

LICENSING COMMITTEE

(Licensing Act 2003 Functions)

Agenda Item 42

Brighton & Hove City Council

Subject: *Health Impact Assessment of Licensing*

Date of Meeting: *24 April 2009*

Report of: *Director of Environment*

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Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 A report was submitted to licensing members 27 November 2008 relating to work funded by the PCT and commissioned by the city council to appoint consultants to undertake a health impact assessment into flexible licensing hours in Brighton and Hove.

2. RECOMMENDATIONS:

- 2.1 That this report is noted.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Brighton & Hove City Council has been granted funding by Brighton & Hove Primary Care Trust and City Council Directorate of Public Health. Consultants chosen by competitive tender are Ben Cave Associates Ltd. who are experienced, specialist health impact assessors, recognised nationally and internationally.
- 3.2 Due to unforeseen circumstances there has been a delay in reporting this project. The consultants are seeking to retrieve raw material from the workshops in order to create a workshop report.
- 3.3 The revised timetable is to report to Licensing Committee on 25th June 2009. Officers will report verbally at the meeting concerning these difficulties, if required by members.
- 3.4 Indicators to be used in this study are:
1. Reduce impact on acute hospital
 2. Reduce public place violent crime
 3. Reduce domestic violence

4. Reduce alcohol related offending

- 3.5 A further interim report is appended and a final report is due at the beginning of May.
- 3.6 The health impact assessment may be used to inform statement of licensing policy, local alcohol harm reduction strategy, community safety, transport, tourism, economic development, community development and violent crime reduction strategies.

4. CONSULTATION

- 4.1 The steering group for the Health Impact assessment comprises: Cllr Carol Theobald, Cllr Jeane Lepper, Adam Bates, Linda Beanlands, The Healthy City's Manager, Jean Cranford, Barbara Hardcastle (PCT), Steve Hodson (ESFRS), Peter Mills (Sussex Police), Tim Nichols, Chris Owen, Chris Parfitt, Liz Rugg, Becky Woodiwiss (PCT), Mike Taggart, Graham Stevens, Chris Wilson, Nigel Liddell (Brighton Business Forum), Sussex Ambulance Service, Paul Iggulden and Erica Ison (Ben Cave Associates)

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 5.1 The full cost of delivering the report will be covered by the PCT funding of £34,000 already received by B.H.C.C.

Finance Officer Consulted: Karen Brookshaw

Date:

Legal Implications:

- 5.2 There are no direct legal implications.

Lawyer Consulted: Rebecca Sidell

Date:

Equalities Implications:

- 5.3 Alcohol related crime, violent offences and sexual offences are areas of concern nationally and for the city.

Sustainability Implications:

- 5.4 Business tourism is the fastest growing domestic market (reference Brighton & Hove Strategy for Visitor Economy 2008 – 2018)

Crime & Disorder Implications:

- 5.5 40% of recorded violent crime is alcohol related and Brighton & Hove is second highest to Hastings in the South East Coast strategic health authority (reference

Annual report DPH 2007). The Community Safety Strategy aims to reduce alcohol related anti-social behaviour.

Risk and Opportunity Management Implications:

- 5.6 No assessment has been made locally of the impact of the new licensing laws on health.

Corporate / Citywide Implications:

- 5.7 Alcohol related harm indicators for the city include alcohol related months of life lost, alcohol specific hospital admissions, and alcohol related crime.

SUPPORTING DOCUMENTATION

Appendices:

1. Flexible alcohol licensing hours in Brighton and Hove – Interim report

Documents In Members' Rooms:

1. None

Background Documents:

1. The Annual Report of the Director of Public Health 2007
2. Report to licensing committee 27 November 2008, Agenda item 23 Health Impact Assessment of Licensing.

APPENDIX 1

Interim Report:

Flexible alcohol licensing hours in Brighton and Hove Rapid assessment of health impacts

March 2009

Report Authors

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Contents Amendment Record

This report has been issued and amended as follows:

Issue	Revision	Description	Date	Signed
First	V1	For internal QA	20 th March 2009	Paul Iggulden Ben Cave
Second	V2	Issue for MT QA (JC, TN, TS)	27 th March 2009	Paul Iggulden

Prepared by	Ben Cave Associates Ltd
Commissioned by	Brighton and Hove City Council

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Introduction

In May 2008 Ben Cave Associates (BCA) were commissioned by Brighton and Hove City Council to undertake the Health Impact Assessment (HIA) of the Introduction of Flexible Alcohol Hours in Brighton & Hove.

This interim report provides an update on progress made to date and outlines key themes emerging from our analysis to date.

The report is provided to the Licensing Committee for the meeting on 24th April 2009.

The report contains the following sections:

- Update on progress to date;
- Key themes emerging; and
- Next steps.



Update on progress

- 2.1 The outline proposal for the assessment identified four key stages as:
- First stage: project start up;
 - Second stage: Literature review - scoping and review of key documents and evidence;
 - Third stage: Stakeholder consultation; and
 - Fourth stage: Appraisal and analysis and preparation and presentation of final report.
- 2.2 We provide a brief narrative on activities that have been undertaken for these four stages.
- 2.3 Accident to a lead consultant has meant delays to completion of the third and fourth stages.

First stage: project start up

- 2.4 The outline proposal for this assessment identifies the following outputs for the first stage:
- steering group convened;
 - agreed list of risks to this contract;
 - agreed scope;
 - agreed methodology;
 - agreed timeline;
 - agreed consultation strategy.
- 2.5 All of the above outputs have been undertaken and signed off by the Steering Group (October 2008). Details of these outputs were reported in the second stage report (September 2008).
- 2.6 The agreed timeline identified January 2009 as the project end point. An accident to one of the lead consultants has required the timeline to be revised. In agreement with the project Management Team, the timeline for completion is now as follows:
- 30th March for interim report to licensing committee on 24th April; and
 - 15th May to present final report to licensing committee on 25th June.

Second stage: Literature review - scoping and review of key documents and evidence

- 2.7 A second stage report was produced in September 2008 for the Steering Group to consider at its meeting the following month.
- 2.8 The second stage report provided:
- a detailed review and update of the policy context for this assessment, at national, regional and local levels;



- an initial review of Brighton and Hove data relating to alcohol licensing and to alcohol and health. The initial review also outlined actions required to conclude this element of the assessment;
 - A population profile for Brighton and Hove.
- 2.9 We have continued to examine local data of potential relevance to this study, following up a range of contacts to identify the nature and where possible the quality of local data.
- 2.10 The Steering Group meeting of 7th October 2008 agree the approach for stakeholder consultation.

Third stage: Stakeholder consultation

- 2.11 Seven stakeholder events were held between 11th and 13th November 2008 enabling access to a diverse range of local opinion:
- a workshop for public and voluntary sectors;
 - two focus groups for the public / local residents;
 - two focus groups for licensees / businesses;
 - a focus group for councillors; and
 - a focus group for licensed premises employees.
- 2.12 A summary report of the stakeholder events is being produced. This will be shared with all participants and will be used to inform the final appraisal stage of the assessment.
- 2.13 We anticipate the draft stakeholder engagement report being ready in early April.

Fourth stage: Appraisal and analysis and preparation and presentation of final report

- 2.14 In the final stage of the assessment we will analyse the information gathered during the earlier stages.
- 2.15 We anticipate the output of the Stakeholder consultation to inform the final stages of the review of local data in addition to providing key information for the appraisal and final report.
- 2.16 We will produce a final report and we will include suggestions for a Public Health Management Plan. We provide some emerging themes below.



3. Key themes emerging

- 3.1 In this section we highlight some of the key themes emerging from our initial analysis of findings.
- 3.2 We anticipate the themes being refined as we conclude our analytical work over the coming weeks.
- 3.3 The key themes relate to three areas:
 - multitude of pathways by which alcohol licensing effects health and well being;
 - diverse range of stakeholders affected;
 - managing the future.

Multitude of pathways by which flexible alcohol licensing affects health and well being

- 3.4 The health and well being impacts of flexible alcohol licensing are many and affect a wide range of communities / sections of society.
- 3.5 Many of the health and well being impacts of flexible alcohol licensing are not new but are incremental. The review to date of local data suggests that it may be problematic to retrospectively establish a baseline against which to measure impact. Furthermore, current data collections may be insufficient to monitor major impacts.
- 3.6 Positive steps are being taken locally to reduce alcohol related crime and disorder. However, many stakeholders still perceive disorder to be a persistent problem.
- 3.7 One of the most striking impacts of alcohol abuse is the dominance of alcohol harm affects in A&E. Many stakeholders have noted both the high volume of A&E attendances that are related to alcohol and that the resulting environment is often unsuitable for other users, children and young people in particular.
- 3.8 Stakeholders have also noted that the economic and social diversity (and indeed success) of Brighton and Hove is threatened by an alcohol dominated late night economy. The traditional local 'pub' is pressured by the impact of widely available (and relatively inexpensive) off sales becoming the pre-club venue of choice for 'front loading'.

Diverse range of stakeholders affected

- 3.9 The multitude of pathways by which alcohol effects health and well being impacts many in society, either directly or indirectly:
 - Direct impacts (positive and negative) are experienced by many adults and young people; and
 - Indirect impacts are typically experienced by children, partners, family and friends.



- 3.10 The complex web of health and well being impacts are experienced across all age ranges, social strata and geographic communities within Brighton and Hove and beyond.
- 3.11 Many of the stakeholders perceive the main impacts of flexible alcohol licensing to be adverse in terms of health and well being. The positive economic benefits are not shared across all licensed businesses.

Managing the future

- 3.12 Locally collected data appears to be limited to that which is required for central reporting purposes. This is often not rich enough to enable reliable monitoring of the impacts of changes in alcohol licensing.
- 3.13 The Licensing Committee established a cumulative impact area within which the default position is refusal of additional licensing requests. This is a positive and well intended move. It will be very important to develop criteria against which applications are judged to ensure it works as intended but also so that it is a proper process that can withstand legal challenge.



4. Next steps

- 4.1 A Stakeholder consultation report will be produced and shared with participants. This will conclude the third stage of the assignment.
- 4.2 The fourth stage of the assessment will involve analysis of findings and a final appraisal of impacts. These will be communicated by means of a final report.
- 4.3 Sign off of the final report by the Steering Group will be needed by 7th May.

