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**Manchester City Council  
Report for Information**

**Report to:** Health Scrutiny Committee – 15 January 2015

**Subject:** Greater Manchester Alcohol Strategy

**Report of:** Director of Public Health

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**Summary**

This report gives a summary of the aims and priority actions for the Greater Manchester Alcohol Strategy, and a summary of activity commissioned by Public Health Manchester and delivered by local services in support of this and the Manchester Alcohol Strategy.

**Recommendations**

The Health Scrutiny Committee is asked to note report.

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**Wards Affected: All**

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**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

The Greater Manchester Alcohol Strategy 0142017  
([www.agma.gov.uk/documents/gm-alcohol-strategy](http://www.agma.gov.uk/documents/gm-alcohol-strategy))

## **1.0 Introduction**

- 1.1 Levels of alcohol consumption have grown steadily over recent years, linked to the increased availability, affordability and acceptability of drinking. The World Health Organisation identifies alcohol as one of the top three risk factors to health in developed countries, with only smoking and high blood pressure accounting for more disability-adjusted life years; and the Chief Medical Officer has recently highlighted that harmful drinking is now the second highest risk factor for early disability and early death in the UK.
- 1.2 Alcohol misuse continues to have a major and detrimental impact on individuals, families and communities in Manchester, Greater Manchester (GM) and the North West. Compared to England averages, Manchester has significantly higher rates of alcohol-related mortality and hospital admissions, and alcohol has a disproportionate effect upon Greater Manchester residents' life expectancy. Alcohol misuse also impacts on demand for health and social care services, and the ability of many Manchester residents to access and sustain employment and economic independence.
- 1.3 It is estimated that the crime, health, worklessness and social care costs to Greater Manchester arising from alcohol are around £1.2 billion per year. The Greater Manchester Alcohol Strategy aims to enhance the existing well-established partnership responses to alcohol misuse within the individual boroughs that make up Greater Manchester, by identifying the added value that can be achieved through those areas working together.

## **2.0 Background**

- 2.1.1 Development of the Greater Manchester Alcohol Strategy was led by the Association of Greater Manchester Authorities (AGMA), and supported by a Key Leaders Group, which included the following membership:
- The ten Greater Manchester Local Authorities
  - The Office of the Police and Crime Commissioner
  - Greater Manchester Police
  - Greater Manchester Directors of Public Health
  - The Association of GM Clinical Commissioning Groups
- 2.2 The development of the strategy also included themed task and finish groups which scoped elements of the strategy, gathered evidence, and made suggestions for objectives and actions. A 'health' task group was established specifically to support the development of the health and wellbeing element of the strategy, with representation from GM Local Authority alcohol leads (including from Public Health Manchester, Manchester City Council), Public Health England and Drink Wise North West
- 2.3 AGMA led a consultation process on the draft strategy, which (in addition to work through the themed task and finish groups) included engagement with the alcohol industry, and a public consultation which ran between February and March 2014.

2.4 In February 2014, Greater Manchester was announced as one of the Home Office's 20 Local Alcohol Action Areas (LAAA) for 2014/15; this initiative aims to bring together local agencies including licensing authorities, health bodies, the police, businesses and other organisations, to address problems being caused by alcohol in their area. Activity is focused on the key aims of reducing alcohol-related crime and disorder, and reducing the negative health impacts caused by alcohol; underpinned by a goal of promoting diverse and vibrant night-time economies. Implementation of a GM Alcohol Strategy was identified as a key element of activity within the LAAA initiative for Greater Manchester.

2.5 The Greater Manchester Alcohol Strategy was launched by the Association of Greater Manchester Authorities' Executive Board on 29 August 2014.

### **3.0 Aims and priority actions for the GM Alcohol Strategy**

3.1 The overarching purpose of the Greater Manchester Alcohol Strategy is to reduce demand on public services and address complex dependency issues through early intervention and prevention activity. In order to achieve this, it will seek to deliver three interlinked outcomes:

- reduce alcohol-related crime, antisocial behaviour and domestic abuse
- reduce alcohol-related health harms
- establish diverse, vibrant and safe night-time economies

3.2 The guiding principles for the strategy are that it will:

- align with the overarching GM focus on growth and public service reform
- support local delivery, particularly where this fosters and promotes consistent application of best practice
- take advantage of Greater Manchester's scale, particularly where there are opportunities to pursue transformational change through lobbying and advocacy activities.

3.3 The draft 2014/15 delivery plan for the GM Alcohol Strategy identifies 11 priority actions, these are:

3.3.1 Promoting the effective and consistent use of licensing/regulatory tools and powers to reduce demand, including through enforcement-based activities and wider voluntary agreements with the alcohol trade

3.3.2 Promoting consistent, appropriate and effective use of tools to address alcohol-related antisocial behaviour, including new measures within the Anti-Social Behaviour, Crime and Policing Act 2014

3.3.3 Ensuring that Greater Manchester leads the way on best practice alcohol marketing

3.3.4 Continuing to lobby government for national implementation of a minimum unit price

- 3.3.5 Defining and supporting implementation of best practice approaches to reduce alcohol-related harm in Greater Manchester's night-time economies
- 3.3.6 Supporting the prioritisation of domestic abuse victims, promoting data sharing and new approaches as a part of GM's programme to address complex dependency
- 3.3.7 Developing and evaluating interventions to address alcohol and wider substance misuse by offenders at the point of arrest, sentence and release
- 3.3.8 Prioritising activity that supports attitude and behaviour change amongst young people and their families, and challenges social norms
- 3.3.9 Ensuring consistency of best practice in the delivery / uptake of alcohol identification and brief advice
- 3.3.10 Supporting the development of local recovery organisations and networks, creating the conditions to maximise their role as community assets for reducing alcohol harm
- 3.3.11 Ensuring a collaborative and evidence based approach to commissioning interventions that address alcohol dependence effectively

#### **4.0 Local delivery in support of the GM Alcohol Strategy**

- 4.1 Manchester's partnership approach to addressing and reducing alcohol-related harm to individuals, families and communities in the city has been in place since 2005, when Manchester was one of the first areas in the UK to develop a multi-agency alcohol strategy. The current Manchester Alcohol Strategy was launched in 2012, and anticipated many of the aims, objectives and priorities of the Greater Manchester Alcohol Strategy.
- 4.2 In many cases, implementation of actions to support the Greater Manchester Alcohol Strategy lies with organisations and groups working across the GM conurbation, these include:
  - Public Health England
  - Greater Manchester Police
  - Drinkwise North West
  - Greater Manchester Directors of Public Health
  - Greater Manchester Licensing Managers
  - Greater Manchester Police and Crime Leads
- 4.3 The remainder of this report outlines activity currently underway within Public Health Manchester and local commissioned alcohol early intervention and treatment services, which supports delivery of both the Manchester and Greater Manchester alcohol strategies, with particular focus on reducing alcohol-related health harms. Activity includes:
  - 4.3.1 Membership of the Responsible Authorities Group, which meets fortnightly to consider license applications and reviews, and share data and intelligence to

support local enforcement of the Licensing Act 2003. In 2015 this will also include involvement in local partnership work to review the current Statement of Licensing Policy. As part of the Local Alcohol Action Area initiative, we are also currently piloting a new approach developed by Public Health England for collecting and using available health data to inform licensing decisions.

- 4.3.2 A Criminal Justice Linkworker service within the Community Alcohol Team provides early interventions and pathways into treatment for individuals where alcohol is identified as playing a role in their criminal or antisocial behaviour, thus linking the enforcement tools and powers available to criminal justice services with evidence-based health and behavioural change interventions. This was one of the first schemes of this type established in the UK. Since June 2014, this service has incorporated an additional pathway for individuals given Penalty Notices for Disorder for alcohol-related offences, in support of a new initiative launched by Greater Manchester Police.
- 4.3.3 A Public Health Development Advisor – Alcohol post is based in the Public Health Development Service (PHDS) in the Care Trust and supports responsible retailing initiatives in the city. Recent work has included advising Manchester Metropolitan University on best practice in responsible alcohol sales (MMU is currently part of a Home Office pilot to promote responsible drinking among students), and playing a key role in supporting and delivering the successful ‘Reduce the Strength’ campaign in areas of the city centre, aimed at reducing alcohol-related antisocial behaviour.
- 4.3.4 There are well-established processes in place for alcohol services in Manchester to respond to victims of domestic abuse. This includes a ‘routine enquiry’ process within community alcohol treatment services, so that all service users are asked questions about their experience of domestic and sexual violence, regardless of whether or not there are any signs of abuse, or whether abuse is suspected. Alcohol services also play an active role in partnership work to address domestic abuse, including attendance at domestic abuse case Multi Agency Risk Assessment Conferences (MARAC) and close working with Children and Families services on case conferences and other child protection work where alcohol and domestic abuse are a feature.
- 4.3.5 The PHDS is commissioned to provide training in alcohol awareness, screening, brief advice and behaviour change interventions; this training is available to a range of agencies across the city, including those working with children and families. This approach is supported by alcohol awareness campaigns aimed at the public in Manchester, aimed at changing behaviour and social norms around alcohol consumption. Recently, PHDS have led local campaign work in support of Alcohol Awareness Week, including local promotion of the current Drink Wise North West campaign “Let’s look again at alcohol” (which aims to increase public support for key alcohol policy change to protect children from alcohol), and promoting national behaviour change initiatives including Dry January and Look After Your Liver.
- 4.3.6 Public Health Manchester at the City Council commissions a range of evidence-based alcohol early intervention, treatment and recovery services

delivered in a variety of settings across the city. These include identification, brief advice and alcohol liaison services based in each of the three hospitals that serve the city; alcohol treatment services that provide a range of psychosocial, clinical and recovery support interventions for higher risk and dependent drinkers; and access to inpatient detoxification and residential rehabilitation services. These services promote local recovery organisations and networks for those service users that wish to access them as part of their recovery journey. All services are commissioned in line with the evidence base for effective interventions to address alcohol dependence, as outlined in current commissioning guidance from the Department of Health, Public Health England, and the National Institute for Health and Care Excellence (NICE).

## **5. Conclusions**

- 5.1 The Greater Manchester Alcohol Strategy brings together a range of activity taking place across the ten boroughs of the conurbation with the aim of reducing alcohol-related health harm, reducing alcohol-related crime and disorder, and promoting diverse night time economies across the area. This report outlines the ways in which local alcohol early intervention and treatment services commissioned by Public Health Manchester at the City Council work in support of both Manchester's existing local alcohol strategy, and the new Greater Manchester Alcohol Strategy.
- 5.2 Finally, Manchester City Council is currently consulting on budget options for 2015-2017, including those that relate to alcohol and drug early intervention and treatment services. The outcome of the consultation will inform the development of services going forward.