Wolverhampton City Council

OPEN EXECUTIVE DECISION ITEM (AMBER)

Cabinet / Cabinet Panel            CABINET            Date 25 February 2009
Portfolio(s)                        NEIGHBOURHOODS & COMMUNITY SAFETY COUNCILLOR J YARDLEY
Originating Service Group(s)       REGENERATION AND ENVIRONMENT
Contact Officer(s)/                ANDREW GOUGH
Telephone Number(s)                551341

Title                                WOLVERHAMPTON ALCOHOL STRATEGY AND ACTION PLAN 2009 - 2011

1. Recommendation

1.1 Members are asked to receive and endorse the Wolverhampton Alcohol Strategy and Action Plan 2009 – 2011.
2. **Background**

2.1 At its meeting in June 2007 the Safer Wolverhampton Partnership (the City’s Statutory Crime and Disorder Reduction Partnership) received a report from the Director of Public Health with regard to the creation of an Alcohol Strategy for the City. At the time there was a statutory need for “Crime and Disorder Reduction Partnerships” to have an alcohol Strategy.

2.2 In the report the Director stated that there was no overarching Strategy and no clear priorities or objectives relating to reducing the harmful effects of alcohol in the City. The Alcohol Strategy for Wolverhampton was subsequently developed between October 2007 and July 2008. This work was steered by a multi-agency sub-group of the Safer Wolverhampton Partnership and Health and Well Being Partnership and consultation took the form of over 60 personal interviews as well as a consultation event at the Molineux Football Stadium in January 2008 that developed more ideas and focus to the Strategy. Whilst the consultation identified multiple issues that could be addressed, it was felt that there needed to be a focus on key priorities, particularly in the first two years of the Strategy. Therefore, the Alcohol Strategy has identified three strategic priorities for the next two years:

1. Crime reduction and Community safety
2. Licensing and Regulation
3. Access to treatment services

3. **Report Detail/Current Position**

3.1 There has been a delay in producing the Strategy for a number of reasons. Firstly, the initial Strategy was too long and detailed document. Whilst the information collated by the consultants who produced the Strategy would inform the Strategy and Action Plan, the final document needed to be presented in a shorter format. This is attached to this report at Appendix 1. Secondly, there have been a number of other reports and reviews undertaken during the last twelve months which have focused on the night time economy and have included references to alcohol. Recommendations of these reports/reviews have been incorporated in the Strategy.

3.2 The final draft of the Strategy and Action Plan has been presented to the Safer Wolverhampton Partnership, Health and Well Being Partnership and the Safer Communities Scrutiny Panel. The Wolverhampton Alcohol Strategy provides a local approach whilst building on the Government’s national alcohol Strategy. It develops an approach for Wolverhampton to ensure it can achieve a number of targets in order to reduce alcohol related crime and improve treatment services for those affected by alcohol misuse.

4. **Financial Implications**

4.1 The work identified in the action plan is currently part of the core business of agencies involved in delivering initiatives to tackle alcohol related crime and deliver treatment services. Much of the work is cross cutting with the achievement of targets dependent on cross agency work.
5. **Forward Plan**

5.1 Whilst the focus for much of the work to tackle alcohol related crime will be based on the City Centre, it is recognised that local communities have pubs, off licences and shops all serving alcohol which will have an impact on residents who live in those communities in respect of alcohol misuse, domestic violence and under age drinking.

6. **Environmental Implications**

6.1 Whilst there are no obvious environmental implications for the Strategy, the affects of alcohol on behaviour can lead to criminal damage, anti-social behaviour aimed at properties and amenities taking place. The behaviour of customers can ultimately lead to the closure of pubs which can often become targets of vandalism, graffiti, illegal parking, drug taking and arson.

7. **Equality Impact Assessment**

*Attached at Appendix 2*
Wolverhampton Alcohol Strategy
Priorities & Actions 2009-2011

Summary Document
Scale of the problem in Wolverhampton
The national burden of disease and harm caused by alcohol misuse is now well understood. Many of the health and social problems that we experience in this City are not unique to Wolverhampton, but nevertheless are serious and require an urgent and coordinated response from several key agencies. A snapshot for Wolverhampton shows:

Health & Health services
• Estimates suggest that there are 36,000 harmful and hazardous drinkers (aged 15-64 years) and 6,200 dependant drinkers (15-64 years). This generates a high number of hospital admissions.
• Approximately 1.4% of all deaths are a direct result of alcohol-related disease. Wolverhampton has higher mortality rates from chronic liver disease than the national average, and at least 40 premature deaths occur each year.

Crime and community safety
• Rates of alcohol-related violent crime are significantly worse in Wolverhampton compared to the national average. Wolverhampton has the sixth highest rate of recorded alcohol-related crime out of 34 areas in the West Midlands.

Families, Children and Social networks
• In line with national averages, between 1000 and 6000 children in Wolverhampton may be affected by hidden harms associated with parental alcohol misuse.
• Half of all teenagers as young as 16 admit to binge drinking and around 25% of children aged 11-15 drink an average of 10 units of alcohol a week.

Workplace and the economy
• In the absence of local data, nationally, nearly three quarters of employers say alcohol misuse is a problem in their company. Local costs would include lost output due to absenteeism, reduced employment and reduced employment efficiency.

Vision for the City
The Alcohol Strategy for Wolverhampton was developed between October 2007 and July 2008; and was steered by a multi-agency subgroup of the Safer Wolverhampton Partnership and Health & Well Being Partnership, called the Alcohol Oversight Group. Extensive research and consultation undertaken as part of the development of the Strategy has identified the following key themes:

Crime and community safety – to reduce alcohol-related crime and disorder including domestic violence and anti-social behaviour wherever this may take place.

City Centre image – to use the Licensing Act, environmental health and planning provisions to promote a safe and sensible drinking culture which supports a safe and vibrant evening and night-time economy. It is important to note that many of these issues have been highlighted through other pieces of work namely: the regeneration of the City Centre, the ‘Flights of the Flamingo’ Report and the ‘Deliottes’ Project.

Treatment and support for services for alcohol-related ill-health – to improve access to appropriate prevention, treatment and support services for alcohol related health and care needs. Reducing the impact of alcohol abuse is one of four strategic priorities (and one of 11 specific goals) set out in the ‘Strategic plan 2008-2013’ for Wolverhampton City PCT. This 5 year initiative has secured the necessary investment required to improve alcohol treatment and support services in Wolverhampton.

Children, young people and families – to protect children, young people and families against alcohol-related harm thorough early intervention, tackling under-age sales and by helping them address alcohol-related problems. It is particularly important to reduce the impact that alcohol-fuelled domestic violence has on families.

Prevention and culture change – to increase awareness of issues relating to alcohol misuse and promote opportunities to develop a responsible drinking culture.

These themes can be brought together to form a long-term strategic vision for the City of Wolverhampton, that will require a comprehensive approach to both planning and delivery.
Strategic Priorities for 2009-2011
Addressing all these wide-ranging and complex issues will require a co-ordinated and sustained approach for many years to come, however the resources available to tackle alcohol misuse are limited. Through consultation, three strategic priorities have emerged and these will be our priorities for the next two years. These are:

- Crime reduction and Community safety
- Licensing and Regulation
- Access to treatment services

The following section briefly details how we may achieve these priorities which in turn link to the Strategic Action Plan for Alcohol 2009-2011 which accompanies this summary document.

Crime reduction and Community Safety
We need to:
- Reduce alcohol-related violent crime and disorder in key hotspots in the city centre and neighbourhoods
- Reduce alcohol-related domestic violence and the impact this has on families

Licensing and Regulation
We need to:
- Implement appropriate initiatives to increase the availability of safe night-time transport
- Improve the collection and effective use of local intelligence to inform the review of the ‘Statement of Licensing Policy’ by the Licensing Authority thereby supporting policy development that will work towards achieving the long-term vision for the City
- Implement an effective enforcement policy to tackle under-age sales
- Develop multi-agency enforcement arrangements to deal with problematic licensed premises

Improved access to treatment services
For this developmental work area we need to:
- Improve referral pathways into treatment programmes
- Develop relationships and work with criminal justice agencies
- Improve local intelligence and data collection on the harms caused by alcohol abuse
- Ensure the commissioning of evidence and needs based alcohol services in Wolverhampton
- Work in partnership with the Healthy Schools Initiative to develop an education package for use in schools to raise awareness of the harms caused by alcohol and signpost support and advice services

The Strategic Action Plan for Alcohol 2009-2011 attached to this summary document sets out work activities for achieving each strategic priority.
Draft
WOLVERHAMPTON ALCOHOL STRATEGY
ACTION PLAN 2009 - 2011
CRIE REDUCTION AND COMMUNITY SAFETY

PSA 23: REDUCING VIOLENT CRIME AND DISORDER, ESPECIALLY ASSAULT WITH INJURY

- Reduce the most serious violence, including tackling serious sexual offences and domestic violence;
- Tackle the crime, disorder and anti-social behaviour issues of greatest importance in each locality, increasing public confidence in the local agencies involved in dealing with these issues;
- The number of alcohol-related hospital admissions;

NI 15: Serious violent crime rate
NI 20: Assault with injury crime rate
NI 21: Dealing with local concerns about anti-social behaviour and crime by the local council and police
NI 32: Repeat incidents of domestic violence
NI 33: Arson incidents
NI 34: Domestic violence - murder
NI 39: Alcohol-harm related hospital admission rates
NI 41: Perceptions of drunk or rowdy behaviour as a problem
NI 195 Improved Street and environmental cleanliness (levels of litter, detritus, graffiti and fly posting).

Objectives:
- Reduce serious violent crime by 4% year on year and increase detections to 45% by 2011;
- Reduce number of repeat domestic violence incidents to 927 by end of 2008/09;
- Increase the number of domestic violence offenders brought to justice to 210 by the end of 2008/09.
- Increase the percentage of people who feel informed about what is being done in their area to tackle anti-social behaviour by a minimum of 3% by 2011.
- Reduce by 3% the number of people who perceive drug use or dealing/drunk and rowdy behaviour to be a problem in their area (the City of Wolverhampton).
- Reduce criminal damage to 4702 offences by 2008/09;

<table>
<thead>
<tr>
<th>ACTIVITY</th>
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<th>BY WHEN</th>
<th>PROGRESS CHECK</th>
<th>LINKS TO OTHER PLANS</th>
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<tbody>
<tr>
<td>Tackle serious violent crime.</td>
<td>Proactively and with partners, manage those locations and entertainment venues that present the highest risk; Where appropriate enforcement of licensing laws and alcohol restriction zones</td>
<td>Reduce serious violent crime by 4% year on year.</td>
<td>West Midlands Police</td>
<td>Core Business</td>
<td>March 2011</td>
<td>Safer Wolverhampton Partnership</td>
<td>Crime Reduction, Community Safety and Drug Strategy Local Area Agreement</td>
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| Tackle alcohol related domestic violence and sexual offences attributable to alcohol. | ▪ Develop appropriate referral pathways for offenders  
▪ Partnership working with Local Criminal Justice Group  
▪ Improved data collection and intelligence gathering  
▪ Improvements to data quality and effective use of data relating to domestic violence  
▪ Development of a co-located Domestic Violence service in line with nationally recognised best practice. | ▪ Increase number of recorded incidents of domestic violence to 3501 by end of 2008/09;  
▪ Reduce number of repeat domestic violence incidents to 927 by end of 2008/09;  
▪ Increase the number of domestic violence offenders brought to justice to 210 by the end of 2008/09. | Wolverhampton PCT  
Wolverhampton Domestic Violence Forum  
West Midlands Police | LPSA Pump Priming; Core Business | March 2009 | Safer Wolverhampton Partnership | Crime Reduction, Community Safety and Drug Strategy  
Local Area Agreement  
Wolverhampton Domestic Violence Strategy 2008-2011 |
| Identify ‘hot spots’ for alcohol-related anti-social behaviour and build on the existing joint work between agencies. | ▪ Use of tactical assessment and police tasking sessions to identify ‘hot spots’  
▪ Roll-out local intelligence gathering systems across LANA’s | ▪ Reduce by 3% the number of people who perceive drug use or dealing/drunk and rowdy behaviour to be a problem in their area. | West Midlands Police  
Wolverhampton City Council | Core Business | March 2011 | Safer Wolverhampton Partnership | Crime Reduction, Community Safety and Drug Strategy  
Local Area Agreement |
### Licensing and Regulation

**PSA 14:** Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances (measured through the Tellus 2 survey)
- Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances;

**NI 17:** Perceptions of anti-social behaviour
**NI 21:** Dealing with local concerns about anti-social behaviour and crime by the local council and police
**NI 22:** Perceptions of parents taking responsibility for the behaviour of their children in the area
**NI 41:** Perceptions of drunk or rowdy behaviour as a problem

**Objectives:**
- Reduce criminal damage to 4702 offences by 2008/09;

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<th>Leads</th>
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<th>By When</th>
<th>Progress Check</th>
<th>Links to Other Plans</th>
</tr>
</thead>
</table>
| Establish a strong multi-agency approach to tackle licensing issues in the city. | Multi-agency enforcement and evidence gathering to allow greater use of powers
Improvements to the collection and effective use of local intelligence to inform the review of the ‘Statement of Licensing Policy’ by the Licensing Authority | Effective use of powers under the Licensing Act 2003
Collection and analysis of data to support work in dealing with alcohol and issues with specific suppliers. | Wolverhampton City Council with other Responsible Authorities | Core Business | March 2010 | Safer Wolverhampton Partnership |
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| Tackle the illegal supply of alcohol to young people under the age of 18 years. | - Implementation of enforcement procedure guidance note for underage sales of alcohol  
- Undertake research to determine an approximate prevalence of proxy sales in Wolverhampton | - Stricter enforcement of legislation on publicans and retailers to eliminate sales to under age customers. | Wolverhampton City Council | Core Business | March 2010 | Safer Wolverhampton Partnership |                                                        |
| Increase the availability of safe night-time transport                   | - To review the current criteria relating to driver and vehicle licences  
- Improved access to safe night-time transport at peak times               | - Improved access to safe night-time transport at peak times              | Wolverhampton City Council | Core Business | March 2010 | Safer Wolverhampton Partnership |                                                        |
**ACCESS TO TREATMENT SERVICES**

**PSA 25: REDUCE THE HARM CAUSED BY ALCOHOL AND DRUGS**
- Rate of hospital admissions per 100,000 for alcohol related harm;
- The percentage of the public who perceive drunk or rowdy behaviour to be a problem in their area;
- Reduce the proportion of young people frequently using illicit drugs, alcohol or volatile substances;
- Reduce the most serious violence, including tackling serious sexual offences and domestic violence;
- Participation in positive activities;

**NI 15: Serious violent crime rate**
**NI 32: Repeat incidents of domestic violence**
**NI 34: Domestic violence - murder**
**NI 39: Alcohol-harm related hospital admission rates**
**NI 41: Perceptions of drunk or rowdy behaviour as a problem**
**NI 110 Young people’s participation in positive activities**

- Reduce serious violent crime by 4% and increase detections to 45% by 2011;
- Reduce number of repeat domestic violence incidents to 927 by end of 2008/09;
- Increase the number of domestic violence offenders brought to justice to 210 by the end of 2008/09.

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<td>Interventions in partnership with the criminal justice agencies.</td>
<td>▪ Develop an alcohol ‘Offender Management’ scheme for offenders, including DV perpetrators based on evidence/good practice ▪ Increased number of referrals to treatment programmes ▪ Increased number of treatment programmes completed</td>
<td></td>
<td>Aquarius Wolverhampton City PCT West Midlands Police</td>
<td>Core Business</td>
<td>March 2010</td>
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<td>Wolverhampton PCT – Strategic Plan 2008 – 2013</td>
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| Improve local intelligence and data collection on the harms caused by alcohol misuse | ▪ Commission A&E at RWHT to collect data on all alcohol-related and violence-related attendances  
▪ Roll-out local intelligence gathering systems across LANA’s  
▪ Improved data sharing across agencies in accordance with existing protocols  
▪ Smarter use of routine data currently available. | ▪ A&E data on attendances available for use by relevant agencies  
▪ Scale of the problem identified | Wolverhampton City PCT | Core Business | March 2010 | Safer Wolverhampton Partnership | Wolverhampton PCT – Strategic Plan 2008 – 2013 |
| Awareness raising and education for children & young people on the effects of alcohol misuse | ▪ Development of a suitable programme in line with current NICE guidance with the Healthy Schools Initiative | ▪ Implementation of education programme in schools and colleges across Wolverhampton | Wolverhampton City PCT | Core Business | March 2010 | Health and well Being Partnership |

**NOTE:** Alcohol services commissioned must be done based on evidence of effectiveness and need
INFORMATION GATHERED

Health & Health services
- Estimates suggest that there are 36,000 harmful and hazardous drinkers (aged 15-64 years) and 6,200 dependant drinkers (15-64 years). This generates a high number of hospital admissions.
- Approximately 1.4% of all deaths are a direct result of alcohol-related disease. Wolverhampton has higher mortality rates from chronic liver disease than the national average, and at least 40 premature deaths occur each year.

Crime and community safety
- Rates of alcohol-related violent crime are significantly worse in Wolverhampton compared to the national average. Wolverhampton has the sixth highest rate of recorded alcohol-related crime out of 34 areas in the West Midlands.

Families, Children and Social networks
- In line with national averages, between 1000 and 6000 children in Wolverhampton may be affected by hidden harms associated with parental alcohol misuse.
- Half of all teenagers as young as 16 admit to binge drinking and around 25% of children aged 11-15 drink an average of 10 units of alcohol a week.

Workplace and the economy
- In the absence of local data, nationally, nearly three quarters of employers say alcohol misuse is a problem in their company. Local costs would include lost output due to absenteeism, reduced employment and reduced employment efficiency.

Who was consulted?
Director of Public Health, Wolverhampton City PCT; Chief Supt Richard Green, WM Police, Bilston Street; Chief Executive, Wolverhampton City Council; Leader of Council (Labour); Director for Sustainable Communities, Wolverhampton City Council, Regeneration & Environment; Sue Coleman, Children and Young People’s Partnership; Christopher Woodrow, Wolverhampton Magistrates’ Court; Colin Molloy, CPS; Cllr Elias Mattu, Safer Wolverhampton Partnership; Jas Pejatta, West Midlands Probation Service; Maggie McAndrew, Chief Officer, WCSP; Sally Nash, Youth Offending Team; Tony Mercer, Drug Services Wolverhampton; Helen Kilgallon, Aquarius; Paul Booth, Local Strategic Partnership; Head of LANA; Cllr Barry Findlay, Health and Social Care Partnership; Cllr Andrew Johnson, Health and Wellbeing Partnership; Cllr Geoffrey Foster; Cllr Paddy Bradley; Cllr Stevenson; Chair of Licensing Committee; Cllr David Julian Bourne, Licensing Committee, Conservative; Cllr Michael Arnold Heap, Licensing Committee, Liberal; Inspector Phil Rogers, Sgt Steve Knight, Inspector Adrian Selley, WM Police (Neighbourhood Policing – City Centre); Police, Licensing Officers (G1 & G2); Chief Executive of City Centre Company; Chair of Economic Partnership; Cllr Peter Bilson, Deputy Leader of the Council; Chair of Wolverhampton Voluntary Sector Council; Inspector Martin Wright, Local Authority Liaison Officer, West Midlands Police; Chair of the Children’s and Young People’s Partnership; Chief Supt Neil Gould, WM Police, Wednesfield; Head of Licensing, Wolverhampton City Council; Supt. Anthony Styles, WM Police, Bilston Street; Rob Marris, MP; Chief Environmental Health Officer, Wolverhampton City Council; Safer Communities Scrutiny Panel (Chair); Sustainable Communities Scrutiny Panel (Chair); Children and Young People’s Scrutiny Panel (Chair); Alcohol and Drug Addiction Service; Nick Price, ABCD; Kerry Bolister, Regeneration, Wolverhampton City Council; Jay Patel, Economic Partnership; Frank Challenger, Economic Partnership; Margaret Corneby, Wolverhampton Chamber of Commerce; Rosemary Robbins, Connexions; Pat McFadden, MP; Mr Ralph Findlay, Chief Executive, Banks’s Brewery; Dom McCreadie, Consultant in A and E, Clinical Director, New Cross Hospital; Hilary Williams Public Health Practitioner, Wolverhampton City PCT; Ian Millard, Principal and Chief Executive, City of Wolverhampton College;
A further consultation event was held at the Molineux Football Ground in January 2008. This event looked at the initial findings of the consultation and discussed issues raised. The views and comments expressed at the event further informed the development of the strategy.

**Key Findings**

Crime and community safety – to reduce alcohol-related crime and disorder including domestic violence and anti-social behaviour wherever this may take place.

City Centre image – to use the Licensing Act, environmental health and planning provisions to promote a safe and sensible drinking culture which supports a safe and vibrant evening and night-time economy. It is important to note that many of these issues have been highlighted through other pieces of work namely: the regeneration of the City Centre, the ‘Flights of the Flamingo’ Report and the ‘Deliottes’ Project.

Treatment and support for services for alcohol-related ill-health – to improve access to appropriate prevention, treatment and support services for alcohol related health and care needs. Reducing the impact of alcohol abuse is one of four strategic priorities (and one of 11 specific goals) set out in the ‘Strategic plan 2008-2013’ for Wolverhampton City PCT. This 5 year initiative has secured the necessary investment required to improve alcohol treatment and support services in Wolverhampton.

Children, young people and families – to protect children, young people and families against alcohol-related harm thorough early intervention, tackling under-age sales and by helping them address alcohol-related problems. It is particularly important to reduce the impact that alcohol-fuelled domestic violence has on families.

Prevention and culture change – to increase awareness of issues relating to alcohol misuse and promote opportunities to develop a responsible drinking culture.

**Proposals/Actions**

**Crime reduction and Community Safety**

There is a need to:

- Reduce alcohol-related violent crime and disorder in key hotspots in the city centre and neighbourhoods
- Reduce alcohol-related domestic violence and the impact this has on families

**Licensing and Regulation**

There is a need to:

- Implement appropriate initiatives to increase the availability of safe night-time transport
- Improve the collection and effective use of local intelligence to inform the review of the ‘Statement of Licensing Policy’ by the Licensing Authority thereby supporting policy development that will work towards achieving the long-term vision for the City
- Implement an effective enforcement policy to tackle under-age sales
- Develop multi-agency enforcement arrangements to deal with problematic licensed premises
**Improved access to treatment services**
For this developmental work area there is a need to:

- Improve referral pathways into treatment programmes
- Develop relationships and work with criminal justice agencies
- Improve local intelligence and data collection on the harms caused by alcohol abuse
- Ensure the commissioning of evidence and needs based alcohol services in Wolverhampton
- Work in partnership with the Healthy Schools Initiative to develop an education package for use in schools to raise awareness of the harms caused by alcohol and signpost support and advice services

**Monitoring**
The actions in the Wolverhampton Alcohol Action Plan will be monitored through the Safer Wolverhampton and Health and Well Being Partnerships. Reports on progress will be made to both these Partnerships on a regular basis.
CABINET (25.02.09)

WOLVERHAMPTON ALCOHOL STRATEGY AND ACTION PLAN

Supplement to agenda item 7E

A report together with the Strategy and Action Plan was considered by the Safer Communities Scrutiny Panel on 22 January 2009. The Panel resolved as follows:-

“That the report be received and noted and that the Cabinet be advised that the Strategy should focus on young people and the national issues associated with underage drinking and the consequences thereof.”