

TILLEY AWARD 2004

PROJECT TITLE:

BOOZEBUSTERS

CATEGORY:

CRIME AND DISORDER REDUCTION

FORCE:

FIFE CONSTABULARY

ENDORISING CHIEF OFFICER:

**DERRICK SCOUGAL
DEPUTY CHIEF CONSTABLE**

CONTACT DETAILS:

**FRASER LAIRD
COMMUNITY OFFICER
POLICE STATION
2 HOLYROOD PLACE
DUNFERMLINE
FIFE
KY12 7PA**

TEL: 01383 318729

SUMMARY

BOOZEBUSTERS is an excellent example of a community addressing a problem, in this case under-age alcohol abuse, using local resources and a multi-agency approach.

The Project was borne from the frustration of local people, who felt that nothing was being done to tackle the problems of alcohol abuse and the subsequent results, such as street disorder and vandalism.

Key members of the community including Police, local elected members, Dunfermline Local Health Care Co-operative Workers and Licence Holders met and decided to tackle the problem. At this inaugural meeting they decided to form a Project Team, which would operate in the Abbeyview area of Dunfermline under the name of "BOOZEBUSTERS".

To date, the Project has been sub-divided into four Phases, each following on from the one before after careful evaluation. Costs thus far have been £4,000 funded from Health, Locality and Regeneration budgets.

Various alcohol issues ranging from under-age drinking, consumption of alcohol in public places and the purchase of alcohol for persons under the age of eighteen years of age have been addressed.

A multi-agency approach has been paramount in dealing with these problems involving some agencies, which have not worked together before.

The object of the Project was twofold, firstly to tackle health issues within the target area and secondly, to address crime issues directly affecting members of the public.

It was felt that, if the supply of alcohol could be restricted before young people were able to consume it, then much of the subsequent crime could be avoided. Coupled with this, it was decided that, without follow-up information and advice for the young people, enforcement was not effective. Further, it was vital that Licence Holders could count on support from the Project, in particular from the Police.

The impact on the problem has been seen on the streets of the target area where notably, instances of youths consuming alcohol on the streets has visibly reduced to the point that many areas have reported that it has stopped completely. On a wider scale, young people in the area are now more aware of the dangers of over-indulgence of alcohol and the damage that it can do to their bodies. Key to this success was the drama production, which used students not much older than the target group, where the message was conveyed in a light-hearted manner but with a serious message.

INTRODUCTION

The City and Royal Burgh of Dunfermline is situated in the southwest of the county of Fife and is a large and thriving area.

The Abbeyview area lies to the east of Dunfermline and underwent major redevelopment during the 1950s and 1960s. The population at the 2001 census stood at 8,758 with approximately 75% living in private, mainly ex-Local Authority housing.

In contrast to the rest of Dunfermline, the area has been severely blighted by a decline in the manufacturing and coal mining industries.

The area has been designated as a Regeneration Area and a large amount of work is under way to transform it, including demolition of unpopular flats and large environmental works.

BACKGROUND TO THE PROBLEM

This problem was identified in a variety of ways as follows:

Community Intelligence

Regular contact was maintained with the residents of Abbeyview by a series of well-established methods, e.g.

- Police Surgeries
- Community Council Meetings
- Residents Groups
- Neighbourhood Watch Committees

Concerned residents had detected an increase in anti-social crimes such as vandalism, assault and street disorder and turned to the Police for help. At the same time, local workers from the Dunfermline Local Health Care Co-operative had noticed an increase in the amount of people under 18 who were abusing alcohol in the area.

Elected Members

Local Councillors covering the area were also being approached on a regular basis by dissatisfied members of the public who were of the opinion that nothing was being done to resolve the problem.

Health Issues

Health inequalities were identified in the Dunfermline area and it was found that persons residing in the Abbeyview postcode area showed higher rates of premature death and coronary heart disease than those in the rest of Dunfermline. Teenage pregnancies were also particularly high in the area.

Crime

Local intelligence indicated that shops in the Abbeyview area were selling alcohol to persons under 18 and, as such, it was decided to target this. Crime figures for the area showed that a

high proportion of anti-social crimes were being committed by persons under 18 who were under the influence of alcohol.

LOCAL LICENCE HOLDERS

Local Licence Holders operating in the Abbeyview area were also consulted and asked a series of questions relating to problems experienced within their shops on a day-to-day basis. This information was vital for two reasons, firstly to show that the Project was there to support them when required and secondly, to broaden its direction.

APPROACH

Key members of the community decided to hold a meeting to address the problem, which, it should be noted, was not peculiar to the Abbeyview area but was being experienced throughout the country. The following partner agencies were involved from the start and continue to work together to this day:

- Police
- Community Education
- Elected Members
- Fife Primary Care NHS Trust
- Local Office Network
- Local Licence Holders
- Fife's Drug and Alcohol Action Team

At this inaugural meeting it was decided that the Project required a name and, after much deliberation, the choice was -

"BOOZEBUSTERS"

Clearly defined aims and objectives were identified from a health perspective, as well as a crime perspective as follows:

- 1. Reducing the risks for young people who are drinking.**
- 2. Improving the health and well-being of the community in general.**
- 3. Engaging with young people with a view to develop useful activities.**
- 4. Reducing the fear of crime.**
- 5. Reducing the instances of alcohol-related crimes.**
- 6. Reducing "binge" drinking.**
- 7. Reducing the sale of alcohol to persons under 18.**

8. Providing support for local licence holders.

9. Raising the awareness of the problem on a local, national and international level.

A clear mission statement was also agreed as follows:

“To address the issue of under-age drinking by focussing on cutting off the supply of alcohol to youngsters from both the licensees and those over the age of eighteen who purchase and supply alcohol to youngsters.”

METHODOLOGY

The Project has been operational for three years and is sub-divided into four clear Phases, each one different to the next. It will become apparent that, by application of SARA principles during each Phase, the following one is driven and controlled by the previous one. This clearly demonstrates that BOOZEBUSTERS is an ongoing Project with the ability to change to address a particular community need.

Phase One

The information collated locally was analysed thoroughly and it became apparent that a number of shops were selling alcohol to persons under 18; these shops then became “target shops”.

All licensed premises in Abbeyview were visited by Community Officers and provided with a package containing window stickers, posters and till stickers. Each licence holder was spoken to and reminded of their obligations under current licensing laws and made aware that a period of enforcement would begin shortly thereafter.

A community resource known as the "MAKING THE CONNEXIONS" bus was utilised, staffed by member partners and visited a number of Secondary Schools, Colleges, Supermarkets and Community Groups to raise awareness of the Project. Questionnaires were completed and used to form part of the final analysis for Phase One.

The results of the enforcement campaign were as follows:

- 23 people charged with consumption of alcohol in a public place.
- 4 people charged with purchasing alcohol for persons under 18.
- 140 people stopped and searched.

At the end of Phase One all licensed premises were revisited and asked to complete a Questionnaire designed to calculate the efficiency of the literature handed out previously.

In general, the opinion of the License Holders was that the Project had been successful with many reporting that they found it useful to have Police-supported literature to which to refer when dealing with potential problems. A significant number stated that they would like to see the Project continue and were encouraged by the fact that the Police were supportive and actively seen to be taking action against offenders.

Phase Two

Phase Two was initiated in 2002 and a decision taken by the group to target Primary 7 pupils. Information gleaned from the Community Officers working in the area indicated that persons of this age were being found on the street with older youths and were coming under considerable peer pressure to try alcohol; therefore, it could be reasonably assumed that here was a group who had the potential to become the next generation of drinkers.

At the same time the Project had formed the opinion that the literature and posters distributed to the Licence Holders was not particularly effective in promoting the message. A decision was taken to hold a Poster Competition for Primary School pupils. All four Primary Schools in Abbeyview were visited by Community Officers and asked to take part. The remit was simple - the posters were to be colourful, to the point and to promote a message that it was illegal to purchase alcohol for persons under 18.

The response was overwhelming with all schools taking part and producing a high standard of entries. Eventually a winning poster was chosen from each school and a winner picked from these by Jimmy Calderwood, Manager, Dunfermline Athletic Football Club. A prize-giving ceremony was held at the winning school, attended by Jimmy Calderwood and the local Press, where the runners-up received a CD player donated by Asda and the winner a day out at East End Park, Dunfermline Athletic Football Club and the opportunity to be the club mascot on a match day.

The winning entry was printed on 50,000 flyers and posters, which were then distributed to all the licensed premises. A number of mouse mats were also produced and distributed to local Schools, Colleges and Community Centres.

To complement the new poster, 30,000 flyers were also produced, designed by the Health Promotion Department of Fife Primary Care NHS Trust and funded by the Portman Group. These flyers were distributed with the posters and were designed to be given to each person making a purchase of alcohol from shops. It was hoped that this would further promote the message and reinforce the fact that, to purchase alcohol for persons under 18, was a criminal offence.

During this period the Project was visited by several noteworthy guests including the Chief Constable of Fife, Peter Wilson; MSP, Scott Barrie and MEP, Catherine Stihler who all commented favourably with regard to the achievements of the Project thus far.

In November 2002 BOOZEBUSTERS was invited to give a presentation to the Fife Alcohol Forum in recognition of it forming part of the Fife Alcohol Action Plan as an example of good partnership working. This led to an invitation to carry out the same presentation to representatives from the Licensed Trade Associations, Licensing Boards and elected members at the national SERVEWISE conference in Edinburgh, where a copy of the first Project Evaluation was presented to the secretary of the Nicholson Commission.

Phase Three

Phase Three clearly leads on from the evaluation forms completed in Phase One by Secondary School pupils, which showed that the vast majority of these pupils were either drinking on a regular basis or had consumed large amounts of alcohol at some time. Many of the children sampled had no idea of the dangers of drinking, either to their health or the potential risk of becoming involved with the Police after consuming such amounts of alcohol. Second year pupils were the targets on this occasion as the information gained from the questionnaires was backed up by local knowledge from the Community Officer working in the area and information gathered from Community Meetings and Police call cards.

Member partners met and decided that the normal method of Police Officers visiting the schools to talk to the children was not working and that an alternative method was required. In consultation with Fife College, a plan was devised to carry the message into the schools,

not preach to the pupils, but instead, raise their awareness of the dangers to their health and the consequences of becoming involved with the Police could have on their futures.

It was decided to visit each school with a short drama production followed by interactive workshop sessions between the pupils and member partners. Fife College students were given a remit to produce a drama, which would tackle the following issues:

Under-age drinking.

Asking persons over 18 to purchase alcohol.

Excessive consumption of alcohol.

The dangers of over-indulgence of alcohol.

The effects of future career prospects if caught by the Police.

Peer pressure.

The law relating to alcohol.

The drama was to last no longer than twenty minutes and be light-hearted but with a positive and serious message. Project members were adamant that the drama should be delivered by students as close to the age of the audience as possible so that they could identify with them and not feel that they were being “preached to”.

Six clear objectives were set out as follows:

- 1. To develop a working paper on the proposal.***
- 2. To put together a Multi-agency/Multi-disciplinary Group to drive the Project forward.***
- 3. To work closely with local community Secondary Schools including direct work with relative internal departments.***
- 4. To work closely with Fife College, Theatre and Arts Department to support production of a drama presentation for the local Secondary Schools.***
- 5. To collect and distribute promotional materials and information relating to alcohol in Fife.***
- 6. To collect and evaluate information, case studies and life experiences of young people and alcohol-related issues.***

This drama was taken into three Secondary Schools in the area with back-up from member partners and a number of services not used before, such as Dunfermline Athletic Football Club Community Team and Alcohol Abuse Workers.

Informal Workshops, held directly after the drama, provided an opportunity for the pupils to interact with many services including students who had taken part in the drama and others with whom they might not normally have the opportunity to speak. This provided a large amount of information, which was used to form the basis for the latest Project Evaluation.

Phase Four

The current phase of BOOZEBUSTERS began in March 2004 and involved an Enforcement Campaign designed to run concurrently with the Substance Misuse Theme for the month of March, covering the West Fife, encompassing three Police beats and utilising plain clothes and uniformed Officers.

The intention is to target those who purchase alcohol for persons under 18, as well as those who consume alcohol in designated public places. It is envisaged that, by seizing the alcohol before it is consumed by the young people, the subsequent offences such as vandalisms, assaults and other anti-social acts can be reduced, thereby improving the quality of life for members of the public whose lives are blighted by these increasing crimes.

EVALUATION

Phase One - Licence Holders

Licence Holders were revisited after Phase One enforcement and asked to complete an Evaluation Questionnaire, which permitted detailed analysis of the Project. In general, they were of the opinion that the Campaign was very successful and made them feel as though the Police were taking an interest in them and the problems, which they experience on a day-to-day basis. Some of their comments are as follows:

- ❖ "I WOULD LIKE TO SEE IT REPEATED EVERY TWO MONTHS."
- ❖ "IT WAS GOOD TO HAVE THE BACKING OF THE POLICE AND THE POSTERS."
- ❖ "IF YOU TELL PEOPLE THEY FORGET, IF YOU GIVE THEM SOMETHING THEY REMEMBER."
- ❖ "OUR SHOP HAS BENEFITTED FROM THE INVOLVEMENT OF THE POLICE."

When asked if the Project had been a worthwhile venture:

- 13 stated that it was.
- 2 thought it was not.
- 1 was undecided.

Phase One - Young People

Young people spoken to in Phase One filled out a total of 114 questionnaires, enabling the following information to be gathered and analysed:

- 25% of those spoken to indicated that the Project had made them think differently about the dangers of alcohol with respect to health.
- 39% stated that BOOZEBUSTERS had provided them with new information about liver damage, lasting harm and the length of time it takes for the body to rid itself of the excesses of alcohol.
- 4% had heard of the Project prior to the visit.

When asked why they consumed alcohol the responses were varied and extreme, some of which are as follows:

- ❖ "BECAUSE IT IS COOL."
- ❖ "TO FEEL GROWN UP."
- ❖ "TO GO ALONG WITH FRIENDS."
- ❖ "IT'S EXCITING."

When asked why it was felt that the Project had not made them think differently some of the answers were as follows:

- ❖ "I ALREADY KNOW THE EFFECTS."
- ❖ "WE'RE TOLD THE SAME THINGS OVER AGAIN."
- ❖ " I KNEW MOST OF THE THINGS THAT COULD HAPPEN, SO IF YOU ARE CAREFUL AND WATCH OUT IT'S NOT SO BAD."

It is quite apparent that peer pressure and the attractions of the unknown play a large part in the behaviour of those spoken to.

Phase Two

The response to the Poster Competition was overwhelming with approximately 300 posters being submitted for judging. This quite obviously made the selection process very difficult with many posters attaining a very high standard, meeting and, in some cases, exceeding the criteria required.

It was interesting to note that many of the posters specifically contained "brand references" such as Budweiser, Buckfast, Tennents and Hooch. This was something that was not anticipated by the Project, but demonstrated how aware of alcohol and its related issues the Primary 6/7 age range is. Indeed, the eventual winning poster has a clear reference to Alcopops, the media-adopted name for fruit flavoured alcoholic drinks aimed at young people.

At the Prize-giving Ceremony more than 150 Primary 6/7 schoolchildren were addressed by Dunfermline Athletic Manager, Jimmy Calderwood, who introduced the previously untried aspect of sport and alcohol, something that would be further explored in Phase Three with the informal Workshop Sessions. This worked extremely well with this age group and proved a useful vehicle for delivering the message in an informal manner.

The reaction from the majority of Licence Holders to the new posters was very good with only one of the sixteen "target shops" deciding not to use them. The flyers proved to be very successful with fourteen of the "target shops" running out within two weeks, some of the comments on the posters and flyers being as follows:

- ❖ "I THINK THAT THE POSTERS SHOULD BE MADE MUCH BIGGER TO COVER THE WINDOW OF MY SHOP."
- ❖ "SOME SAID THAT THE FLYERS WERE USEFUL – A LOT OF ADULTS DO NOT KNOW THAT IT IS AGAINST THE LAW."

- ❖ "I GAVE THEM TO EVERYONE, ALL AGES."
- ❖ "IT SHOWED THAT WE WERE NOT GOING TO SELL TO UNDER-AGE PEOPLE."

Phase Three

573 school pupils completed an Exit Questionnaire allowing the Project to gather the following important information:

- 93% thought the drama was good to excellent.
- 7% thought the drama was poor to fair.
- 87% stated the drama had highlighted issues associated with under-age drinking.
- 90% stated the drama had helped them to be more confident when dealing with situations where alcohol is available.
- 29% requested more activities for young people.
- 24% requested more alcohol services for young people.
- 24% requested a telephone hotline.

Some comments noted from the pupils are as follows:

- ❖ "IT MAKES THE SITUATION REAL, THAT PEOPLE REALLY CAN DIE FROM DRINK."
- ❖ "IT MAKES YOU HAVE A WHOLE DIFFERENT VIEW TOWARDS DRINK."
- ❖ "IT TOLD US THAT YOU DON'T HAVE TO DRINK TO HAVE A GOOD TIME."
- ❖ "I COULD IDENTIFY WITH THE CHARACTERS AS THEY AREN'T MUCH OLDER THAN US."
- ❖ "THEY WEREN'T TELLING YOU "DON'T DO THIS, DON'T DO THAT", THEY WERE SHOWING YOU THE CONSEQUENCES TOO."

In conclusion, the Project met all six of its initial objectives. The Multi-agency/Multi-Disciplinary Group worked harmoniously and, at times, outside their more obvious roles, for example, Fife Constabulary provided transport for the students.

The Project established a good working relationship with Fife College, which resulted in the production of a well-received, relevant drama as part of an innovative alcohol awareness session. This experience also enabled the participating students to fulfil a very important part of the criteria for their own qualifications, whereby they must carry out a certain amount of work in the community.

Good working relationships were developed with the participating schools and the Project was particularly pleased to have the opportunity to work with one school where this was the first time an outside agency had been given the chance to deliver this type of session to pupils. The Project succeeded in distributing good quality materials to pupils and gathered valuable insights to the life experiences of young people in the Dunfermline area.

Finally, the sessions were enjoyable and of great value to the majority of pupils who participated and were successful in meeting their broad aim of raising awareness of the issues relating to under-age drinking with young people of ages twelve to thirteen.

Phase Four

Final evaluation of Phase Four is not yet complete due to time constraints, however early figures show that the following took place:

- 3 Licence Holders charged with selling alcohol to persons under the age of eighteen years.
- 3 persons charged with purchasing alcohol for persons under the age of eighteen years.
- 77 persons charged with consuming alcohol in a designated public place.

STATISTICS

The following crime figures have been collated for the duration of the Project thus far and have been broken down into one-year periods.

01/02/2001 - 31/01/2002	
Assault	102
Malicious Mischief	6
Vandalism	211

01/02/2002 - 31/01/2003	
Assault	96
Malicious Mischief	3
Vandalism	280

01/02/2003 - 31/01/2004	
Assault	137
Malicious Mischief	1
Vandalism	320

It can be seen that assaults in the target dropped have dropped by 6% by year two but then rose by 36% the following year.

The national trend, which shows an increase in vandalism year-on-year is mirrored here, however, notably, figures for malicious mischief have reduced against this trend.

The rise in the vandalism and assault figures maybe attributed to a number of factors as follows:

- More efficient crime recording methods.
- Numerous properties in the area lying vacant awaiting demolition.

- An increase in "new build" resulting in unattended and vulnerable building sites.

The following figures relate primarily to alcohol-related issues:

- **Persons charged with consuming alcohol in designated public places**

01/02/2001-31/01/2002	4
01/02/2002-31/01/2003	5
01/02/2003-31/01/2004	9

- **Persons charged with acting as agents purchasing alcohol for persons under eighteen years of age**

01/02/2001-31/01/2002	3
01/02/2002-31/01/2003	0
01/02/2003-31/01/2004	4

- **Licence Holders charged with selling alcohol to persons under eighteen years of age**

01/02/2001-31/01/2002	2
01/02/2002-31/01/2003	0
01/02/2003-31/01/2004	0

The rise in the consumption of alcohol in designated public places also includes those over 18, but shows that an increase in Police activity with respect to this crime has resulted in an increased detention rate accordingly.

The reduction in the amount of Licence Holders being charged is a clear indication that the enforcement campaigns have had an impact in this area with many Licence Holders becoming aware that the Police, although supportive, will also take firm and positive action where evidence exists. This has led to a number of shops imposing a strict

NO SALE OF ALCOHOL TO PERSONS UNDER THE AGE OF TWENTY-ONE YEARS

Policy, which can only be seen as a positive development and a clear intention to work alongside the Project.

FUTURE OF BOOZEBUSTERS

BOOZEBUSTERS has received an invitation from the World Health Organisation to give a presentation at its 18th World Conference to be held in Melbourne, Australia in April 2004 in recognition of its good working practices and sustained partnership working with member partners. As a result of this, two members of the group have secured the necessary finances to attend and promote the good partnership working which exists in the group on a worldwide stage. It is the intention that those attending will also collate information from similar Projects operating in other countries and use this to drive the BOOZEBUSTERS Project forward.

A Project website is under construction which will provide young people with access to alcohol information and allow them to interact with the group through an open forum discussion page. Relevant agencies offering assistance with alcohol-related problems will also be found on the site.

The Project intends to produce its own publicity materials aimed at young people, written by young people, detailing alcohol-related issues to be distributed to Secondary Schools.

Interest has been shown in the Project from other parts of Fife and South Edinburgh, which demonstrates the ability for it to be transferred in part, or in its entirety, to other areas with similar problems. To date, the Fife towns of Glenrothes and Kirkcaldy are operating variations of the BOOZEBUSTERS theme and have adapted parts of it to suit their respective needs.

The drama production is to be rolled out to other parts of Fife with several Secondary Schools in the area making enquiries and requesting it be staged at their respective schools. Fife College are interested in including the BOOZEBUSTERS drama as a permanent part of the curriculum because of its obvious benefits to students and school pupils alike. It is also the intention to have a future performance of the drama video-taped so that it can be distributed to schools in other areas of the country.

CONCLUSION

It can be seen from the statistics that an impact has clearly been made on local Licence Holders, which bodes well for the future. It is more difficult to change a well entrenched culture of alcohol abuse in a three-year period, however inroads have been made with young people who are the future offenders.

From the outset the Project realised its limitations and planned accordingly, never taking on something that it could not finish satisfactorily and never over-stepping its limited resources. Member partners were well-aware that it would be impossible to produce impressive figures overnight, but were keen to make a start towards finding suitable methods for tackling this problem. It should also be noted that Abbeyview is no different to any other area in Scotland, or indeed any country in the world, the only distinction being that those residing in the area were prepared to do something about it.

To continue with the ethos of ongoing improvement and the ability to change at short notice to adapt to the needs of the community in which the Project operates, BOOZEBUSTERS will maintain addressing problems on a variety of levels by using the variety of skills and contacts held by all member partners.

Appendix 1

Boozebusters Poster



Appendix 2

Boozebusters Flyer



Appendix 3

Boozebusters Timeline

Boozebuster Timeline

- 13/2/01 First Meeting of Group
- 11/6/01 Press Release
- 18/6/01 Project Launch
- 18/6/01 Materials Distributed to all local shops
- 16/6/01 - 31/8/01 Enforcement
- 25 - 26/6/01 Connexions Bus
- 27/8/01 Revisit Shops
- 13/11/01 Draft Report Approved
- 21/1/02 Chief Constable Visit
- 3/3/02 Scott Barrie MSP Visit
- 8/3/02 Catherine Stihler Visit
- 11/3/02 Poster Awards
- 31/10/02 Presentation to Fife Alcohol Forum
- 11/11/02 Presentation to Servewise Licensing Event
- 11/11/02 Presentation to Problem Orientated Policing Awards
- 16/8/03 Abbeyview Fun Day
- 29/8/03 Meeting with Edinburgh SIP
- 1/10/03 Fife-wide Presentation at Police Headquarters

Appendix 4

Photograph from the drama presentation



Appendix 5

Photograph from the drama presentation

