

## Summary: Intervention & Options

<b>Department /Agency:</b> <b>Home Office</b>	<b>Title:</b> <b>Impact Assessment of Persistent Public Drinking by Young People</b>	
<b>Stage:</b> Full	<b>Version:</b> 1.5	<b>Date:</b> 21 November 2008
<b>Related Publications:</b> Youth Alcohol Action Plan		

**Available to view or download at:**

<http://www.>

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**What is the problem under consideration? Why is government intervention necessary?**

Although fewer young people are drinking alcohol, those who do drink are drinking more. There are risks associated with alcohol misuse and these increase when the drinker is under 18. Evidence shows that young people drinking in public places puts them and others at risk as well as being a behaviour about which the public is concerned. There already exists a range of measures to tackle young people consuming alcohol in public places but these are inadequate to deal with persistent offenders

**What are the policy objectives and the intended effects?**

The policy objectives are to reduce both the instances, and the associated harms these give rise to, of persistent underage drinking in public places through increased interventions at each stage. These harms concern both the health of the young people who drink, and also arise as a result of alcohol fuelled crime and disorder. We are also seeking to improve the public's perception of alcohol related crime and disorder in their local community.

**What policy options have been considered? Please justify any preferred option.**

Two options are being considered:

1. Do nothing
2. Introduce a tiered approach for dealing with young people drinking in public places

**When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects?** The ongoing effectiveness in reducing the amount that young people drink in public places and associated harms will be monitored using the Smoking, Drinking and Drug Use Survey, the

**Ministerial Sign-off** For final proposal/implementation stage Impact Assessments:

***I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options.***

Signed by the responsible Minister:

.....Date:

## Summary: Analysis & Evidence

<b>Policy Option: 2</b>	<b>Description: Introduce a tiered approach for dealing with young people drinking in public places</b>
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<b>COSTS</b>	<b>ANNUAL COSTS</b>	Description and scale of <b>key monetised costs</b> by 'main affected groups' Transition cost is the cost of familiarisation to the police. Annual costs are the additional enforcement costs (approx £4m to DCSF, £1m to Home Office and £1m to MOJ).
	<b>One-off</b> (Transition) <span style="float: right;"><b>Yrs</b></span>	
	<b>£ 4,500,000</b> <span style="float: right;">1</span>	
	<b>Average Annual Cost</b> (excluding one-off)	
<b>£ 6,000,000</b>	<b>Total Cost (PV)</b>	<b>£ 56,100,000</b>
Other <b>key non-monetised costs</b> by 'main affected groups'		

<b>BENEFITS</b>	<b>ANNUAL BENEFITS</b>	Description and scale of <b>key monetised benefits</b> by 'main affected groups' It is not possible to monetise the expected benefits (see below)
	<b>One-off</b> <span style="float: right;"><b>Yrs</b></span>	
	<b>£ 0</b> <span style="float: right;">1</span>	
	<b>Average Annual Benefit</b> (excluding one-off)	
<b>£ unknown</b>	<b>Total Benefit (PV)</b>	<b>£ unknown</b>
Other <b>key non-monetised benefits</b> by 'main affected groups' We anticipate that this option will reduce the consumption of alcohol by young people in public. This should result in less crime and disorder which will benefit the young people themselves and the wider community as a whole.		

<b>Key Assumptions/Sensitivities/Risks</b> There is a risk that increased confiscations will not result in less alcohol being consumed in public places and so this will not result in the anticipated reduced crime and disorder.
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Price Base Year	Time Period Years 10	<b>Net Benefit Range (NPV)</b> <b>£ -56.1m to unknown</b>	<b>NET BENEFIT (NPV Best estimate)</b> <b>£ unknown</b>
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What is the geographic coverage of the policy/option?	England and Wales			
On what date will the policy be implemented?	Not yet known			
Which organisation(s) will enforce the policy?	Police and YOTs			
What is the total annual cost of enforcement for these organisations?	£ unknown			
Does enforcement comply with Hampton principles?	Yes			
Will implementation go beyond minimum EU requirements?	N/A			
What is the value of the proposed offsetting measure per year?	£ 0			
What is the value of changes in greenhouse gas emissions?	£ 0			
Will the proposal have a significant impact on competition?	No			
Annual cost (£-£) per organisation (excluding one-off)	Micro N/A	Small N/A	Medium N/A	Large N/A
Are any of these organisations exempt?	Yes/No	Yes/No	N/A	N/A

<b>Impact on Admin Burdens Baseline</b> (2005 Prices)		(Increase - Decrease)	
Increase of £ 0	Decrease of £ 0	<b>Net Impact</b>	£ 0

Key: Annual costs and benefits: Constant Prices (Net) Present Value

## Evidence Base (for summary sheets)

[Use this space (with a recommended maximum of 30 pages) to set out the evidence, analysis and detailed narrative from which you have generated your policy options or proposal. Ensure that the information is organised in such a way as to explain clearly the summary information on the preceding pages of this form.]

### **Rationale for intervention**

Although fewer young people are drinking alcohol, those who do drink are drinking more than before. Whilst not all alcohol consumption is harmful, there are risks associated with alcohol misuse, and in particular, these risks are greater when the drinker is under 18. These risks include serious health problems, both in the short and the long-term, and also a wide range of other problems which adversely affect the welfare of teenagers, for example, unprotected sex, teenage pregnancy, failing at school and the use of illicit drugs.

Evidence shows that the proportion of young people who drink in a public place has also increased significantly, and it is the heaviest drinkers who are the most likely to drink in public. There is evidence that the consumption of alcohol in public places leads to unacceptable behaviour that can be a significant problem for the rest of the community. It is also one of the major causes of the public perceiving a problem with drunk or rowdy behaviour and/or anti-social behaviour in their area.

We anticipate that increasing the number of interventions carried out by police and Youth Offending Team (YOTs) would reduce the amount of alcohol consumed in public places and thereby reduce these associated harms. Under the Confiscation of Alcohol (Young Persons) Act 1997, the police have the power to confiscate alcohol from any person under the age of 18 if they believe that person intends to consume the alcohol in public. Whilst this power is well used, it offers no deterrent effect other than losing your alcohol. In most instances parents are also not informed that their children have been consuming alcohol in public. Repeated confiscations for young people who repeatedly or persistently drink in public places are not effective in addressing underlying behaviour reasons nor do they provide an incentive not to reoffend.

We would like to increase the number of interventions carried out at each stage of public drinking (i.e. for when the young person has been caught once, twice or more) by introducing a tiered approach, consistent with that adopted for other types of anti-social behaviour.

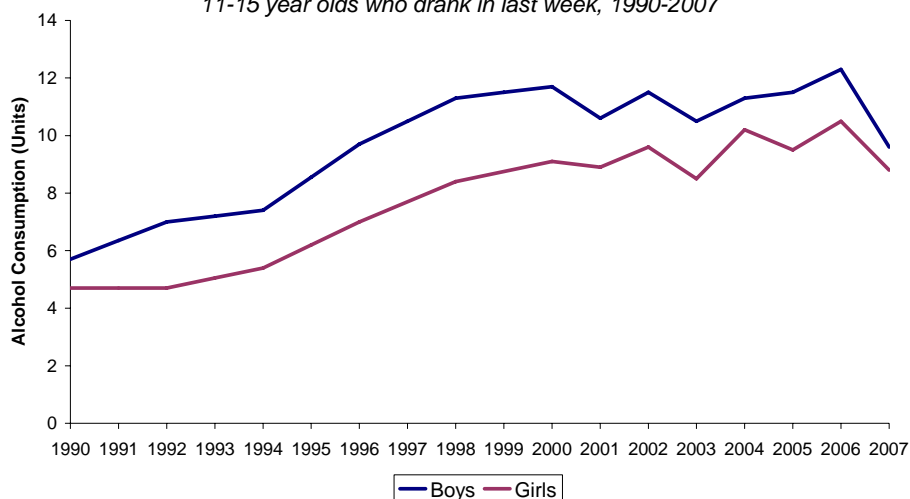
### **Alcohol consumption by younger people**

Since 2001, the proportion of young people aged 11-15 who, when asked, said they have never drunk alcohol has increased from 38% to 46%. 20% of those surveyed reported drinking some alcohol in the last week, down from 26% in 2001<sup>1</sup>. However, as Figure 1 shows, those who do drink appear to be drinking more frequently and in larger quantities. Average weekly consumption of alcohol by 11-15 year olds who drink alcohol has doubled from an average of 5 units per week in 1990 to 10 units per week in 2000 and has remained at a similar level since. Furthermore, in 2006, 49% of those pupils who had drunk in the last week claimed to have drunk an average of more than 4 units (i.e. more than the recommended daily limit for adults) on each of the days on which they drank.<sup>2</sup>

<sup>1</sup> *Drug use, smoking and drinking among young people in England in 2007*, NHS Information Centre

<sup>2</sup> *Smoking, drinking and drug use among young people in England in 2006*, NHS Information Centre

**Figure 1: Mean alcohol consumption (units) in the last week**  
*11-15 year olds who drank in last week, 1990-2007*

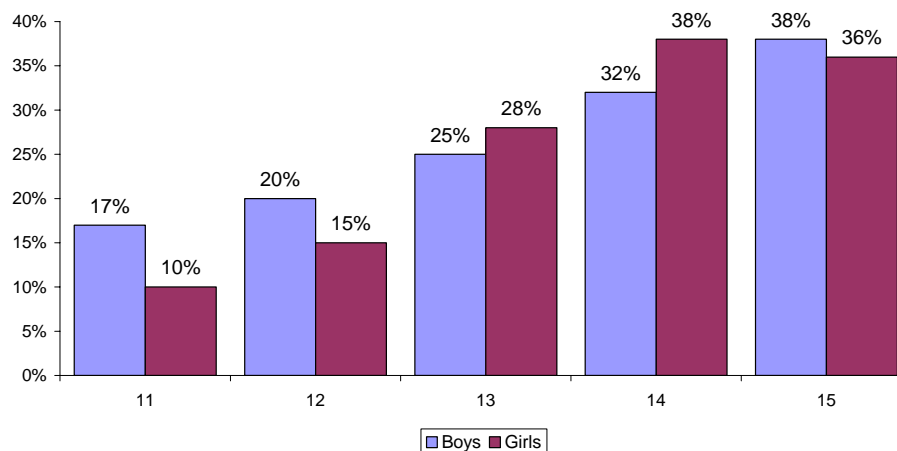


## Drinking In Public

Whilst alcohol consumption amongst 11-15 year olds has increased, there has also been a shift in where that consumption occurs. In 1999, 21% of those 11-15 year olds who drank alcohol said that they usually drank alcohol in a public place. By 2006, this had risen to 31%. Figure 2 illustrates that the extent of drinking in public is common for both sexes.

**Figure 2: Proportion who usually drink on the street, in a park, or somewhere else outside**

*11-15 year olds who are current drinkers, 2006*



Furthermore, it is the heaviest drinkers, who are the most at risk of committing crime or anti-social behaviour, who are the most likely to drink outside. In 2006, 63% of those 11-15 year olds who had drunk more than 14 units in the past week usually drank outside compared to just 22% of those who had drunk less than 1 unit in the previous week.<sup>3</sup>

## Perceptions

Perceptions of crime are an important factor in social welfare as it is often perceptions, rather than reality, that determines how much individuals are willing to spend in anticipation of crime in order to reduce either the likelihood or impact of an incident.

Overall the percentage of people perceiving high-levels of anti-social behaviour in their area has fallen from 19% in 2001/2 to 16% in 2007/8. However, perceptions of problems with teenagers hanging around have remained stable (32% in 2001/2, 31% in 2007/8) and the percentage who

<sup>3</sup> *Smoking, drinking and drug use among young people in England in 2006*, NHS Information Centre

perceive a problem with drunk and rowdy behaviour has risen, from 22% in 2001/2 to 25% in 2007/8.<sup>4</sup> Both of these issues are likely to be heavily influenced by young people drinking alcohol in public.

## **Confiscation campaigns**

Following the success of a pilot campaign during October 2007, a major Confiscation of Alcohol Campaign was conducted in 165 out of the 227 police Basic Command Units (BCU) during February 2008. During the two week campaign, almost 21,000 litres of alcohol was confiscated from 5,143 young people, an average of over 4 litres per seizure. In total, some 23,621 young people were present at these incidents, a large proportion of whom would have been drinking alcohol. Although both campaigns focussed on school holidays and weekends when young people were most likely to be engaged in this activity, this illustrates the prevalence of young people drinking in public.<sup>5</sup>

## **Objectives**

The objective of this policy is to reduce the amount of alcohol that is consumed in public places by young people, and thereby reduce the harms associated with this. We anticipate that increasing the number of interventions will result in less alcohol being consumed in public places and therefore have a beneficial impact on both actual levels of anti-social behaviour, crime and disorder, and also on public perceptions of anti-social behaviour. This will benefit the young people themselves and the wider community, and result in savings for enforcement and licensing agencies and the NHS. This Impact Assessment therefore considers the relative merits of introducing a tiered approach as a means of increasing the number of interventions.

Currently the police have a range of confiscation and dispersal powers to tackle underage drinking in public. In some cases failure to comply with these powers, for example refusal to hand over alcohol to a police officer, will automatically trigger an offence. We believe that these powers are insufficient to properly address the issue and do not enable the police to respond to different types of public drinking behaviour by young people. A common complaint is that young people know that the police only have powers to confiscate their alcohol and no powers to do anything more. In some cases youths are simply surrendering their alcohol and then going to buy some more. The lack of police powers to do anything other than continually confiscate alcohol does not act as a deterrent to reduce reoffending.

## **Summary of proposals**

There are two options being considered to reduce the consumption of alcohol in public by young people. We are proposing a tiered approach to this issue similar to that for anti-social behaviour as confiscation and dispersal alone do not address the root cause of the problem and arguably do not lead to behavioural change.

**Option One:** Do nothing

**Option Two:** Introduce a tiered approach as set out below.

### *Tier 1*

For one-off instances of public drinking the aim should be to prevent a recurrence of this behaviour, involving parents and the young people closely. Police officers already have confiscation and some dispersal powers, but Government wants to make it easier for officers

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<sup>4</sup> *Crime in England and Wales 2007/08*, Home Office Statistical Bulletin

<sup>5</sup> House of Commons Hansard Written Answers for 13 May 2008 (pt 0028)

to deal with one-off instances of public drinking. So the following changes will be brought into force:

- Work with the police to ensure that the current powers to disperse under-18s who are drinking and behaving anti-socially are as widely used as possible; and
- Subject to the approval of Parliament, the law will be amended to extend the Directions to Leave power to 10 to 15 year olds so that police officers can effectively deal with any young person who is drinking in public places – see separate IA for details.
- After young people have been dispersed and issued with Directions to Leave, the expectation is that they should be returned to their parents or carers either at home, a police station or another safe place.

### *Tier 2*

A different response is required if young people are repeatedly drinking in public, particularly if this is linked to other anti-social behaviour. Interventions exist but some need to be extended to encourage wider take-up.

- Acceptable Behaviour Contracts will be extended to young people caught drinking in public, in which the young person and their parents agree to attend a session with a trained worker.
- Alcohol Arrest-Referral pilots will be extended so that under-18s arrested for any alcohol-related offence may benefit from a brief intervention from a trained worker. This will help deal with the young people drinking in public who are already involved in alcohol related criminal activities.
- Parenting Contracts should be used with the parents of young people repeatedly caught drinking in public as it is essential that parents take responsibility and learn better how to address it .

### *Tier 3*

For the most serious cases of public drinking by young people the response must be uncompromising and build on current responses to anti-social behaviour and youth crime. In these cases, it is essential that any intervention should involve not only the young people themselves, but should also address the behaviour of their parents who are not taking their responsibilities seriously. We therefore will:

- Work with the police to ensure that the current confiscation powers are as widely used as possible and that parents are routinely notified;
- Encourage police officers and others to apply for Anti-Social Behaviour Orders if a young person's persistent drinking in public places is causing harassment, alarm and distress and they have previously failed to abide by the conditions of an ABC; and
- Implement new legislation to make it an offence for under-18s to persistently possess alcohol in public places. This will require evidence of continued confiscation and failure to abide by an ABC. The penalties applied will depend on the nature of the behaviour in question, whilst taking into account the young person's previous criminal record.
- Encourage the police and other appropriate agencies to make greater use of Parenting Orders to parents whose children persistently drink in public. Specific conditions would need to be met, such as compulsory attendance at parenting classes, strict monitoring of their child's drinking behaviour, etc.

## Costs and benefits of the current system

### Costs

#### Alcohol related crime and disorder

The British Crime Survey (BCS) asks respondents about both the age of the offender and whether they were under the influence of alcohol. Using this information, it is possible to estimate the costs of alcohol-related crime that are attributable to under 18s consuming alcohol. The Home Office estimates that alcohol related crime and disorder costs England & Wales between £9bn and £15bn per annum<sup>6</sup>, and the calculations in Table 1 suggest that between £915m and £1.15bn is due to under 18s drinking alcohol.

Table 1: The cost of alcohol-related crime committed by under 18s in England and Wales

Offence	Costs of alcohol related crime (£m)	Proportion due to under 18s <sup>7</sup>	Costs of alcohol related crime due to under 18s (£m)
Wounding	£2,011 - £8,035	4%	£78 - £312
Assault without injury	£482	6%	£29
Other violence	£3,083	5%	£162
Criminal damage	£1,633	27%	£448
Burglary	£278	10%	£27
Vehicle thefts	£737	12%	£87
Other thefts	£523	16%	£83
Total	£8,746 - £14,770	8% - 10%	£915 - £1,149

As the BCS does not include victims who are under the age of 16, these figures will exclude a number of offenders who are under 18 and who were under the influence of alcohol. It has also not been possible to estimate the cost of alcohol related anti-social behaviour by under 18s. Hence, this figure represents a conservative estimate.

#### Health

It is widely accepted that drinking to excess by children can lead to a range of health problems in later life. The Australian government recently concluded that there is no safe level of alcohol consumption for under 18s.

There is also growing evidence from the UK of a link between teenage alcohol consumption and health harms. Liver cirrhosis amongst people in their 20s has increased sharply, thirteen children a day are admitted to hospital as a result of drinking alcohol, and there has been a 57% rise in alcohol related deaths amongst 15-34 year olds between 1991 and 2006.<sup>8</sup>

At present, it is unclear exactly how much consumption of alcohol increases the risk of these problems and so it is therefore impossible to estimate the additional cost that alcohol consumption by under 18s imposes on the NHS. However, given the severity of these problems, it is likely to be significant.

<sup>6</sup> *Safe, Sensible, Social - Consultation on further action*, Department of Health 2008

<sup>7</sup> Based on calculations using British Crime Survey data from surveys conducted between 2001/2 and 2006/7

<sup>8</sup> *Youth Alcohol Action Plan*, Department for Children, Schools and Families 2008

## Enforcement

Each confiscation takes approximately 5-10 minutes and so, taking the central estimate, costs approximately £4 in terms of police time<sup>9</sup>. The total number of confiscations is not collected centrally and no reliable estimate exists. However, there were at least 5,134 confiscations in the last year as this is how many occurred during the February 2008 campaign. If this level of activity had been maintained across all BCUs for the entire year, then there would have been over 180,000 confiscations. As it is we know from discussions with police and ACPO colleagues that Alcohol Misuse Enforcement Campaigns (AMEC) represents the majority of enforcement activity on confiscations. As such we believe that twice the current annual total of 5,143 represents a useful upper bound.

*Table 2: Estimates of the number and cost of confiscations of alcohol from young people in England and Wales in the last year*

	Minimum Estimate	Maximum Estimate
Current Level of Confiscations	5,134	10,286
Current Cost	£21,234	£42,468

Based on the estimates in Table 2, the costs of confiscations over the last year range from £21,000 to £42,000, with a central estimate of around £30,000. Table 3 contains the number of individuals who were cautioned or proceeded against for refusing to comply with a confiscation.<sup>10</sup> It is estimated that, on average, this costs £7,000 per annum.<sup>11</sup>

*Table 3: Number of people cautioned or proceeded against at Magistrates Court for refusing to comply with a confiscation, England and Wales 2004-2006*

	Proceeded against	Cautions
2004	12	2
2005	14	10
2006	19	5

We anticipate the actual cost of enforcement to be broadly representative of the central estimate of £37,000.

## Benefits

Each year, the UK alcoholic drinks market has a total value of approximately £30 billion and employs over 1 million people. As a result of alcohol-related activities, the Exchequer benefits from £8 billion in alcohol duty and another £7 billion in VAT.

Using the data on alcohol consumption presented above, along with data from the General Household Survey, it is possible to estimate the total proportion of all the alcohol consumed in the UK that is consumed by under 18s. The calculations in Table 4 show that consumption (in units) by 11-17 year olds represents around 4.5% of the total consumption (in units) in the UK.

<sup>9</sup> The Home Office estimate the cost of police time at £33.03 per hour. This estimate is based on analysis of a number of sources, including the 2005 Annual Survey of Hours and Earnings (ASHE) produced by National Statistics and 2005 CIPFA Police Actuals.

<sup>10</sup> House of Commons Hansard Written Answers for 23 Apr 2008 (pt 0025)

<sup>11</sup> The cost of court proceedings are based on the Office of Criminal Justice Reform's marginal unit costs. Due to the small volume of cases involved, it is believed that these are more appropriate than average costs. The cost to the police, the Crown Prosecution Service, Legal Aid and Her Majesty's Courts Service of a summary non-motoring offence in which the defendant pleads guilty is £407. It was not possible to put a cost on the issuing of a caution, over and above the cost of first arresting the offender. The cost of an arrest is estimated by taking the estimate of 5 hours put forward by Deehan et al. in *Drunks and Disorder: Processing intoxicated arrestees in two city-centre custody suites* and the estimated costs of police time used previously.

Table 4: The proportion of alcohol consumed in the UK that is consumed by under 18s

Age Group	Average Weekly Alcohol Consumption (Units) <sup>12</sup>		Population ('000s) <sup>13</sup>		Total Weekly Alcohol Consumption (Units, '000s)
	Male	Female	Male	Female	
11	0.5	0.2	373	356	258
12	0.8	0.7	376	357	550
13	2.3	1.4	384	365	1,396
14	2.9	3.9	390	370	2,574
15	6.2	4.7	405	383	4,312
16-17	18.6	14.6	826	775	26,688
18-24	18.6	14.6	2,962	2,804	96,034
25-44	19.7	14.6	8,514	8,594	293,189
45-64	20.8	15.0	7,487	7,724	271,587
65+	13.5	8.7	4,233	5,547	105,396
Total (all ages)					801,984
Total (11-17)					35,778
Proportion consumed by 11-17					4.5%

Assuming this equates to a similar proportion in terms of sales, based on the figures above underage drinking accounts for around £1.35 billion of additional sales and an additional £360 million in alcohol duty and another £315 million in VAT.

## Option Appraisal

### Option Two

*“Introduce a tiered approach.”*

### Costs of Option Two

#### Enforcement

Based on the figures from the recent alcohol confiscation campaign approximately 23,400 under 18s came into contact with the police for possessing or being with those who possess alcohol. Of those not all will be in “direct possession” of alcohol (either because it was found next to them, they had passed it to someone over 18, thrown it away etc). During the recent campaign we estimate that approximately 22% (5,143) of those under 18 were actually in direct possession of alcohol when approached by an officer (i.e. they were caught holding it).

The following analysis assumes that a minimum of 5,143 under 18s are actually drinking in public, although the figure could be as high as 10,286 as estimated previously.

There is a lack of hard evidence of the effectiveness of existing interventions aimed at tackling ASB. However, a NAO report for the Home Office<sup>14</sup> estimated that:

- 63% of individuals who received a warning letter did not go on to receive a further intervention;
- of those who had received an ABC, 65% did not receive a further intervention; and,

<sup>12</sup> Consumption figures for 11-15 year olds taken from *Drug use, smoking and drinking among young people in England in 2007* and multiplied by the proportion who do drink alcohol. Figures for over 16s taken from Table 2.1, General Household Survey 2006.

<sup>13</sup> 2007 mid-year population estimates for UK, ONS

<sup>14</sup> Tackling anti social behaviour, NAO,2006

- of those who received an ASBO, 45% did not receive a further intervention.

It is unlikely that all those who had alcohol confiscated from them would go on to receive an ABC. An ABC would be appropriate in those circumstances where the drinking was also associated with low-level anti-social behaviour. Whilst no such figures exist surveys<sup>15</sup> estimate that 27% of young people who had drunk in the last four weeks had either had a fight or an argument as a consequence.

Table 5: Estimates of the numbers of ABCs and ASBOs/prosecutions

	Minimum estimate	Maximum estimate
Number of confiscations	5,143	10,286
Number of ABCs	1,903	3,806
Number of ASBOs/prosecutions	666	1,332

The table below sets out how the costs would be incurred under the new tiered system.

<b>Tier One – first time offence</b>	<b>Unit Cost</b>	<b>Total Minimum Cost</b>	<b>Total Maximum Cost</b>
Action: Police take and record details plus inform parents (verbally or in writing)	- 1hr police time @ £33	£170k (HO)	£340k (HO)
<b>Tier Two – second time offence</b>	- 1hr police time @ £33	£63k (HO)	£126k (HO)
Action: Police take and record details plus pursue ABC with person under 18 and Parenting Contract with parent/guardian	- £230 per ABC	£438k (HO)	£875k (HO)
	- up to £625* per Parenting Contract	£63k (DCSF)	£2.379m (DCSF)
<b>Tier Three – third time (persistent) offence:</b>	- 1hr police time @ £33	£22k (HO)	£44k (HO)
Police take and record details plus prosecute and pursue an ASBO on conviction for person under 18 and Parenting Order with parent/guardian	- £210 per court case for police	£232k (HO)	£464k (HO)
	- £480 per court case for legal aid	£531k (MOJ)	£1.1m (MOJ)
	- £91 per court case for HMCS	£101k (MOJ)	£201k (MOJ)
	- £2,800 per Parenting Order	£1.9m (DCSF)	£3.7m (DCSF)
<b>Total</b>		<b>£3.5m</b>	<b>£9.3m</b>

\*The costs could be a lot lower. In some cases there might not be any costs associated with the contract other than the time spent with the parent explaining and signing the contract, and the subsequent monitoring of compliance with it. However in other situations the parenting contract might ask the parent to attend a parenting programme, for which there will be associated costs.

<sup>15</sup> Drug use, smoking and drinking among young people in England in 2007, NHS Information Centre

These figures do not include the costs of other support services which may be provided in conjunction with interventions (e.g. those provided by Youth Offending Teams) or the costs of additional disposals arising from prosecutions as a result of breaches of ASBOs.

Based on the upper and lower estimates for confiscations calculated earlier, this option would add between £3.5m and £9.3m to the annual cost of enforcement. As this option is dependent on the passage of legislation it could only come into effect in 2010/11 at the earliest. The discounted costs are between £3.3m and £8.6m. We anticipate the actual additional cost of enforcement to be close to the central estimate of £6m.

The estimated £1m police costs for greater use of Acceptable Behaviour Contracts (ABCs), Anti Social Behaviour Orders (ASBOs) and prosecutions will be funded through reprioritisation of existing police budgets and/or the identification of offsetting savings. The HO is not currently in a position to determine categorically police priorities in 2010/11 at this point, however, work is ongoing to identify which areas of work might need to be stopped or the magnitude of any offsetting savings and guidance will be given to police authorities closer to the time.

Of the estimated £6m, approximately £4m is estimated for the greater use of existing Parenting Contracts and Orders. These will be met within current allocations to local authorities as currently these programmes are running well under capacity. In addition the Home Office are leading a drive for better take up of the existing resource, of which the YAAP is part. The remaining £1m may be incurred as downstream costs to the Ministry of Justice.

### **Familiarisation**

Any amendment to police powers will require some familiarisation with the new legislation. As this option involves a new approach we anticipate that the amount of familiarisation needed will be around an hour (mainly to read and digest the guidance document). We estimate this will cost approximately £4.5m, based on members of licensing units (made up of police constables, PCSOs and non-police staff) taking 1hr to familiarise themselves, at a cost of approximately £33 each<sup>16</sup>.

*Table 6: Estimates of the costs to the police of familiarising themselves with the legislative changes proposed under option two*

	Number (at March 2008)	Familiarisation Cost
Police Constables	106,315	£3,511,584
PCSOs	15,557	£513,848
Special Constables	14,547	£480,487
Total	136,419	£4,505,920

This is a purely one-off cost as the cost of familiarising new recruits in the future will be no different to the cost of familiarising them with the current system.

### **Cost to the alcohol industry**

The cost to the alcohol industry is likely to be small. Although we anticipate the number of young people drinking in public places to reduce we expect there to be a lesser effect on the overall level of consumption of alcohol by young people. In some cases it may simply be that the young people switch to drinking at home or friends houses rather than in public places. There may well be a decline in overall consumption as a consequence of other aspects of the Youth Alcohol Action Plan and so in future we may expect to see a declining trend in sales and less alcohol related disorder as a consequence.

### **Benefits of Option Two**

<sup>16</sup> Based on the estimated cost of police time used previously.

## Alcohol related crime and disorder

Evidence shows that the consumption of alcohol by young people in public places can lead to unacceptable behaviour that is a serious problem for the wider community. Furthermore, it is the heaviest drinkers who are the most likely to consume alcohol in a public place and they are the most at risk of committing crime or anti-social behaviour. Therefore, whilst increasing the number of interventions may not affect their overall level of alcohol consumption, it should result in them consuming alcohol in a less risky environment and thereby lead to lower levels of crime and anti-social behaviour.

The calculations above suggest that the maximum possible annual cost of this policy option is approximately £11.4m, which is approximately 1% of the total cost of all alcohol-related crime committed by under 18s. Table 7 illustrates the number of crimes that this option would need to prevent each year in order to recoup this cost.

*Table 7: Estimate of the number of crimes that would need to be prevented to recoup the expected additional enforcement cost (£8m) of option two*

	Cost Per Crime <sup>17</sup>	Crimes which would need to be prevented
Sexual Offences	£31,438	255
Wounding	£8,852	904
Robbery	£7,282	1,099
Domestic Burglary	£3,268	2,448
Common Assault	£1,440	5,556
Criminal Damage	£866	9,238

It is not possible to estimate the extent to which this option will reduce the incidence of alcohol-related crime and disorder, but we anticipate that it will exceed the levels presented in the above table and result in benefits greater than £8m.

## Health

As stated above, consumption of alcohol by children is linked to a range of health problems, in both the short and longer term. As we do not anticipate this option to have a significant effect on the overall level of alcohol consumption it will not have any significant health benefits.

## Perceptions

Reducing the consumption of alcohol in public places by young people is likely to reduce the number of people who perceive there to be a problem with teenagers hanging around and/or drunk and rowdy behaviour. Estimates suggest that in 2003/4, over £1billion was spent in England and Wales on defensive expenditure and insurance administration directly in anticipation of crime.<sup>18</sup> Whilst, it is not possible to estimate the likely effect this option will have on this spending, it is unlikely to be significant. Of greater likelihood are people feeling safer in their neighbourhood through increased confidence in the police and other agencies.

## Monitoring

The effectiveness of the option to be taken forward in reducing alcohol-related crime and disorder by young people will be monitored through the British Crime Survey. The number of confiscations will be monitored through analysis of future national Alcohol Misuse Enforcement Campaigns and through liaison with police licensing officers. The number of prosecutions for

<sup>17</sup> *The economic and social costs of crime against individuals and households 2003/04*, Home Office Online Report 30/05

<sup>18</sup> *The economic and social costs of crime against individuals and households 2003/04*, Home Office Online Report 30/05

the new offence of persistent possession will be monitored using Criminal and Sentencing Statistics.

## Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

**Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.**

Type of testing undertaken	<i>Results in Evidence Base?</i>	<i>Results annexed?</i>
Competition Assessment	No	No
Small Firms Impact Test	No	No
Legal Aid	Yes	No
Sustainable Development	No	No
Carbon Assessment	No	No
Other Environment	No	No
Health Impact Assessment	Yes	No
Race Equality	No	Yes
Disability Equality	No	Yes
Gender Equality	No	Yes
Human Rights	No	No
Rural Proofing	No	No

## Annexes

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