Violent Crime

Tackling Violent Crime in the Night-Time Economy

Guidelines and Tactical Options

Police Standards Unit
and Crime Directorate
Acknowledgement:

A number of police forces and other agencies have contributed to this document by sharing their ideas and good practice with the authors. Our thanks are extended to all those who provided material for this document.

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How to use this report

Throughout the report you will see text, which is purple and underlined. This indicates a link to the source of the information to allow you to explore the topic further. On the CD-ROM version simply click on the link to go to the source document. To return to this document, click on the “Back” arrow on the toolbar, or simply close the source document. You must have Internet access so you can also follow links to the Internet websites.

All links were correct at the time of production, but no responsibility is accepted for the content of external websites.

You should ensure you have your own virus protection software when accessing the Internet.
On the 15 March 2004 the Prime Minister’s Strategy Unit published an Alcohol Harm Reduction Strategy for England. This set out a series of measures to address the problem of town and city centres, which are blighted by alcohol misuse. One of the recommendations in the Strategy was that the Home Office Police Standards Unit would identify and spread good practice to tackle alcohol related violence. I am pleased that the tactical options guidelines for police forces and Crime and Disorder Reduction Partnerships (CDRPs) has been produced at this early stage.

Violent crime in the night-time economy is of growing concern for our communities and it is clear that alcohol misuse is a strong contributory factor in such crime. The Government fully recognises however that there is unlikely to be a single solution to solve this problem and to tackle it effectively requires partnership working. Police forces and other agencies do need to use the full range of legislative and other tactical options to crack down on alcohol-related crime and disorder and to prevent violence in the night-time economy. I therefore hope that CDRPs and BCUs will be able to make full use of this best practice document in tackling this problem.

I am grateful to all those who have contributed to the development of the guidelines. The Government will continue to promote a comprehensive package of measures that will help to intensify action to reduce violent crime in the night-time economy. In the coming months we will be introducing further measures as the recommendations in the Alcohol Harm Reduction Strategy for England are taken forward to help tackle this problem.

HAZEL BLEARS
Whilst violent crime accounts for only 17%\(^1\) of all reported crime, the impact of such crimes on people’s lives is disproportionately high; whether as a victim, someone who knows a victim, or as a member of the public whose fear of being a victim is intensified. In addition, wider scale public violence, such as late night disorder in town centres or football hooliganism, creates impressions of lawlessness and can seriously damage the national and international image of whole regions. The fear of violence is demonstrated in the British Crime Survey (BCS), which reports high levels of concern about violent crime.

It has been estimated that 47% of violent crime, which includes stabbing and beatings, are committed whilst the offender is under the influence of alcohol, together with 45%\(^2\) of all domestic violence.

The Police Standards Unit and the Crime Directorate recognises the wealth of innovation and best practice in existence throughout the UK in relation to tackling violent crime. It is accepted that every street, community, village, town and city will suffer its own unique problems, calling for its own specific solutions. This document is intended to be a reference document containing a selection of successful initiatives which may be readily transferable to police forces and local crime and disorder partnerships.

In spring 2004, the PSU contacted all 307 BCU Commanders and invited them to highlight things they had done to address violent crime in their area, which they had found successful. The following document is a compilation of these activities. It is also an objective contained within the Alcohol Harm Reduction Strategy for England that was published by the Prime Minister’s Strategy Unit on 15 March 2004. We have presented them under three headings reflecting the three main types of focus: Location, Victim and Offender. Within each heading, the actions are grouped into three types: Enforcement, Intervention and Prevention.

This work provides a snap shot of activities underway in the UK during spring 2004, based on feedback from BCU Commanders on tactics that worked in their areas to tackle alcohol related violence. It is in no way meant to be a comprehensive overview. Our thanks go to the many forces that contributed to this document. Another source of information regarding this topic, is the Crime Reduction College Toolkit. (See Link)

Section 5 of the Crime and Disorder Act 1998 (the ‘CDA’) as amended places a statutory responsibility on the police, local authorities, fire authorities, police authorities and health

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1 Figures taken from Home Office Statistical bulletins 07/03.
2 Figures taken from Home Office Statistical bulletins 01/03
authorities for crime reduction working in partnership with other key local partners in the public, private and voluntary sectors, as the lead members of responsible authority groups. They should ensure that all other agencies and interested groups are involved in prevention initiatives, and where possible, devote resources toward combating violent crime. One of the critical success factors in developing a problem solving culture is for Crime and Disorder Reduction Partnerships (CDRPs) to understand the underlying causes of the problem and the number of players who can make an impact and the barriers that will need to be overcome.

Police and Partnership action in the area of alcohol related violence needs to be linked to a wider joined-up plan. Forces, BCUs and CDRPs need to undertake formal assessments to establish the extent to which alcohol related violence exists, and where appropriate include the problem on local control strategies.

Intelligence will be the driving force behind any problem solving based activity and these activities should be led through local Tasking and Co-ordinating Groups in order to ensure efficiency and effectiveness under the National Intelligence Model (NIM).

In line with problem orientated partnerships and The National Intelligence Model (see link for NIM), the following tactical options have been grouped around the three components, Location, Victim, and Offender and the tactics for each have been sub-grouped into Enforcement, Interventions and Prevention/Deterrent.

By following the five (5) I’s methodology (intelligence, interventions, implementation, involvement and impact) or SARA model (Scan, Analysis, Response, Assess) in conjunction with this tactical options menu, you will increase the likelihood of developing a successful bespoke response to your local problems.

5 x I’s Methodology. (See Crime Reduction College Web Site for detailed explanation.)
Hot Spot Management

Analysis to identify ‘Hot Spots’ is an important strand to effective police and partnership involvement. The ability to deploy a team of police officers or other ‘capable guardians’ to hot spots can be crucial to achieving a reduction in violent crime.

Hot spots come in different forms;

- open public spaces
- inside licensed premises

Situational factors play a strong role in preventative measures, for example by working with crime prevention officers before applying for structural alterations within licensed premises you can increase natural surveillance and therefore reduce anonymity and deter criminal acts. This is particularly so in alcohol related aggressive acts, which are in turn, often influenced by the protagonists expectations of the outcome of the situation, usually that they will get away with their behaviour. Evidence suggests that controlling elements of the physical and social drinking environment within licensed premises and in their immediate environment, can reduce the potential for alcohol related violence. This is best served through a multi-agency joined-up approach.

Public Open Spaces

Enforcement

- Targeted patrolling at times of peak demand, including Special Constabulary, Police Community Support Officers (PCSOs) and town wardens. Police should make best use of variable shifts to increase resources available during peak demand times.

- Deployment of an overt police video team. Consider filming the egress from licensed premises highlighted as problematic via the NIM. This footage can be used to confront licensees, door supervisors and area managers with evidence of poor practice, such as drunken people leaving premises still drinking, people leaving with bottles and glasses, under age drinkers etc.

- Search Powers. Section 60 of the Criminal Justice and Public Order Act 1994, where appropriate. This power provides police officers authority to search people and vehicles entering a designated area. Section 60 AA provides the power to require removal of face coverings from individuals. (See link regarding grounds for search and authorities.)

Mobile police station deployment to high demand areas.

Robust use of confiscation of alcohol legislation in relation to youths (Confiscation of Alcohol (Young Persons) Act 1997 and Section 155 Licensing Act 2003 – power to confiscate both sealed and open containers), directing resources via Tasking and Co-ordinating, based accurate intelligence. Intelligence can be obtained from environmental services regarding high concentrations of discarded alcohol containers in parks, bus shelters etc. There is a likelihood that crimes involving violence, criminal damage and anti social behaviour, will be prevalent in locations where groups of youths congregate to drink. (See link on confiscation powers.)

Create defined alcohol prohibition zones. Where existing byelaws or designated alcohol prohibition zones under Sections 12 to 16 of the Criminal Justice and Police Act 2001 (CJPA 2001) are present, ensure a robust policing and enforcement of the law, especially during peak demand time. Where no designated alcohol prohibition zone under CJPA 2001 is in place, consideration should be given to introducing such a zone. (See link for creation of Zones.)

Hot spot areas should be subject to robust policing, during peak problematic times, in relation to certain types of anti-social or criminal behaviour which often act as a precursor to violence;

The offences of using obscene profane language in the street;
Throwing bottles/litter etc.;
Wilfully Obstructing the Highway;
Section 5 Public Order Act 1986;
Urinating in the street.

Details of the offender can be recorded on a database, they are warned and should they be warned again for these offences in next 6 months a prosecution will follow. The intelligence is also used to pursue ASBO’s and Acceptable Behaviour Contracts (ABCs). (See Surrey Street Standards.)

Interventions

CCTV – fixed at strategic locations. Consider deployment of a member of police staff or a police officer to local authority/contracted CCTV control rooms at peak times to assist in directing resources, or create a direct link to Police CCTV control rooms, by image and police radio network.

CCTV – Mobile systems. With permanent stanchions put in place to receive operational mobile CCTV units, in order to effectively respond to any displacement of criminal acts caused by fixed CCTV. The stanchions can also house dummy cameras. (Contact details at rear of this guidance for further information.) (See East Manchester New Deal for Communities).

A combination of high profile patrols, CCTV and improved lighting along specific routes out of the area could create a ‘safe route’, which should be well marketed.

Deployment of bus marshals/taxi marshals at designated taxi ranks and bus stations at peak times.
Temporarily create a pedestrian zone surrounding the high concentration of night time economy premises and ensure resources are dedicated to police this area, i.e. parking attendants, traffic wardens, police. This will provide for a safer egress by revellers and prevent disputes over passing taxis.

Food Outlets. Local authority to offer incentive for food outlets (mobile or resident) on egress routes with little or no provision. This will encourage the dispersal of groups competing for the same food.

For major pre-planned public events use mobile triage/A&E centres within the event area. Staff from local A&E can be employed to reduce the use of hospital and ambulance resources and reduce the deployment of police staff to violent incidents at A&E. Used in collaboration with high visibility policing around the immediate area, you reduce opportunities for police/ambulance staff being at risk of assault due to isolation. (See contact details at rear regarding further information on this initiative from South Wales Police, Swansea.)

Taxi ranks. If more than one rank, ensure they are equidistant from the night time economy but distinct from each other to ensure dispersal of large groups competing for same transport. The designated taxi ranks, should be away from other transport infrastructure. i.e. bus stations to ensure dispersal of large groups. There maybe other factors which need to be considered when looking at taxi rank placements, for example are the new locations suitable for shoppers during the day. These will be matters for local debate.

Buses. In conjunction with the Local Transport Executive, ensure public transport provision is in place for peak times, either subsidised by licensee forums, CDRPs or at normal rate. Consider a cash free bus, where tickets are purchased in clubs and buses are chartered by licensee’s forum. Police the transport system with police, PCSO’s, town wardens, Special Constables or other ‘capable guardians.’ www.nightsafe.co.uk (Suffolk Constabulary).

A capable guardian is anything, either a person or thing, that discourages crime from taking place. These can be formal or informal.

Some examples of capable guardians:
- Police patrols
- Security guards
- Neighbourhood Watch schemes
- Door staff
- Locks
- Fences
- Barriers
- Lighting
- Alarm systems
- Vigilant staff and co-workers
- Friends
- Neighbours
- Close Circuit Television (CCTV) systems
Some of the guardians are formal and deliberate, like security guards; some are informal and inadvertent, such as neighbours.

It is also possible for a guardian to be present, but ineffective. For example a CCTV camera is not a capable guardian if it is set up or sited wrongly. Staff might be present in a shop, but may not have sufficient training or awareness to be an effective deterrent.

(See Crime Reduction Website for expanded explanation.)

**Prevention/Deterrent**

- Refuse collectors deployed at peak times to remove litter capable of becoming a weapon, i.e. discarded bottles. It also has additional benefits of providing further capable guardians at peak times.

- Secure glass and bottle banks and high profile promotion of the same. Also use on approaches to pre-planned public events.

- Staggered closing times of public houses – minimising the number of people competing for the same transport and food outlets.

- Taxis – Local CDRP budget can be used to subsidise locally registered taxis for installing CCTV in cabs. Media campaign to promote use of taxis with CCTV and licensees forum agreements to only recommend or advertise taxis with CCTV. The subsidy has a two fold effect; firstly it provides an incentive for taxi drivers to install CCTV and make it safer for passengers and themselves, but also encourages taxis to register in your local area thus providing more local taxis to help manage the egress from town centres at peak times. Taxi licensing policy will have to be linked as some authorities limit the number of taxis they will register.

- Employ a high profile ‘capable guardian’ (e.g. taxi warden or bus inspectors) to provide an authority figure at this pinch point whilst co-ordinating egress by taxi or bus. In some areas this task is given to the door staff of licensed premises. If no capable guardian, use railings at waiting point to encourage some order. The railings should clearly identify front of queue. Taxi ranks should be sited under cover of CCTV. (Consider conflict resolution training for taxi wardens/bus inspectors.)

**Inside licensed premises**

**Enforcement**

- Routine visits to ‘hot spot venues’. Overt video recording inside premises by police or local authority licensing officers, obtaining accurate/visual evidence of drunken, quarrelsome behaviour, apparently underage customers, poor management etc. This footage can be used to confront licensees, door supervisors and area managers with evidence of poor practice, as well as evidence for any prosecution.

- Joint visits with the Fire Service, Environmental Health Officers, local authority licensing officers regarding compliance with relevant legislation, i.e. fire escapes, door staff registration and licensing conditions.
Provide a ‘Quality Charter Mark’ to set the standards for licensed premises. These standards should be set by the industry, local authority and Police to ensure the concerns of all parties are addressed. Have regular checks on these standards by the appropriate agency and convene regular partnership meetings to look at the overall standards of compliance. Those attaining the standards can have a charter mark to advertise this level of quality as an incentive to attract custom. (See Bed:Safe Charter.)

The aforementioned should be in conjunction with an advertising campaign for promoting the use of premises with the charter mark. Premises whose standards were below those set in the charter would have the charter mark removed should they fail to raise standards. As a consequence of regular checks, in conjunction with hot spot intelligence, the worst performing licensed premises should become a priority for targeted intervention by the authorities.

Consider the use of local authority Health and Safety Inspectors to reinforce crime reduction advice given to licensees, if the advice offered was as consequence of series or serious crimes involving actual risk of injury to person in licensed premises (including staff). An innovative project in the London Borough of Camden saw council Health and Safety officers working with the police crime prevention staff to use Health and Safety powers to design out crime at retail premises where staff had been violently assaulted during the course of a robbery. Modest improvements that can act as a deterrent, such as modifying the counter, adjusting CCTV and repositioning door signs, have been secured therefore improving the safety of the workplace and reducing crime. There is no reason why the use of these powers cannot be used where threats to staff and customers in licensed premises can be demonstrated due to series or serious crimes.

The use of passive drugs dogs at queues for clubs and pubs and within premises subject to concern. This will act as a deterrent to potential drugs dealing that could act as a precursor to more serious violence over drug dealing territory.

Interventions

Serviceable CCTV installed in consultation with the local crime prevention officer, as part of licence conditions. This should be adopted for any new application or amendments to current licenses.

Night Net Radio/paging systems for all pubs within close proximity or in areas of licensed premises saturation. These systems should be directly linked to the police. This enables the passage of real time information regarding ongoing problems or troublemakers likely to warrant police response prior to any escalation or where it is likely to impact on neighbouring premises. (Can be licence condition.)
Prevention/Deterrent

- Safety glasses or plastic glasses and bottles. No glass bottles over counter. Licensees encouraged to use safety glasses and not to pass bottles over counter. Safety glasses shatter on impact similar to a car windscreen, thus rendering it useless as a weapon. If licensees were to create a forum, there is also an opportunity to buy the glasses in bulk, possibly with subsidy from CDRP to keep costs to a minimum. Use of the glasses can be subject to Public Entertainment Licence condition.

- Door staff to wear high visibility jackets and registration badge/photo ID. This will reduce their anonymity, provide the appearance of visible capable guardians to those on the street and inside premises, thus creating a feel safe factor and deterrent to potential offenders.

- Discourage irresponsible happy hours and drinks promotions that could be construed as encouraging people to get drunk, which in turn has implications for allowing drunks on licensed premises and serving drunken people. Regular visits to licensed premises during such promotions and filming/recording drunken behaviour or poor management could act as a deterrent. (See protocols used by Lancashire Police with licensees.)

- Toilet attendants or CCTV in communal toilet areas. Toilet attendants provide authority figures in toilets as well as other hygiene/washroom-related services. This will deter offences of violence, and provide real time information to door staff of suspicious gatherings of groups in cubicles associated with drug taking or dealing. Toilet attendants should have real time communications with door staff for them to report ongoing incidents and potential violence in toilets before it happens.
Victim

Enforcement

- Referral schemes for victims of crime whose drunkenness may have been a contributory factor to their victim status. This is particularly relevant for repeat victims who demonstrate a pattern of being a victim whilst intoxicated, in order to address any underlying issues and break the victim cycle.

- Polaroid or digital camera evidence should be obtained and corroborating notes should be made of injuries sustained by victims. This initial evidence could be crucial at a later date should a prosecution take place without the victim’s consent.

Interventions

- Involve NHS/Primary Care Trusts (PCT) in intelligence gathering. There is potential for a great deal of violence to go unreported, other than at the local A&E or GP surgery. Consider a free phone direct line for victims at A&E to speak to police. Agree a Protocol with NHS/PCT for them to ask victims a standard pre-set questionnaire relating to injuries sustained in assaults. This information can be sanitised to be data protection compliant with the victims’ personal details removed, but leaving intelligence on the location, time, weapons etc. This will provide more accurate information for tasking and co-ordinating. Data exchange protocols with the NHS or PCT will be a matter for local consultation. (See TASC project South Wales Police.)

- Licensees can be victims in terms of damage to property, reputation and livelihood. The creation of a licensees forum can provide a strong voice to the local authority, police and the alcohol industry, over issues of concern for licensees. These forums can be used by the authorities to promote best practice and new initiatives from the drinks industry, CDRPs and police. Given appropriate protocols and safeguards, information on offenders can be passed to members of the forum as a tool to prevent crime and disorder. The Bedfordshire Police, B.A.N.D project works on the principle that a suspect arrested for pre-determined offences will be issued with an interim ban from all participating licensed premises. The case is then reviewed by the licensee’s forum who vote to decide whether to impose a 12-month ban based on democratic voting. If no ban is imposed, the interim ban is lifted.
Pubwatch – clubwatch schemes. – Consider the CDRP funding for managing the administration. This will maintain consistency and sustain the scheme. Assistance setting up a pub watch scheme can be obtained by writing to National Pub Watch, 17 Chace Ave, Potters Bar, Herts, EN6 5LX.

Prevention/Deterrent

- Media/Marketing campaign to target potential victims, heightening their awareness of risks associated with drunkenness, binge drinking, spiked drinks etc. Also advice on safe routes home, taxi schemes and buses. Social norms marketing techniques, encourage people to engage in harm reducing behaviour, tried with great success in the USA. The technique offers crime reduction advice without increasing the fear of crime. (See GMP City Centre Safe.) & (South Wales Police Campaign.)

- Victim support referral for all victims, increasing confidence in support mechanisms therefore increasing the likelihood of the victim supporting a prosecution and assisting the police and Criminal Justice System.
Enforcement

- Make more use of Section 6 of the Licensing Act 1902, which allows for any individual who has been convicted of **offences related to drunkenness** three (3) times in the last 12 months to be banned by the courts from buying alcohol from **ANY** licensed premises for three (3) years. (The Licensing Act 2003 will update the language of the 1902 Act, referred to above, once the provisions come into force.)

- Make more use of exclusion orders. The Licensed Premises (Exclusion of Certain Persons) Act 1980, notes that; following a conviction for an offence committed on licensed premises, involving violence or threats of violence, the court can make an order prohibiting the person from entering those premises and any other specified licensed premises.

- Anti-social behaviour orders (ASBOs) and acceptable behaviour contracts can be used to tackle aggressive and drunken forms of anti-social behaviour, particularly in residential areas and town centres. An ASBO can prohibit a person from undertaking anti-social acts, from entering specific areas or premises, and from associating with particular people. Interim orders provide swift protection prior to the full order being made.

- ASBOs on conviction under Section 1C of the CDA (which have the same effect as ASBOs) can be imposed after an offender has been convicted and sentenced for an offence. Whilst the defendant is awaiting trial it is important that their behaviour is managed using bail conditions.

- Familiarise yourselves with new anti-social behaviour legislation, which albeit not fed back as best practice, could complement the aforementioned. ([www.together.gov.uk](http://www.together.gov.uk)).

- Forces should have a policy of positive action for low level public disorder. This will re-draw the threshold of what is acceptable behaviour within the night-time economy. This has to be policy to ensure consistency and drive home the message to those visiting the area.

- Licensees and door staff can be offenders. There should be provision of a proactive licensing team to deal with problems associated with the premises or its management. This team will develop the high degree of expertise required to effectively tackle the underlying causes of problems at licensed premises. Continuity of staff also provide for improved relationships and consistency.
Police should have minimum standards of investigation and recording for assaults and violent crime. The accurate recording of alcohol related violence together with making links to any specific licensed premises is vital for evidential purposes and tasking and co-ordination. Information regarding specific premises should be shared with local authority officers who are also likely to be gathering intelligence for licensing purposes.

Police should have a policy of victimless prosecutions where admissible evidence is available, i.e. CCTV, showing disorder peripheral to an assault where the victim will not prosecute. The proactive use of bail conditions should become the norm and evidence should be provided to the courts of the negative impact to the community the drunken behaviour is having, in support of the request for bail conditions. A CPS and Police policy is required to ensure a corporate approach to prosecution in a set area irrespective of the severity of the offence, taking into account matters of local interest.

Test purchase operations should be conducted at on and off licensed premises, including supermarkets, by the local authority trading standards officers, based on intelligence of under age sales. (As permitted by s31 of the Criminal Justice and Police Act 2001.) Section 149(2) of the Licensing Act 2003 will allow test purchasing, once the provisions come into force.

Introduction of a tamper proof wristband to be issued to youths who can prove their age by passport/photographic driving licence or other trusted means. If all licensed premises operated the scheme, this would act as a vehicle for other pubs/clubs to only allow entry to adults and reduce opportunity for under age drinking inside licensed premises.

Make use of the new fixed penalty notice offences, such as drunk and disorderly, buying alcohol for under 18s, drunk in the highway, section 5 public order and wasting police time, giving a false report. (CJPA 2001, section 1)

**Interventions**

Post Arrest Support teams should be employed to deal with offences involving the night time economy. The rationale is two fold; firstly to keep the high visibility patrols on the street and secondly to ensure a thorough investigation likely to lead to a conviction.

A comprehensive licensing database needs to be established to monitor licensees, licensed premises and registered door staff. The intelligence in this system will be invaluable in monitoring the movement of rogue door staff from one premises to another. **Every action** involving that premises would be recorded, creating a wealth of evidence when considering prosecution/action/review with regional managers. Currently licensee’s and door staff may be informally advised regarding breaches of law by numerous people but with no co-ordination. The recording of **all actions** will provide a holistic view.

Creation of a generic, comprehensive feedback sheet for officers employed on initiatives within the night-time economy during peak demand. These should be fed to the licensing team. This will provide a holistic view of occurrences during the given period and could influence the next tasking and co-ordination.
The creation of a dedicated telephone number for the public to phone the police and confidentially report under age sales of alcohol by both on and off licences. This information can be activated jointly by police and local authority trading standards officers.

Prevention/Deterrent

- News of convictions should be publicised internally and locally, in newspapers, local radio and internal communication mechanisms. This will act as a deterrent to others and a re-assurance to the community that the authorities are taking the matter seriously and a source of motivation for staff who will see the benefits of any initiative.

- Promotion of ‘No ID no entry’ theme, backed by a divisional policy of the prosecution of licensees found to have more than a set amount of under age drinkers

- Development of alcohol arrest referral scheme. Work with NHS/PCT to develop an intervention programme delivered by the Community Action Teams. Seek co-operation of the CPS and defence solicitors to utilise the system in the criminal justice system aimed at reducing offending. (See contact details for Dudley Community Action Team.) & (See Web page for Services in West Midlands Police.)
## Contact details regarding Alcohol related crime Tactics

<table>
<thead>
<tr>
<th>Name</th>
<th>Contact Details</th>
<th>Project / tactic</th>
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