

EVALUATION OF THE BURY EAST ALCOHOL PROSPECTUS SCHEME

A report for
Bury Community Safety Partnership

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**new
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Summary

This report examines key performance information in relation to the possible impact of the Bury East Alcohol Prospectus Scheme as launched in September 2012. The aim of this report is to highlight areas where the intervention project may have had a positive effect on crime and disorder and suggest where trends will need to be further examined before definitive statements can be made.

This document has examined police recorded anti social behaviour and domestic incidents as well as residents' perceptions of anti social behaviour taken from neighbourhood surveys also conducted by Greater Manchester Police.

From the findings, it appears that the intervention may be having a positive impact in reducing levels of juvenile rowdy behaviour across Bury East, whilst in other areas the possible effects are less clear. At this stage, it is too early to state any definitive judgement or attributable impacts of the scheme, thus it is recommended that future evaluation is carried out in order to ascertain any broader sustainable impacts over the next twelve months.

Introduction

On 1st September 2012, the Bury East Township Forum, working alongside partners and people who live and work in the area launched a range of alcohol interventions, intended to run over two years, to achieve a measureable and sustainable reduction in crime and anti-social behaviour as caused by problem drinking. The package of interventions, entitled The Bury East Alcohol Prospectus Scheme (BEAPS) is focused on:

- preventing under 18s consuming alcohol on licensed premises
- promoting positive preventative messages surrounding consequences of under-age drinking
- identifying/managing licensed premises breaching drinking laws
- expansion of the Bury Street Pastors initiative
- supporting 'diversionary' activities in the area's parks and open spaces
- providing support to the Early Break organisation providing free counselling, treatment and advise about drugs and alcohol to young people.

Report Scope and Methodology

This report contains key performance information relating to crime and disorder trends during the initial six months of the scheme (September 2012 – February 2013). This is therefore a first examination of whether the data suggests the scheme has succeeded to date in beginning to reduce crime and disorder, and takes place one quarter of the way through the full two year intervention.

Data has been sourced to cover an eighteen month study period that spans includes the six months since intervention began (Sep 2012 – Feb 2013), the six months prior to intervention (Mar 2012 – Aug 2012) and the six months prior to that (Sep 2011 – Feb 2012). This range allows for seasonal factors to be factored into the analysis.

Data recorded by Greater Manchester Police was examined, covering three main areas:

1. Anti-Social Behaviour (ASB) and its subcategory of Rowdy and Inconsiderate Behaviour, as recorded in calls for service by the public to the police via both 999 and non-emergency calls and recorded as Force-Wide Incident Numbers (FWINs).
2. Public Perceptions of ASB, as captured in resident survey information regularly collated by PCSOs
3. Domestic incidents, as recorded in calls for service by the public to the police (again, via both 999 and non-emergency calls).

The recorded data on ASB and domestic incidents includes coding that denotes where the caller perceives certain factors to have been involved. This allows the analysis to cover areas of either ASB and domestic incidents where alcohol was involved, or where the incidents involved juveniles.

Unless otherwise stated, all figures are expressed in terms of the number of incidents per thousand people. The population data used in the creation of this comes from the 2011 census information.

Findings: Key Trends After Six Months

Anti-Social Behaviour (ASB) figures for Bury in the period September 2011 – February 2012 show high ASB levels in Bury East. In the six month period before the start of the intervention, this figure rose in both Bury East and the rest of Bury, but following the intervention launch in September 2012, the Bury East figure has fallen, as has the figure for the rest of Bury, suggesting that the Bury East decrease at this stage is likely to be due to borough-wide factors. Of further note is the fact that in October 2012, one month after the intervention began, Bury East had the second highest monthly figure for ASB (7.2 incidents / 1000 population) over the whole 18 months considered.

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	5.3	2.7	3.2
Mar '12 – Aug '12	6.7	3.5	4.0
Sep '12 – Feb '13	6.1	2.8	3.4

Figure 1: Bury ASB Figures 2011-13

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	1.0	0.5	0.6
Mar '12 – Aug '12	1.2	0.7	0.8
Sep '12 – Feb '13	1.1	0.6	0.7

Figure 2: Bury Juvenile ASB 2011-13

Juvenile ASB figures suggest that the intervention may have caused an immediate improvement that was not sustained over the six months data period in this analysis. Figures for Bury East in the first period increased in the six months immediately pre-intervention before reducing in the six months following it. It should be noted that the spike that then appeared from December 2012 onwards was also represented on a pan-Bury basis. Of further interest is that in early 2012, Bury East's figures were approximately double that for the rest of the borough, but during the intervention period they have fallen to levels much less in excess of the borough averages which suggests an improvement in Bury East.

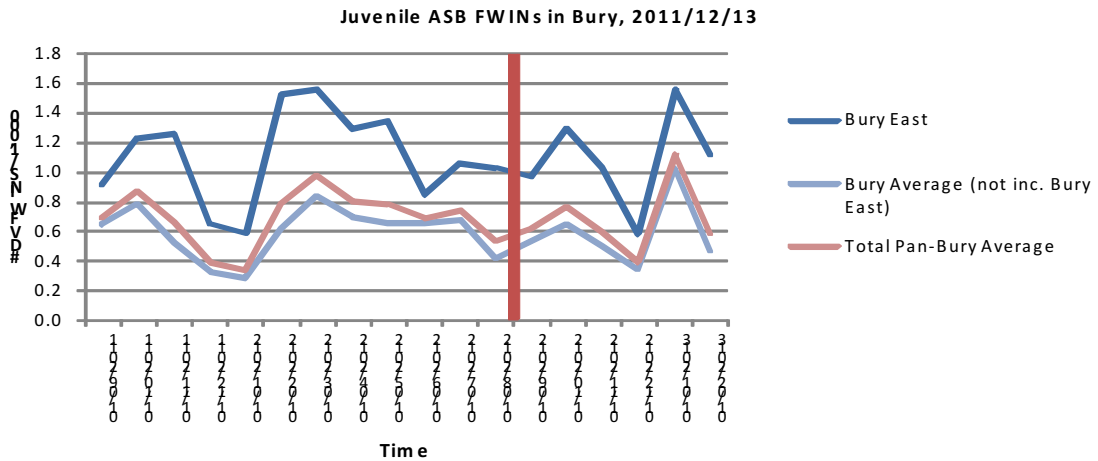


Figure 3: Juvenile ASB Figures in Bury 2011/12/13. Vertical red line indicates intervention point.

Considering **Rowdy and Inconsiderate Behaviour** (one component of the overall ASB dataset), again the data confirms that Bury East has been the longstanding area of greatest concern. There was an increasing trend of rowdy and inconsiderate incidents in the six months immediately prior to the intervention beginning which appeared to be reversed in the six months following the start of the intervention. However, the figures for the rest of Bury over that time have also followed a similar trend, thus any contention that the intervention has worked would also have to take into account any broader explanatory factors relating to the trend in the rest of Bury. Furthermore, as can be seen from Figure 4 overleaf, although the figures for Bury East did begin to reduce, they have begun to rise steadily again from November 2012 onwards.

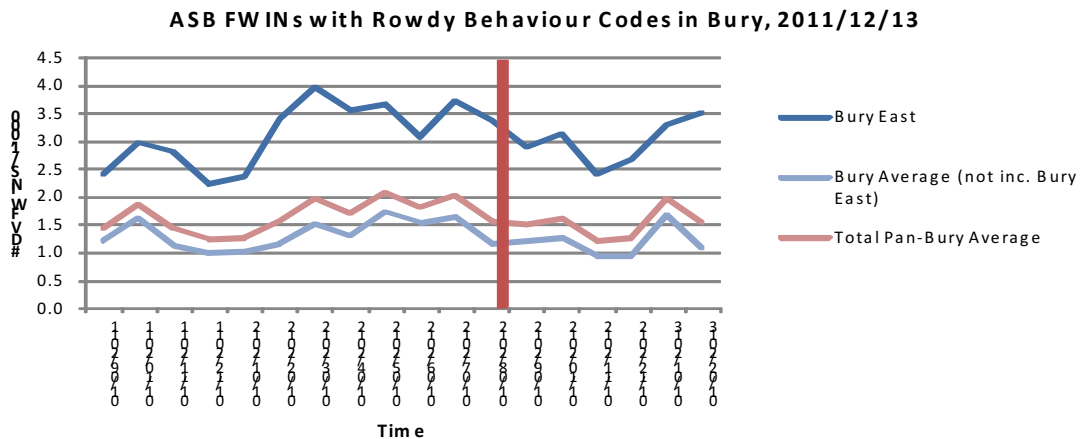


Figure 4: ASB Figures with Rowdy Behaviour Codes in Bury 2011/12/13. Vertical red line indicates intervention point.

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	2.7	1.2	1.5
Mar '12 – Aug '12	3.6	1.5	1.9
Sep '12 – Feb '13	3.0	1.2	1.5

Figure 5: Bury Rowdy and Inconsiderate Behaviour Figures 2011-13

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	0.9	0.4	0.5
Mar '12 – Aug '12	1.0	0.5	0.6
Sep '12 – Feb '13	0.8	0.5	0.5

Figure 6: Bury Juvenile Rowdy Behaviour Figures 2011-13

Juvenile Rowdy Behaviour figures have again been historically high in Bury East. Despite the large monthly variations shown in Figure 7 below, the average figures over this period for Bury East, the other townships and the pan-Bury area varied little. However, viewing the large increase in Juvenile Rowdy Behaviour in Bury East between February and May 2012 suggests that in this case, the intervention may have begun to make a difference as Bury East's levels of Youth related Rowdy Behaviour before this time were proportionally hugely in excess of the pan-Bury average, being over twice as high in certain periods. This gap between Bury East and the remaining townships has reduced substantially in the six months that the scheme has been in operation.

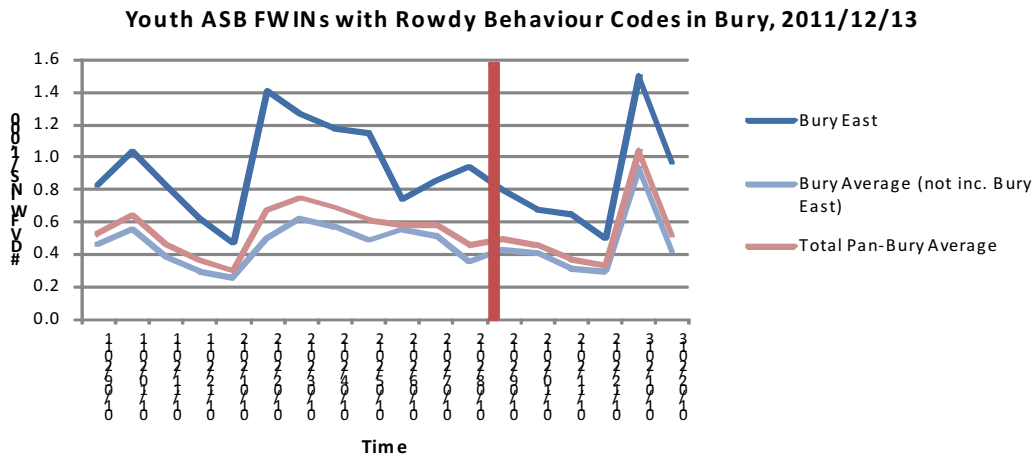


Figure 7: Youth ASB Figures with Rowdy Behaviour Codes in Bury 2011/12/13. Vertical red line indicates intervention point.

Rowdy and Inconsiderate Behaviour with alcohol involvement was at its peak in Bury East and also peaked there in early 2012 far in excess of the rest of Bury. However, since the intervention start date, the figures for Bury East have remained steady and have avoided the previous year's seasonal peaks, although they have not yet reduced to 2011 figures. There was a noticeable reduction then steady levels throughout the intervention period which suggests possible success. However more time is required in order to accurately ascertain whether that was due to random fluctuation or as an effective result of the scheme.

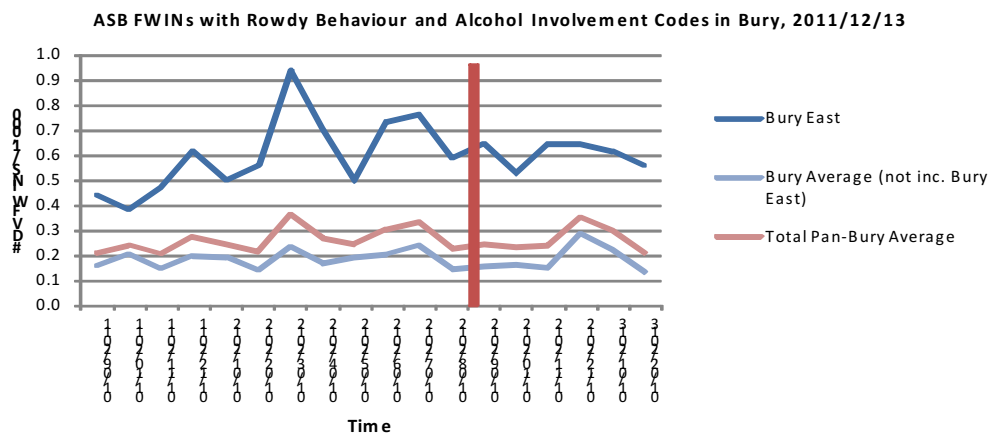


Figure 7: ASB Figures with Rowdy Behaviour and Alcohol Involvement in Bury 2011/12/13. Vertical red line indicates intervention point.

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	0.5	0.2	0.2
Mar '12 – Aug '12	0.7	0.2	0.3
Sep '12 – Feb '13	0.6	0.2	0.3

Figure 8: Bury Rowdy Behaviour with Alcohol

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	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	0.6	0.2	0.3
Mar '12 – Aug '12	0.8	0.2	0.3
Sep '12 – Feb '13	0.7	0.2	0.3

Figure 9: Bury Alcohol-related ASB 2011/12/13

The figures for all **Alcohol related ASB** follow almost identical trends to those shown for the above indicator, namely that figures for Bury East that were becoming increasingly in excess of the figures in the rest of Bury have now begun to come more in line with those figures, most notably during a tail-off in alcohol related ASB across Bury from January 2013 onwards. This trend will require monitoring over a longer term in order to see whether the intervention has had an effect.

Within the area of **Public Perceptions of ASB**, surveys conducted by PCSOs of residents ask seven questions in relation to the levels of Anti-Social Behaviour experience by the residents. These are then used to calculate figures showing which ASB 'strands' are causing at least 'a fairly big problem' to the residents. Of these seven ASB strands considered improvements were seen in both Bury East and overall in Bury in Oct-Dec 2012 compared to Oct-Dec 2011 for the categories of 'noisy neighbours', 'teenagers hanging around', 'abandoned or burnt out cars' and 'vandalism'. 'People drunk/rowdy in public spaces' did not see a significant change in either Bury East or the pan-Bury area.

The number of residents expressing concern about the levels of rubbish or litter did not see a significant change in Bury, but did see a significant increase in Bury East. Conversely, the number of residents concerned about people using/dealing drugs saw no change in Bury East, but it did increase in Bury as a whole.

Typing all seven 'strands' together, perception of high ASB did not significantly change in either Bury or Bury East as a whole which suggests that the intervention has yet to make an impact on this area, although it should be noted that one would not generally expect there to be a significant shift in perceptions in such a short period.

With regards to **Domestic Incidents**, again Bury East figures rose from the first period to the second, alongside both pan-Bury and other Bury townships figures, before falling again to a midpoint between the two figures post-intervention. Of interest is the fact that Bury East reached a peak of 3.8/1,000 residents in the final month before the intervention start date and the subsequent figures have returned the DV trend to pre-August levels, but not to the much lower levels seen in 2011.

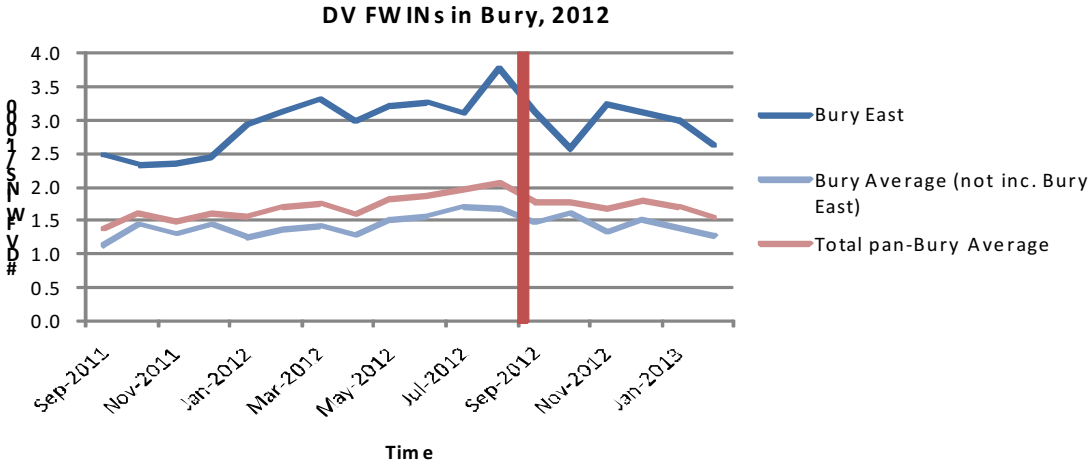


Figure 11: Domestic Violence Figures in Bury 2011/12/13. Vertical red line indicates intervention point.

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	0.9	0.4	0.5
Mar '12 – Aug '12	1.0	0.5	0.6

	Bury East	Other Bury Townships	Pan-Bury
Sep '11 – Feb '12	2.6	1.3	1.6
Mar '12 – Aug '12	3.3	1.5	1.8
Sep '12 – Feb '13	2.9	1.4	1.7

Figure 12: Bury Domestic Violence Figures 2011-13

Figures for **domestic incidents involving alcohol** follow a similar trend to above in that Bury East continues to be the area with the highest levels for this indicator, and that an upward trend was evident in both Bury East and the whole of Bury in the months prior to the intervention start date. Since the start of the intervention however, the Bury East figure has reduced to the pre-May level, whilst the figures for the other townships remains at the pre-intervention level. However, Figure 14 overleaf suggests that whilst the initial months of the intervention might have had an immediate effect in Bury East, the effect has begun to lessen as of November 2012.

A further consideration of both domestic incidents graphs shows that whilst the levels for the overall figure only appear to have substantially reduced in the single month following the intervention start date, those of alcohol related domestic incidents significantly decreased from the pre-intervention peak for the first three months following the start of the intervention suggesting that the reduction may have been due to the Project's targeting of alcohol.

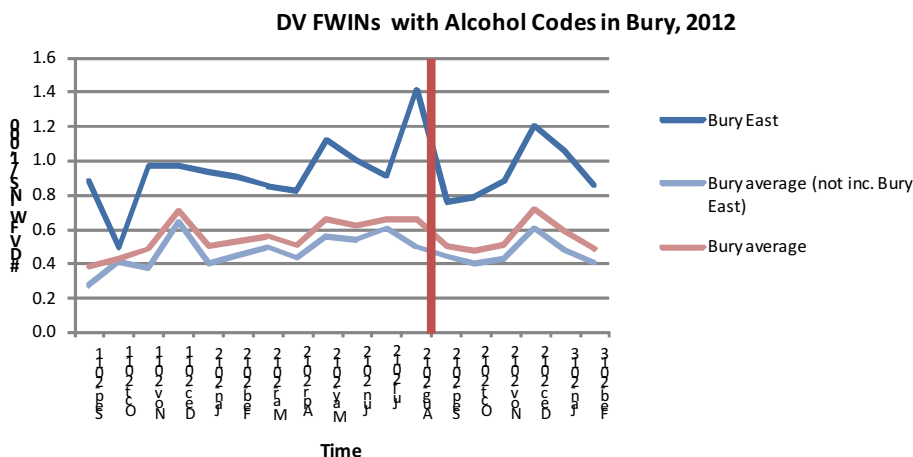


Figure 14: Domestic Violence Figures with Alcohol Codes in Bury 2011/12/13. Vertical red line indicates intervention point.

Conclusion

It would appear that in Bury East there have been **immediate and so far sustained reductions** in **Juvenile Rowdy Behaviour** as the volume of reported incidents has reduced and become more in-line with the pan-Bury figures following the advent of the intervention.

Alcohol related ASB also appears to have been positively affected by the intervention as its figures have come into line with the pan-Bury figures, especially since steady pan-Bury reductions January 2013.

Overall **Juvenile ASB reduced in the immediate aftermath** of the intervention launch and, although figures began to steadily increase again from December 2012, these were much more in keeping with the rest of Bury than before the start of the intervention. The data also

suggests a **brief positive impact** in Bury East on both **Rowdy Behaviour** and **Domestic Incidents with alcohol involvement**, but, again, a **more ambiguous picture** following the first three months of the scheme.

There also appears to have been a **small impact** on **Rowdy and Inconsiderate Behaviour with alcohol involvement** in that the figures for these incident types remained steady since September 2012 and have not returned to pre-intervention peaks. Another small impact may have occurred in relation to **Domestic Incidents**.

There was **no noticeable change** in Bury East for **overall ASB** figures, suggesting that any possible successes of the intervention may be shown more clearly in relation to Juvenile ASB. There was also no apparent reduction in **perceptions of ASB** other than in line with the overall Bury figures, although one would not expect to see any huge change in this indicator for some time.