinking, TR felt that people weren't buying more cheap alcohol.
- 18.10 TR informed the panel that by increasing the cost of alcohol it would not have any affect as customers wouldn't trade down to cheaper drinks and that when the VAT had been reduced recently; there wasn't an increase in alcohol sales.

SD noted that alcohol was cheap in France and there were no major issues there.

- 18.11 In answer to a question why young people were drinking more, TR informed the panel that alcohol is increasingly difficult for young people to get from retailers and that more adults were purchasing it for them.

SD questioned whether young people were drinking more or whether anti-social behaviour had increased.

- 18.12 In response to questions as to whether shoplifting was an issue, SD told members that it was a problem as there was little legal deterrent (fixed penalty notice for a first offence). Retailers find it challenging to balance attractive store layouts with crime prevention measures.

Shoplifting varies with different areas and different products.

TR informed the panel how alcohol is purchased with weekly shopping on a regular basis.

- 18.13 In answer to a question on whether there is information for parents about not purchasing alcohol for their underage children, TR responded he could not recall any such information and that parents had a lack of understanding on the subject.
- 18.14 In answer to a question on what recommendations would they make TR responded that the local Police are the key and their support to retailers was invaluable.

Members noted that SD recommended partnership working as retailers were committed to eliminating sales to under 18's and that any intelligence could be dealt with swiftly. Additionally direct links with the retailers Central Office would be useful for more proactive working. It

was also pointed out that enforcement does have a negative impact on retailers.

TR informed members that Trading Standards could do with engaging with Retailers more in the future.

18. ANY OTHER BUSINESS

19.1 No other business was discussed.

The meeting concluded at 11.00am

Signed

Chair

Dated this day of

BRIGHTON & HOVE CITY COUNCIL

**CHILDREN & YOUNG PEOPLE'S OVERVIEW & SCRUTINY AD-HOC
PANEL - REDUCING ALCOHOL RELATED HARM TO CHILDREN &
YOUNG PEOPLE**

2.00pm 16 FEBRUARY 2009

COMMITTEE ROOM 1, HOVE TOWN HALL

MINUTES

Present: Councillors Mrs Norman (Chairman), Duncan

Other Members present: Councillors C Theobald

PART ONE

19. PROCEDURAL BUSINESS

20a. Declaration of Substitutes

20.1 No substitutes are permitted on Ad-hoc Scrutiny Panels.

20b. Declarations of Interests

20.2 There were none.

20c. Declaration of Party Whip

20.3 There was none.

20d. Exclusion of Press and Public

20.4 In accordance with section 100A(4) of the Local Government Act 1972, it was considered whether the press and public should be excluded from the meeting during the consideration of any items contained in the agenda, having regard to the nature of the business to be transacted and the nature of the proceedings and the likelihood as to whether, if members of the press and public were present, there would be disclosure to them of confidential or exempt information as defined in section 100I (1) of the said Act.

20.5 **RESOLVED** – That the press and public be not excluded from the meeting.

20. MINUTES OF THE PREVIOUS MEETING

- 21.1 That the minutes of the meeting held on the 10 February, 2009 need to be approved and signed by Chairman.

21. CHAIRMAN'S COMMUNICATIONS

- 22.1 Chris Parfitt (Youth Lead on Alcohol) and Mark Whitby (Head of Advisory Centre for education (ACE)) send their apologies.

22. EVIDENCE FROM WITNESSES

- 23.1 Evidence from **Councillor Carol Theobald (CD), Chairman of the Licensing Committee** and **Tim Nichols (TN), Head of Environment and Licensing**

23.2 CT informed the panel that there was ongoing work in schools educating pupils on the affects that alcohol has and that generally, under 18's do not obtain their alcohol from licensed premises.

23.3 TN told members that this was a national problem and that most of the alcohol is obtained from homes, off sales and proxy purchasing.

23.4 TN informed the panel that the Council supports proof of age schemes, but levels of fraud are very high. Police are also reluctant to prosecute under 18's for using false ID. The Licensing Committee is currently enacting the recent national guidelines to deal with problem licensees.

23.5 CT informed the panel that Challenge 25 was very useful, as were out of school activities. She also stated that refusal log books should be kept as evidence relating to underage sales.

23.6 CT confirmed that the Cumulative Impact Area (CIA) had also been introduced to stop further new drinking establishments from opening.

23.7 TN told members that under age drinking is a national priority and a Health impact Assessment (HIA) is being funded by the Primary Care Trust (PCT) and being undertaken by the Council. It was noted that Licensing was not to blame for this problem, and that marketing, pricing and availability were more the reason.

23.8 TN informed the panel that there was a 40% failure rate for test purchasing and it was difficult to decrease this (Subsequently TN said the current rate was 20%).

23.9 TN advised the panel that underage drinking in on licences has moved to parks in recent years as the on licenses are regulated heavily. In the past when Licenses were less heavily regulated publicans tended to tolerate underage drinking providing they didn't drink to access.

- 23.10 In answer to a question as to whether there was a case to charge above a minimum level for alcoholic drinks, TM told members this would be unlawful. For any action to be taken it needs to be demonstrated that there was a “clear causal link” between price promotions and antisocial behaviour. It was noted that it was particularly difficult to establish that link and also to word such restrictions. TN referred to the “*Guidance: Department for `Culture, Media & Sport, sections 10:38 & 10:40 of the Licensing Act 2003`*”
- 23.11 TN advised the panel that it was important to be mindful of economic conditions and that most licensees were trying to earn an honest living, however it maybe useful to publicise revocations and suspensions in the future.
- 23.12 TN told members that he was looking forward to the publication of the Health Impact assessment (HIA) and possible changes to the NHS drinking and drug budgets. It was suggested that spending on preventative education might be better allocated on alcohol rather than drugs.
- 23.13 In answer to a question as to whether the Licensing Act 2003 had any impact on the worsening health figures, TN responded that the reverse was true; there had been a long term rise in consumption and disease relating to alcohol and the Licensing Act 2003 was a reaction to the situation rather than a cause. Since the Licensing Act 2003 there were declining rates of public place violent crime. The Police should also be credited for this. The Licensing Act 2003 has given city centres the ability to spread out “closing time” public disorder.
- 23.14 In relation to a question why binge drinking amongst young people was worst in the east of the city, TN responded that the analysis of information from the Police show a disproportionate volume of the postcodes from offenders and victims are in the BN25 and BN26 areas.
- 23.15 In response to a question whether it was possible to restrict the proliferation of off sales premises, TN responded that the Licensing Act 2003 assumed that most of these off sales premises are operating an honourable business; applications are granted automatically unless representations have been made. The Review Panels have more power than the initial License and have a choice of options which are to suspend/revoke the license, remove the premised licensee or take no action. Residents, Trading Standards Officers and the Police can be heard and it is more likely that the Panel would make a more effective decision based on evidence than refuse a new application.
- 23.16 In answer to a question whether smaller stores were selling to under 18’s, CT responded that there was a case where by a non-english speaking relative, who had received no training was covering a shop when the store failed a test purchase. The shop had been to the Review Panel before with a similar problem and the Owner had not

acted upon the advice given by the Review Panel in the first occasion; at the next Review Panel the decision was taken to revoke the license.

TN told members that sales to underage drinkers was spread out throughout different off and on sales as there were national off licences, franchises, single operators, pubs and bars have all been subjects for reviews.

23.17 In answer to a question how Licensing laws could be tightened TN answered that the recently issued government guidance gave the Review Panel power to restrict the trading hours, or even use CCTV to record sales.

23.18 In response to a question on whether increasing the tax on alcohol would reduce underage drinking TN advised that this would reduce access for young people, should focus on off sales, stores and supermarkets and Government could hypothecate the money to alcohol treatment services and out of school activities.

23. ANY OTHER BUSINESS

24.1 It was agreed to contact any Representatives from the Youth Council who had given their contact details.

24.2 It was agreed to collate written questions for Chris Parfitt (Youth Lead on Alcohol) and Mark Whitby (Head of ACE) and ask them for written statements.

24.3 The meeting with the youth offender is arranged for Thursday, 19 February and the Chairman will be attending this.

The meeting concluded at 3.00pm

Signed

Chair

Dated this

day of

BRIGHTON & HOVE CITY COUNCIL

**CHILDREN & YOUNG PEOPLE'S OVERVIEW & SCRUTINY AD-HOC
PANEL - REDUCING ALCOHOL RELATED HARM TO CHILDREN &
YOUNG PEOPLE**

4.00pm 11 MARCH 2009

MINUTES

Present: Councillors Mrs Norman (Chairman),

Other Members present:

PART ONE

24. EVIDENCE FROM WITNESS

25.1 Evidence from a Youth Council Representative (YCR)

25.2 YCR told the Panel Member how the view of not being able to drink needs to be changed, as it makes young people want to drink and break the rules.

Her experience of her first alcoholic drink was that it was “not an amazing thing”, and she still didn’t enjoy the taste of it and would drink wine with a sweet fizzy drink to make it more palatable.

The YCR told how there was alcohol always in her parent’s house and how her parent would give wine with a mixer to drink on occasions.

25.3 It was confirmed that peer pressure was one of the reasons why young people drank.

25.4 The YCR told how house parties are popular places for young people to drink. There were varying amounts of alcohol at these parties, more being available if parents were not present. If parents were present they did supervise these parties and tended to water down the alcoholic drinks by providing punches.

At a recent party, the YCR informed the member how some young people arrived already drunk.

The YCR informed the member how at her next party her father will invite his friends to the party to help supervise. Some young people

regularly sleep at certain friends' parents' houses as these parents do not "tell" on them. The next morning the young person has slept off most of their hangover and "is not that much of a wreck" when they return home.

- 25.5 YCR informed the member how teenagers copied adults, parents and their older friends and how they had seen parents having a drink of alcohol after they had a stressful day and copy this; or it's the weekend and they learn how alcohol is consumed to celebrate this. As a result of this, young people get stressed over their exams and can turn to alcohol to relax.
- 25.6 In answer to a question whether parents are aware how much their children drink, the YCR answered, that they say to their parents they drank "smart" levels of alcohol, but didn't mention the additional amounts consumed on top of this too.
- 25.7 When asked where else young people were getting alcohol from other than parents supplying it, the YCR informed that their 18 year old friends purchased it for them.

The YCR told how she could remember that last year her friends bought bigger bottles of spirits but this year, due to the credit crunch parents have less disposable income to give their children and as a result of this, young people were purchasing smaller bottles of spirits as they found the bigger bottles too expensive to purchase.

- 25.8 The YCR recommended that adverts similar to the smoking ones would be affective, showing how it could ruin young people's lives in different ways, for example how it can "mess up your exams".
- 25.9 In response to a question whether young people were aware of what the adverse affects of underage drinking were, the YCR said she wasn't aware of these and she would recommend that these be advertised. She confirmed that in schools there is some Personal Social Health Education (PSHE) which touches on the safety issues when drunk, but not information on the negative affects of drinking alcohol.
- 25.10 The YCR advised the member that she felt it was very dangerous to be drinking on the streets and that more controlled places would be suitable, such as clubs perhaps?
- 25.11 YCR confirmed that a friend had problems at home and some young people did not want to discuss these experiences with anyone so they tended to deal with these on their own, without asking for help and drank alcohol to forget these problems. However, the YCR informed how she had a supportive group of long standing friends and they would try and help anyone they could and have been successful in

doing this, by guiding their friend away from alcohol, studying more and getting them to mix with the right crowd.

25.12 The YCR informed the member how teachers did not understand the pressures that young people were under.

The meeting concluded at 5.00pm

Signed

Chair

Dated this

day of

Appendix 3: Digest of recommendations

- **RECOMMENDATION 1-** The Panel welcomes and commends the increased emphasis of Licensing enforcement on off-sales (and on public place drinking), as it shows a commitment to identifying and tackling current problems rather than simply adhering to traditional modes of enforcement. The Panel hopes that this will provide a platform for the further development of Licensing enforcement, both in terms of closer partnership working, and in terms of a continuing concentration on the actual rather than the popularly perceived problems of underage drinking.
- **RECOMMENDATION 2 –** City partners (co-ordinated by TSO) should draw up a Best Practice Guide on avoiding selling alcohol to U18s with a view to the guide being disseminated to independent retailers.
- **RECOMMENDATION 3 –** Encourage (particularly via the Brighton & Hove Licensing Committee) all off-sales to adopt the ‘Challenge 25’ scheme.
- **RECOMMENDATION 4 –** Licensing Committee to request assurances that new and re-assessed licensees will not discount sales below cost, engage in irresponsible multiple discounting or sell products strongly associated with hazardous drinking practices.
- **RECOMMENDATION 5 –** CYPT should consider its substance misuse services in terms of a potential re-deployment of resources from drugs to alcohol-related projects in instances where drugs issues may have been advanced to the detriment of similarly serious alcohol-related problems. CYPT should also consider whether there is value in lobbying NHS Brighton & Hove and central Government to review their resource allocation in regard to alcohol-related services for children and young people.
- **RECOMMENDATION 6 –** CIA boundaries to be re-examined with a view to extending them to other areas of the city which might benefit from CIA powers (e.g. extension around Preston Park and up to Elm Grove).
- **RECOMMENDATION 7 –** When engaged with young drinkers, police officers need to ensure that they are not over-confrontational and that the rationale for their actions is widely understood. This may best be achieved by engaging with young people in contexts other than those of front-line policing (particularly by visiting schools).
- **RECOMMENDATION 8 –** Alcohol education should address the long term physical impact of U18 alcohol use, not just safety/legal issues.

- **RECOMMENDATION 9** – Develop and deliver an information pack on alcohol targeted at parents and carers, and facilitate the involvement of parents/carers in creating and maintaining this material.
- **RECOMMENDATION 10** – Survey teenagers for their views and seek to develop alternative activities for young people to engage with as alternatives to illegal drinking in public places.
- **RECOMMENDATION 11** – The council should request changes to statute relating to the powers of local Licensing Committees (as detailed in point 16.3 above) in line with the powers granted by the Sustainable communities Act (2007).

Appendix 4: Background papers

'Brighten Up! Growing Up in Brighton & Hove 2008': Annual Report of the Director of Public Health (and Joint Strategic Needs Assessment, Children and Young People. Brighton and Hove City Council and Brighton & Hove City Teaching Primary Care Trust, 2008.

'Are the kids driving you mad?': Positive Parenting Programme leaflet. Brighton & Hove Children & Young People's Trust.

Draft Alcohol Needs Assessment for Children and Young People: Brighton & Hove City Primary Care Trust (Draft 4), November 2008.

'Drug Education: An Entitlement For All': A report to Government by the Advisory Group on Drug and Alcohol Education, 2008.

Government Response to the report by the Advisory Group on Drug and Alcohol Education: Department for Children, Schools and Families.

Health Impact Assessment of the introduction of flexible alcohol hours in Brighton & Hove: Brief for consultants 2007 v2. Brighton & Hove City Council, 2007.

Licensing Act 2003: Statement of Licensing Policy. Environmental Health and Licensing Service, Brighton & Hove City Council.

Report of stakeholder responses to the Health Impact Assessment of the Introduction of Flexible Alcohol Hours in Brighton and Hove, 6th April 2009.

Setting Targets for Core, Enhanced and Intensive Services (presentation on drug use among vulnerable young people): from 'Crime & Drugs Analysis & Research,' Home Office, September 2007.

"Safe, Sensible, Social: the next steps in the National Alcohol Strategy." Department of Health, Home Office, Department for Education and Skills and Department for Culture, Media and Sport, 2007.

Scrutiny Review of Alcohol Misuse amongst Children & Young People. East Sussex County Council, March 2008.

Sustainable Communities Act 2007 : A Guide for Communities and local Government.

Young People and Alcohol, Overview and Scrutiny Review, Lancashire County Council, February 2008.