

## **WEST DUNBARTONSHIRE LICENSING BOARD**

### **Report by the Clerk to the Licensing Board**

**Licensing Board: 11 June 2013**

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**Subject: Licensing Policy Statement - Overprovision**

#### **1. Purpose**

**1.1** To submit current information as contained in the West Dunbartonshire Alcohol and Drug Partnership's Report as annexed on:-

- Alcohol Related Death Rate
- Alcohol Related Hospital Admissions/Discharges Rate
- Alcohol Related Mental Health Admissions/Discharges
- Alcohol Related Brain Damage Admissions/Discharges
- Alcohol Aggravated Crimes
- Alcohol Specific Crime Rate
- Public Disorder Incidents
- Domestic Incidents involving alcohol
- Density of Licensed Premises, crimes and incidents
- Fire Statistics
- Noise Complaints-Licensed Premises

across West Dunbartonshire and where statistical evidence is available to specific localities. Thereafter, it is for the Board to determine what areas it may wish to consult upon with regard to the current form of the overprovision policy.

#### **2. Recommendations**

It is recommended that the Board:-

- a) agrees the 18 intermediate data zones detailed in Table 1 of the ADP report and at paragraph 4.3 of the report as localities within West Dunbartonshire;
- b) considers the link between the data provided and the different types of licensed premises and agrees to consider overprovision in respect of off sales and on sales (excluding restaurants and hotels) in respect of the categories defined in the accompanying Review of Licensing Policy report and as referred to at point 3.6 below;

- c) agrees which of the 18 defined intermediate data zones after analysing the relevant health statistics as set out in paragraph 4.8 and 4.9 and Appendix 2 of this report are to be subject of an overprovision assessment specifically, excluding the following areas:-

Goldenhill/Hardgate/Parkhall (IDZ 6)  
Old Kilpatrick (IDZ 7)

- d) agrees, after analysing the relevant crime and disorder statistics as set out in paragraph 4.10 and Appendix 2 of the report, the Board considers which of the 18 defined intermediate data zones are to be subject of an overprovision assessment on the basis of the licensing objective of preventing crime and disorder, specifically excluding the following areas:-

Old Kilpatrick (IDZ 7)  
Duntocher (IDZ 10)  
Balloch North East/Gartocharn/Mill of Haldane (IDZ 18)

- e) on the basis of recommendations (c) and (d) that the Board consult on overprovision within the 18 intermediate datazone areas excluding Old Kilpatrick (IDZ 7) from an overprovision assessment given, the health and crime statistics in that area;
- f) considers the scope of the current overprovision policy with regard to the current strict rebuttable presumption and in respect of health benefits associated with increased employment opportunities whilst considering the current statistical basis of the negative impacts of alcohol misuse in West Dunbartonshire and agree that the Board consult on refining the policy to take into account in its overprovision policy as described at point 26, a recognition of the Health benefits associated with employment opportunities by on and off sales Licensed premises;
- g) requests that the Licensing Standards Officer provide a report on the number and capacities of relevant licensed premises within the areas defined and by premise types and provide an overview of the current licensing situation in the Board area;
- h) considers whether to request the Alcohol and Drugs Partnership, Chief Constable or Environmental Health gather any further data or information and to report back to the Board;
- i) formally consults on its proposals with the Chief Constable, the Licensing Forum as required by statue and consults with all other parties as deemed appropriate by advertising the consultation on the Board's webpage;

- f) reports the results of the consultation back to the Board who will then consider if there is overprovision in any type of premises in any locality.

### **3. Background**

- 3.1** Section 7 of the Licensing (Scotland) Act 2005 provides that the Board's Licensing Policy Statement shall include a statement as to the extent to which the Board considers there to be overprovision of (a) Licensed premises, or (b) Licensed premises of a particular description, in any locality within the Board's area.
- 3.2** In considering whether there is overprovision in any locality the Board must have regard to the number and capacity of licensed premises in the locality and consult various people.
- 3.3** The Board's present Licensing Policy Statement was agreed by the Licensing Board on 10 October 2010 and published on 30 November 2010. In terms of Section 6(1) of the Licensing (Scotland) Act 2005, a Board's Licensing Policy Statement has to be in place on a three yearly basis and the next policy will run from 30 November 2013 to 29 November 2016. Accordingly the Board's new Policy Statement requires to be in place prior to 29 November 2013.
- 3.4** The 2005 Act essentially requires the Board to assess overprovision up front in its Licensing Policy Statement, before receipt of individual applications. Where a Board's Licensing Policy Statement concludes that there is overprovision of a particular type of premises in a locality, there will then be a presumption that all such applications in the locality should be refused. Similarly if there is no such statement in the Board's Licensing Policy Statement, it is unlikely that a refusal based on overprovision could be substantiated at appeal.
- 3.5** Under Section 142 of the 2005 Act, Scottish Ministers may issue guidance to Licensing Boards. Guidance has been issued on overprovision and this is attached as Appendix 1. The key points from this current guidance are:-
- There needs to be robust and reliable evidence which suggests that a saturation point has been reached or is close to being reached, always provided that a dependable casual link can be forged between that evidence and the operation of licensed premises in a locality.
  - Factors which the Board can take into account:
    - Information provided by the Chief Constable
    - CCTV footage illustrating disorder associated with the dispersal of customers
    - Evidence that the density of licensed premises has resulted in levels of competition which has applied downwards pressure on the price of alcohol

- Evidence from local residents of anti-social behaviour associated with licensed premise
- Information from Environmental Health Service about noise complaints which can be attributed to the operation of licensed premises in a locality
- Data supplied by the NHS Board or other health bodies such as accident and emergency department or alcohol action teams
- The guidance states that the Board cannot take into account:
  - The manner in which individual premises are managed
  - Any concerns as to the quality of management of individual premises
  - The need or demand for the licensed premises in the locality  
Commercial considerations are irrelevant to a policy which is designed to protect the wider interest
  - Hours during which the premises in the locality trade
  - Members' clubs providing they meet the criteria made under Section 125 of the Act
- Proper regard needs to be given to the contrasting styles of operation in different licensed premises and the differing impact they are likely to have on the promotion of the licensing objectives. In other words, if crime, health etc problems are caused by one or two types of licensed premises, the Board can make an overprovision finding in respect of these types of premises leaving scope to allow other types of premises.
- The Board needs to consider both the number and capacity of premises in a locality which are to be the subject of an overprovision assessment.

### **3.6 Categories of Licensed Premises**

The categories of licensed premises are the same types as referred to in the report accompanying this report to the Board on the Review of Statement of Licensing Policy.

### **3.7 The Board's current policy on overprovision**

The Board's current policy on overprovision (pages 22-24 of the 2010-2013 Statement of Licensing Policy) has attracted much national praise, awards for innovation and coverage given to its evidence based approach and approach to the question of overprovision. In this report Members are asked to consider the evidence and consult on the current terms of the overprovision policy which, in its current form, creates a strict rebuttable presumption (where the applicant can provide robust and reliable evidence why the benefits to the grant of the application through the licensing objectives outweighs the detriment to the licensing objectives and the Overprovision Policy) against the grant of a new licence within the 15 localities defined in the policy.

- 3.8** The Board in its current policy, states that there is overprovision in “vertical drinking establishments” (which includes all public houses) nightclubs, off sales and local convenience stores and supermarkets. In the three localities that are not viewed to be overprovided for in these categories if there is a likelihood that trade will be drawn from the Board’s overprovision locality these applications will also be subject to an overprovision assessment. The Policy also, extends to applications to increase the capacity of these types of premises within the defined localities.

#### **4. Main Issues**

- 4.1** The report from the Alcohol and Drug Partnership (ADP) at Appendix 2 summarises the considerable volume of statistical information obtained from Police Scotland, Greater Glasgow and Clyde NHS, Strathclyde Fire Board, Council Services and national sources. The report also sets the position of West Dunbartonshire’s Licensing Board area within a wider social-economic context and provides various statistics thereon. At the Special Meeting of the Licensing Board in April 2013, an initial report entitled ‘Statement of Licensing Policy 2013-2016 - Gathering the Evidence’ was submitted and considered by the Board. As the report from the ADP has only recently been received by the Clerk there has been insufficient time for the Clerk and Depute Clerk to fully analyse all the information however initial preliminary analysis is stated below.
- 4.2** In terms of Section 7 of the Licensing (Scotland) Act 2005 the Board is required to consider overprovision in “any locality within the Board’s area”. The guidance also states that there has to be “a dependable casual link between that evidence and the operation of the premises in the locality”. It is up to Board to define its own localities. The approach followed is similar to what was done in terms of the Board’s last overprovision report for the 2010-2013 Statement of Licensing Policy with regard to data zones. The information provided in the Alcohol and Drug Partnership report is provided for 18 intermediate data zones shown in Table 1 and map 1 within that report. Map 2 shows the Council areas /wards for comparison. Given the difficulties in obtaining robust and reliable evidence for any different localities it is recommended that the Board use as it has done before the intermediate data zones (IDZs) detailed in the ADP report as its localities for the purposes of Section 7 of the 2005 Act. The names adopted within the data zones are the localities that those with local knowledge would easily identify e.g. Bradfield would be Goldenhill/Hardgate/Parkhall. This change of names to reflect the local knowledge position was approved at the Board on the 19<sup>th</sup> April 2011.

**4.3** The undernoted list of Intermediate Datazones contained in the ADP report is provided for ease of reference with the local equivalent name in bold:-

1. Whitecrook -**Whitecrook**.
2. Dalmuir/ Clydebank Central-**Dalmuir**.
3. Kilbowie-**Drumry/Linnvale/North Kilbowie**.
4. Radnor Park-**Parkhall/Radnor Park**.
5. Mountblow/Parkhall-**Mountblow/Parkhall**.
6. Braidfield-**Goldenhill/Hardgate/Parkhall**.
7. Bowling-**Old Kilpatrick**.
8. Hardgate/Faifley-**Faifley/Hardgate**.
9. Dumbarton Central/Silverton West/Townend- **Dumbarton Central/Silverton/Townend**.
10. Duntocher-**Duntocher**.
11. Dumbarton East/ Bowling / Barnhill / Crosslet- **Dumbarton East Barnhill/Crosslet/Milton/Bowling**.
12. Dumbarton West/ Brucehill / Dennytown / Kirktonhill –**Dumbarton West/Brucehill / Dennytown / Kirktonhill**
13. Dumbarton North East-Bellsymre/Silverton East- **Dumbarton North East-Bellsymre/Silverton East**
14. Bonhill- **Bonhill**.
15. Renton-**Renton**.
16. Jamestown / Rural Moorland-**Jamestown/Old Bonhill**.
17. Alexandria-**Alexandria/Balloch**.
18. Balloch North East / Gartocharn / Mill of Haldane- **Balloch North East / Gartocharn / Mill of Haldane**.

**4.4** The ADP report notes that there is national evidence to suggest an association between the number of alcohol outlets and the level of alcohol related problems. It is the statistical position that within West Dunbartonshire that IDZs 17, 9 and 2 have the greatest density of on trade licensed premises per 100,000 population and that IDZ's 9 and 2 have the highest density of off trade licensed premises.

**4.5** The ADP report contains in particular, statistical information relating to the overall position within West Dunbartonshire (as compared to Greater Glasgow & Clyde areas including five other Local Authority areas and the Scotland wide position) before individual intermediate data zones are considered:-

- Off-Sales – the number of off-sales (93) normalised to represent the number per 100,000 population, West Dunbartonshire figure for on and off sales being 265.6 per 100,000 population in 2012.
- The number of on-sales (147) normalised to represent the number per 100,000 population, the West Dunbartonshire figure for on and off sales being 265.6 per 100,000 population in 2012.
- The rate of alcohol aggravated crimes (5593 for 2012) normalised to represent the number per 100,000 population, the West Dunbartonshire figure

being 6190 per 100,000 population is greater than the comparable Greater Glasgow(5428) and Strathclyde (4808) figures.

- The rate of alcohol specific crimes (422 for 2012) normalised to represent the number per 100,000 population, the West Dunbartonshire figure being 467 per 100,000 population is greater than the comparable Greater Glasgow (316) and Strathclyde (255) average figures
- The rate of domestic incidents (816 incidents for 2012 and 551 crimes). This equates to 57 % of domestic incidents recorded as involving alcohol.
- The rate of alcohol related hospital admissions/discharges in 2010/11 being 1086 compared to the Scottish figure of 695.
- The rate of alcohol related deaths being 36.52 in 2011, normalised to represent the number per 100,000 population and compared to the Scottish rate of 23.73 and the Greater Glasgow & Clyde figure of 33.71 per 100,000 population .
- The rate of alcohol related mental health discharges being 64.8 in 2010/2011, normalised to represent the number per 100,000 population and compared to the Scottish rate of 76.2 and the Greater Glasgow & Clyde figure of 89.4 per 100,000 population
- The rate of alcohol related brain damages (ARDB) admission/discharges being 99 for 2009-2012, normalised to represent the number per 100,000 population and compared to the Scottish rate of 47 and the Greater Glasgow & Clyde figure of 124 per 100,000 population

**4.6** The ADP in its report, whilst recognising the positive and negative effect alcohol and the licensing regime by deduction has on the health and well being of West Dunbartonshire, lists a number of statistics and figures that show in reviewing health statistics that West Dunbartonshire fares poorly against the GGC area and even against the low Scottish standard especially, with regard to alcohol related hospital admissions/discharges, alcohol related deaths and alcohol related brain damages admissions/discharge . Scotland has often been seen as the 'sick man' of Europe when it comes to alcohol. The Societal cost of alcohol misuse in Scotland at 2007 is estimated at a central cost of £3.6 billion where the estimated cost of alcohol misuse in West Dunbartonshire is £40.65 million which equates to £449 per head of population and £792 for each person within West Dunbartonshire if wider societal costs are taken into account. Various other statistics are provided in general terms in the report with regard to Scotland's relationship with alcohol and sales/consumption. In particular, the levels of problem drinking in Scotland associated with woman aged 16-74 doubled between 1998 -2008. It is estimated that approximately 8% of the population within West Dunbartonshire are living with problems associated to alcohol or drug misuse.

**4.7** As the Board will also be aware from previous reports it is the case that since 1980 the affordability of alcohol has decreased by 45 %. The recent Monitoring and Evaluating Scotland's Alcohol Strategy (MESA) Second Annual Report produced in 2012 shows that whilst pure alcohol sales in Scotland fell by 4 %

between 2010 and 2011 the figures confirm that 20% more alcohol was sold per adult in Scotland than in England. The sales of pure alcohol in Scotland remain a fifth higher than in England and Wales. This is believed to be attributable to higher sales of lower priced spirits (particularly vodka) through the off trade. The ADP report at pages 10-18 outlines a number of national statistics and reports.

**4.8** Specific local information from intermediate data zones show, across a wide range of statistics provided by the ADP, the following positions of note:-

- In relation to alcohol related deaths it is the case that six out of the 18 IDZs areas as defined in the report are below the Scottish figure.
- The position is again broadly similar with alcohol related admission/discharges where only five out of the 18 areas are below the Scottish figure.
- The position with regard to alcohol related mental health discharges against the Scottish average is that 6 out of 12 IDZs are greater than the Scottish figure.
- Finally, the position with regard to the high level of alcohol related brain damage admissions is virtually, uniformly, above the Scottish figure apart from the IDZ 6 area of Goldenhill/Hardgate/Parkhall which is indeed the only area that is below the Scottish figures with regard to all 4 of these health related statistics.

**4.9** Further analysis of these statistics as stated in the ADP report will be produced to a further meeting of the Board. However it is the recommendation that the Board considers (like the last occasion) what specific areas of IDZs, given the health and crime statistics, that they wish to consult on as part of its overprovision assessment. It is submitted to the Board that at this stage that as only IDZ 6 (Goldenhill/Hardgate/Parkhall) and IDZ 7 (Old Kilpatrick) have three or more of the four related health statistics below the Scottish figure and accordingly, these IDZs should be excluded as part of any overprovision assessment with regard to health.

**4.10** Data supplied by Police Scotland in Tables 15-21 shows the position within West Dunbartonshire for alcohol related crime statistics and are similarly poor to the health statistics provided. In particular, the following positions of note:-

- Table 17 which provides statistics for alcohol aggravated crimes for the period 2010-2012 illustrates that in 2012, per 100,000 populations only five IDZs within West Dunbartonshire are below the figure for Strathclyde as a whole.



- In respect of alcohol specific crimes, at Table 18 only five IDZs are below that of Strathclyde.
- Only three areas are below the Strathclyde area for both alcohol related and alcohol specific crime - IDZs 7, 10 and 18. These are also, in Table 20 ranked high in the IDZs ranked by density of licensed premises, crimes and incidents.
- It is the position that for both Tables 17 and 18 many areas are double the figure for Strathclyde (IDZs 2 & 5 for Table 17 and IDZs 2,5, 12, and 17 for Table 18).
- Table 19 outlines the position with domestic incidents involving alcohol and also outlined within the report is that 57% of recorded domestic incidents and crimes involve alcohol. Further, information has been sought from women and families groups in connection with such in addition to the stated Police statistics.

**4.11** Table 20 details the intermediate data zones ranked by density of licensed premises, crimes and incidents along with the accompanying Map Number 6. As a summary, Table 21 further shows the comparable position between crime, health and licensed premise by IDZ area in selected statistics.

**4.12** Figures are provided for fire related fatalities and alcohol related fire fatalities and are placed in the wider context of fire related incidents within the Strathclyde Fire and Rescue Area. Members will note the figures provided at Table 22 through to Table 24. West Dunbartonshire has a comparably low figure of dwelling fires where impairment due to alcohol/drugs as against the Scottish figure, however for the specific issue of deliberate fire raising the figure is at a consistently high level; and believed by the Fire and Rescue Services in part to be fuelled by the consumption of alcohol. As stated by the previous Clerk to the Board in the previous overprovision assessment for the last Statement of Licensing Policy there are problems comparing fire statistics, given the comparatively low number of incidents when compared to police or health statistics.

**4.13** Noise from Licensed Premises are provided by the Council's Environmental Health service for the period from 1<sup>st</sup> January 2010 to 21<sup>st</sup> May 2013. As Members will note from Table 25 this shows a total of 42 complaints against 23 premises. The current statistics relate in the main to public houses however include members clubs too.

**4.14** Although formal revised guidance is currently sought from the Scottish Government with regard to overprovision; the assessment of overprovision for West Dunbartonshire will proceed on the basis of what was previously done for the previous licensing policy statement. The previous Clerk has detailed in past reports the difficulties with the current guidance. In 2010, assessment of the

utilised capacity of off sales was found to be on average at 8 % of running capacity in vertical drinking establishments (pubs). Since 2010, however, both on and off-trade sales have decreased, reflected by a total decrease in total alcohol sales. It is the case however, that off sales trade as detailed below is increasing at a faster rate than on sales trade. In Tables 18 and 19 there is a detailed list of the number and types of off and on sales within intermediate data zones. The Board as part of its overprovision assessment may request the Licensing Standards Officer's to report in further detail on the number and capacities of relevant licensed premises within the areas defined and premises types.

- 4.15** Many of the premises defined as 'vertical drinking establishments'(pubs) from the last Police survey on Licensing visits have been found to have closed due to market and other pressures. There are currently, 93 licensed off sales and 147 on sales within West Dunbartonshire. There have been very few new applications for premises licences in the overprovision categories as defined by the Board. It is not know whether, this is solely attributable to the strict overprovision policy or the wider market position with regard to on sales, the current market and the change in drinking patterns of the population via the wide access through off sales and the propensity of more people to consume alcohol at home and/or pre load before entering on sales at various times. In this regard, as part of the wide public consultation the views of the on and off trade on the Board's Statement of Licensing Policy will be sought via the Licensing Forum and specifically from bodies that represent the interests of the on and off trade; Association of Licensed Multiple Retailers, Scottish Grocers Federation and similar bodies. The Consultation will also, consult parties and organisations that have been consulted also, with regard to the Board's Statement of Principles with regard to the Gambling Act such as; The Salvation Army, Religious organisations and Community organisations.
- 4.16** The position that with regard to off sales is that 69% of alcohol sold within Scotland in 2011 was sold from off sales. This was compared to 51% sold from off sales in 1994. The ADP report at page 10 provides further information thereon with regard to alcohol sales/consumption.
- 4.17** The current policy has no formal mechanism in the policy for the Board to recognise the positive effects of the Health Objective on employment (the levels of deprivation and unemployment within West Dunbartonshire being greater than in Scotland as a whole at 17.8 % of the population aged between 16-64) and the opportunities created by licensed premises and developments in regeneration of town centre and communities. As contained in the wide ranging study which collates and evaluates a vast amount of national and international evidence entitled, "Is Work good for your health and well being?" by Waddell and Burton. The conclusions of the report is that, to quote from the report : "*there is strong evidence base showing that work is generally good for physical and mental health and well being. ....overall the beneficial effects outweigh the risks of work,*

*and are greater than the harmful effects of long-term unemployment or prolonged sickness absence. Work is generally good for health and well being”.*

- 4.18** As the policy currently stands, the onus is very clearly on the applicant to show that grant of the application would not undermine the licensing objectives with a strong presumption against grant of off sales and public house licences in the areas covered by the overprovision policy. In practice, the effect of this rebuttable presumption has been that only one new premises licence application (specialist micro brewery within a tourist area) within the defined categories of overprovision has been granted.
- 4.19** It was stated in the report to this Board in 2010 with regard to current overprovision that a wide overprovision policy could act as a restraint on future investment and employment in licensed premises in West Dunbartonshire. The risk analysis below is the same people/risk analysis that featured in the previous 2010 report to the Board. This remains current as another factor for the Board to consider when analysing the areas that they wish to seek consultation on as to overprovision and indeed the terms of the policy as currently framed. It is recommended accordingly, that as stated at recommendation 2(f) that the Board formally recognises in policy that one such factor that an applicant may be able to show to rebut the presumption is with regard to the health benefits associated with increased employment opportunities. The onus would still lie with the applicant to do so and the Board would be expected to be addressed in detail about same. It is recommended that such an alteration to policy would allow applicants to know what they may require to show to rebut the presumption and the Board may wish to formally, recognise this in its Statement of Licensing Policy to provide clarity to ‘would be’ applicants for proposed new licenses and in consideration of its relationship with other strategies to ensure that the Policy is consistent with Council strategic aims as identified below.
- 4.20** It is key that as referred to in the Alcohol Focus Fact Sheet Number 2 of 3 entitled ‘Good Licensing Practice-Using Policy to guide Licensing Decisions’ that a Board also considers and checks the consistency of Licensing policy with other local authority policies, including planning and economic development. As part of that process, it is understood from initial information supplied by the Council’s Economic Regeneration section, that a number of developers have expressed an interest in seeking to apply for a liquor licence for their proposed development/premises. It is understood that as part of the formal consultation that the Council’s Economic and Regeneration team will make a full detailed (as far as possible in the bounds of commercial sensitivity) submission with regard to such and the potential job opportunities within West Dunbartonshire.
- 4.21** If the Board is minded to pursue an overprovision assessment on the areas previously stated in the last policy or indeed different areas/categories then it has to formally consult with:-

- The Chief Constable.
- Such persons as appear to the Board to be representative of the interests of holders of premises licences in respect of premises within the locality.
- Persons resident in the locality. The Licensing Forum is the primary means of consulting with such persons.
- Such other persons as the Board thinks fit. As previously detailed the Board has agreed that it would consult with Environmental Health, NHS, on its website and also consult all parties of a similar nature (where relevant) as consulted in relation to the Gambling Statement of Principles.

**4.22** Thereafter following such a consultation, a report would come back to the Board for a decision.

## **5. People Implications**

**5.1** There are no people issues for the Council.

## **6. Financial Implications**

**6.1** There are no financial issues other than the relatively minor costs of publicising and consulting on the Licensing Policy Statement.

## **7. Risk Analysis**

**7.1** It is important that the Licensing Policy Statement provides clear guidance to applicants and members of the public in relation to the policies of the Board. This avoids unnecessary costs for applicants, provides agents and licensees with clear guidance on what the Board expects and simplifies the application process. It is also important that the Licensing Policy Statement considers all available information with regard to the positive and negative effects associated with Alcohol Licensing as defined in particular, in the background section of the ADP report with regard to alcohol. For the community there are competing issues. On the one hand a robust and targeted overprovision policy should have beneficial impact on the poor statistics in particular for health. On the other hand a wide overprovision policy with no refinement to its current terms could act as a restraint on future investment and employment in licensed premises in West Dunbartonshire.

## **8. Equalities Impact Assessment**

**8.1** An Equalities Impact Screening will be required in respect of the proposals being considered by the Board after the consultation period. It is likely an EIA will be required for the new policy.

## **9. Consultation**

- 9.1** The Licensing Scotland Act 2005 as stated defines the persons and parties that the Board must consult with including the Licensing Forum and the Chief Constable. The Local Licensing Forum received the report and considered at a meeting on 4<sup>th</sup> June 2013 and any initial feedback will be reported back verbally to the Board by the Clerk.
- 9.2** The Board is seeking to consult over a wide period and a broad spectrum similar to the parties that were consulted in the previous 2010-2013 Statement of Licensing Policy. The Board will seek to publicise widely the issues(via a questionnaire style issues paper) they are consulting upon in this draft issues paper as agreed and with respect to the separate report on other matters for review in its current Statement of Licensing Policy. The Board will publish the consultation on the Board's web page to encourage community feedback and engagement.

## **10. Strategic Assessment**

- 10.1** The Statement of Licensing Policy (Overprovision Assessment) has a direct impact on the following Council strategic priorities:

Improve Economic Growth and Employability

- 10.2** The Statement of Licensing Policy is the key means of how at a local level the availability of alcohol through licensed premises is controlled and accordingly is related to this strategic priority of improving economic growth and employability.

Improve the Well-Being of Communities and Protect the Welfare of Vulnerable People

- 10.3** The Licensing Policy requires to support the licensing objectives, all of which are related to the strategic priority of improving the well-being of communities.

Improve Life Chances for Children and Young People

- 10.4** The specific licensing objective of protecting children and young people from harm in the Licensing (Scotland) Act 2005 is accordingly related to this strategic priority.

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**Peter Hessel**  
**Clerk to the Licensing Board**

**Person to Contact:** Peter Hessem, Clerk to the Licensing Board and Head of Legal, Administrative and Regulatory Services, Council Offices, Garshake Road, Dumbarton, G82 3PU. Telephone 01389 737800  
e-mail: [peter.hessem@west-dumbarton.gov.uk](mailto:peter.hessem@west-dumbarton.gov.uk)

**Appendices:** Appendix 1 – Licensing (Scotland) Act 2005 – Section 142: Guidance for Licensing Boards and Local Authorities(Current).  
Appendix 2 – West Dumbartonshire Alcohol and Drug Partnership Report

**Background Papers:** Is Work Good for your health and well being? Gordon Waddell and A Kim Burton, London, The Stationery Office ,2006 ISBN 0 11 703694 3.  
Alcohol Focus Fact Sheets 1-3-Good Licensing Practice-  
Alcohol Focus Scotland

**Wards Affected:** ALL

## **Licensing (Scotland) Act 2005 - Section 142: Guidance for Licensing Boards and Local Authorities**

### **3. The Overprovision Assessment**

#### **Overprovision: the previous law**

29. In terms of Section 17(1)(d) of the Licensing (Scotland) Act 1976, a Licensing Board must refuse an application for a new licence if, having regard to:

- "(i) the number of licensed premises in the locality at the time the application is considered; and
- (ii) the number of premises in respect of which the provisional grant of a new licence is in force,

the Board is satisfied that the grant of the application would result in the overprovision of licensed premises in the locality."

30. The Nicholson Committee's Report concluded that this approach to overprovision results in a "largely arithmetical exercise" which is "imprecise and unworkable in any meaningful sense". As interpreted by the Court, it requires Licensing Boards to examine the facilities which the holders of licences in the locality are authorised to provide in terms of Schedule 1 to the 1976 Act. That authorisation is expressed in general or economical terms, particularly in relation to public house, hotels and off-sales. For example, the holder of a public house licence is simply "authorised to sell by retail alcoholic liquor for consumption on or off the premises". Subject to the provision of a minimum number of letting bedrooms, a similar authority is conferred on the holder of a hotel licence. An off-sale licence authorises the holder "to sell by retail alcoholic liquor for consumption off the premises only".

31. The Court has also said that the Licensing Board is not entitled to take account of the particular way in which each licence holder is in fact operating the premises or the facilities which an applicant proposes to provide.

32. This approach has produced undesirable results:

- the Licensing Board is disabled from drawing distinctions between different proposals, for example:
  - premises operating in the style of a high quality restaurant with a limited bar facility and a so-called "vertical drinking establishment" would both require to be the subject of a public house licence, although the latter is exclusively or predominantly used for the consumption of alcohol;

- a small delicatessen offering a limited range of wines and spirits complimentary to specialist groceries, or a florist's shop with a limited range of champagne, cannot be distinguished from a large off-sales warehouse.
- No account may be taken of the capacity of licensed premises. A "superpub" capable of accommodating 500 customers cannot be distinguished from a small, traditional public house.

### **The new approach to licensing and overprovision**

33. The Act sets out a new approach to licensing and overprovision. In particular it:

- ends the seven fixed categories of licences;
- introduces a single premises licence, based on an operating plan which gives a clear outline of an applicant's intentions and which may be modified and/or subjected to conditions;
- requires Licensing Boards to take a pro-active position on overprovision and identify those localities in which it would not propose to grant new licences or licences for premises of a particular description;
- allows Licensing Boards to take account of the "particular description" of premises (that is to say, their styles of operation) when assessing overprovision; and;
- directs Licensing Boards to have regard to the number *and* the capacity of licensed premises in localities.

34. This approach:

- allows Licensing Boards to take account of changing market trends, such as the development of so-called "hybrid" premises;
- provides potential entrants to the market with a clear signal that they may incur abortive costs if they intend to apply for a licence in a locality which the Licensing Board has declared to have reached overprovision;
- improves public and licensed trade confidence in a system by setting out clearly the grounds on which overprovision should be determined.
- recognises that halting the growth of licensed premises in localities is not intended to restrict trade but may be required to preserve public order, protect the amenity of local communities, and mitigate the adverse health effects of increased alcohol consumption resulting from growing outlet density.

### **A policy on overprovision**

35. Section 7 of the Act requires each Licensing Board to include in its policy statement:

"a statement as to the extent to which the Board considers there to be an overprovision of -



- (a) licensed premises, or
  - (b) licensed premises of a particular description,
- in any locality within the Board's area."

36. The Licensing Board must have regard to (a) "the number and capacity of licensed premises in the locality"; and (b) consult the persons specified in Section 7(4) of the Act:

"(a) the appropriate chief constable.

(b) such persons as appear to the Board to be representative of the interests of -

- (i) the holders of premises licences in respect of premises within the locality,
- (ii) persons resident in the locality, and

(c) such other persons as the Board thinks fit."

41. Section 6(3) of the Act requires the policy statement to seek to promote the licensing objectives:

- preventing crime and disorder;
- securing public safety;
- preventing public nuisance;
- protecting and improving public health; and
- protecting children from harm.

37. The duty to consult is subject to the over-arching obligation set out in Section 6(3)(b) of the Act. This means that the Licensing Board is also required to consult the Local Licensing Forum established for the whole of the Board's area and, where not represented on the Forum, those who appear to be representative of the interests in that area of:

- the holders of personal licences;
- persons having functions relating to health, education, education or social work;
- young people;
- persons resident in the Forum's area.

38. Members' clubs may be discounted for the purposes of overprovision assessments carried out by Licensing Boards provided they meet the criteria in terms of regulations made under Section 125 of the new Act.

39. Section 7 provides that references to "licensed premises" do not include references to premises which are the subject of an occasional licence.

### **Determining localities**

40. An assessment of overprovision for the purposes of the 1976 Act has normally resulted in Licensing Boards selecting localities by reference to the town or city centre in which the premises will be situated or by taking a radius from the application premises or site.

41. The Act inverts this approach. In formulating its overprovision assessments the Licensing Board should closely scrutinise the provision of licensed premises across the whole of its area and then proceed to determine those localities which it proposes to examine. It is not necessary to divide the whole of the Board's area into separate localities.

42. The process by which the selection exercise is carried out is largely a matter for the Licensing Board and will no doubt involve the use of its own local knowledge. A locality could, for example, consist of a particular town, a city centre area, a street, a collection of streets or a council ward.

43. The identification of localities could be approached in a number of ways. The Licensing Board may consider that information which the chief constable is capable of providing is a reasonable starting point. The chief constable will be able to:

- identify "hotspot" areas within the Licensing Board's area where it can demonstrate that crime, disorder and nuisance are caused by customers of a concentrated number of licensed premises;
- suggest other areas in which the number of licensed premises or premises of a particular description is moving closely towards overprovision; and
- provide the Licensing Board with the geographical boundaries of those areas.

44. Once the Board has made this initial assessment and decided localities upon which to focus, it should identify the number of licensed premises, or premises of a particular description, in those localities; determine their capacities; and fulfill its consultation obligation.

#### **A duty to consult and gather evidence**

45. The Licensing Board's duty to carry out wide-ranging consultation prior to the formulation of overprovision assessments (see paragraph 37) illustrates the importance of partnership working in the achievement of the licensing objectives.

46. As well as consultation with representative bodies and organisations, Boards may wish to hold well-publicised 'open meetings' in particular localities at which members of the community can be afforded an opportunity to express their views on the formulation of policy.

47. The results of all consultation should be evaluated to identify robust and reliable evidence which suggests that a saturation point has been reached or is close to being reached, *always provided that a dependable causal link can be forged between that*

*evidence and the operation of licensed premises in a locality.* Factors which the Licensing Board may take into account include:

- the information provided by the chief constable;
- subject to the constraints of data protection legislation, CCTV footage supplied by the chief constable or another source which illustrates disorder associated with the dispersal of customers in any locations;
- evidence from the licensed trade that the density of licensed premises in the locality has resulted in levels of competition which have applied downward pressure on the price of alcohol;
- evidence gathered from local residents of anti-social behaviour associated with licensed premises;
- information from the local authority's Environmental Health Department about noise complaints which can be attributed to the operation of licensed premises in a locality;
- data supplied by the NHS Board or other health bodies, for example, local Accident and Emergency Departments or Alcohol Action Teams.

48. It will not normally be appropriate to arrive at a decision based on one particular factor alone; but rather consideration should be given as to whether aggregated information and evidence from a number of sources points compellingly towards a particular conclusion.

49. The Licensing Board should not take into account:

- the manner in which individual premises in a locality are managed, since it is possible that well-managed premises may act as a magnet for anti-social behaviour, or may eject a substantial number of customers who collectively produce disorder and nuisance to a degree which is unacceptable;
- any concerns as to the quality of management of individual premises, which should separately be addressed through other statutory mechanisms;
- the need or demand for licensed premises in the locality. Commercial considerations are irrelevant to a policy which is designed to protect the wider public interest; or
- the hours during which licensed premises in the locality trade, since these will be controlled through operating plans.

50. The Licensing Board's policy should be expressed in such a way that interested parties are left in no doubt as to the reasons for its adoption, including the evidence upon which the Board relied and the material considerations which were taken into account.

### **Licensed premises or premises of a particular description**

51. The consultation carried out by the Licensing Board may disclose that communities are placed under stress only by licensed premises sharing certain characteristics: for

example, a concentration of off-sales in a residential area, or the density of "vertical drinking establishments" in a town centre. The Board should therefore consider carefully whether it wishes to state that overprovision exists in any locality simply having regard to the number of licensed premises and their capacities. Such an approach should only be adopted in exceptional circumstances. Proper regard should be given to the contrasting styles of operation of different licensed operations and the differing impact they are likely to have on the promotion of the licensing objectives. A policy which discourages premises where the primary activity is the consumption of alcohol may leave room for the introduction of licensed premises which are likely to produce positive benefits for the locality or which will have a neutral impact on the those objectives.

52. The Board must decide how it wishes to categorise premises by description. While the single premises licence introduced by the Act removes the seven fixed categories available under the 1976 Act system, it is still possible to differentiate premises according to the facilities which they provide for the sale and/or consumption of alcohol. For example:

- "vertical drinking establishments" are distinguishable from those catering predominantly or exclusively for persons taking meals;
- nightclubs are likely to have a more significant impact on town centres, city centres and communities than concert halls and theatres, although all may have a large capacity and provide entertainment;
- the Licensing Board would be entitled to decide that premises specialising in adult entertainment such as lap-dancing and pole-dancing were entirely distinct from other entertainment venues;
- in recent years, "chameleon" premises have developed in which the facilities offered during the day are markedly different from those provided in the evening, with, for example, a switch from a food-led operation to a nightclub style of operation;
- a town or city centre hotel may have little or no impact on the licensing objectives and produce benefits for tourism and the local economy, while a hotel in a residential area with few letting bedrooms and extensive bar facilities may have a negative impact on the amenity of local residents;
- in rural areas a hotel whose trade is mainly derived from bar sales may provide a valuable local function;
- large supermarkets serving catchment areas larger than the localities in which they are situated and delicatessens selling speciality foods with a limited range of wines and spirits for consumption off the premises can be distinguished from shops devoted to off-sales and local convenience stores selling a general range of groceries. Convenience stores may provide an essential local service in some communities, particularly those with an elderly population where transport considerations make it difficult for residents to take advantage of more extensive shopping facilities available at large supermarkets in adjoining localities.

## Summary

53. The formulation of the statement required by Section 7 of the Act involves the following process:

- the selection of appropriate localities based on a broad understanding of provision across the Board's area;
- the identification of the number of licensed premises or premises of a particular description in those localities and their capacities;
- consultation with the relevant persons;
- an assessment of the information gathered from those persons, taking into account only relevant considerations and material which has a proper evidential base; and
- reaching a decision as to whether it can be demonstrated that, having regard to the number and capacity of licensed premises or licensed premises of a particular description in a locality, it is undesirable to grant further licences or further licences for premises of a particular description on the ground of overprovision;
- producing a statement in its published policy which meets the requirements set out in paragraph 35.

#### **The effect of the overprovision assessment**

54. Where a Licensing Board's policy statement has concluded that in a particular locality there is an overprovision of licensed premises, or licensed premises of a particular description, an application for a new premises licence or for the variation of an existing licence in that locality should normally be refused on the ground provided by Section 23(5)(e) of the Act, either:

- because it would simply add to the number of licensed premises; or
- because it would increase the number of premises of the relevant description, depending on the approach which the Licensing Board has taken in the policy statement.

55. The application need not be the subject of an objection.

56. The effect of the policy is to create a rebuttable presumption against the grant of an application. Each application still requires to be determined on its own merits and there may be exceptional cases in which an applicant is able to demonstrate that grant of the application would not undermine the licensing objectives, or those objectives would not be undermined if the applicant's operating plan were to be modified or the grant of the licence made subject to appropriate conditions.

57. Because the application of the policy must leave room for exceptions, the policy statement should not set a numerical quota of licensed premises or premises of a particular description for any locality.

## **Arrangements for dealing with overprovision during transition**

58. Ministers have decided that the duty under section 7 of the Act to carry out an assessment of licensed premises to determine whether or not there is overprovision of licensed premises in a locality should not be brought into force until completion of the transition period. During transition the guidance set out above will apply but Boards are not required to have regard to the number and capacity of all licensed premises within their area.

59. Set out below is how the Executive expects Boards to deal with overprovision during the transition period.

### **Arrangements for transition**

**Step 1** - Boards should determine localities or a locality in their area based on their local knowledge and understanding of their areas and in consultation with their Local Licensing Forum where they are aware of problems caused by the density of licensed premises;

**Step 2** - Boards should use the services of local authority Building Standards Managers to determine capacity of licensed premises in those localities using the methodology for calculating capacity set out in the guidance on overprovision;

**Step 3** - Boards should provide a statement in their Policy Statement (although Boards are not under a statutory duty to do so for the first Policy Statement) setting out a clear indication that a locality or localities have been deemed to be overprovided for. As such, it should be assumed that no more applications would be accepted in relation to that area or those areas. Boards will then be in a position to refuse licenses in a locality deemed to be overprovided for "having regard to the number and capacity of licensed premises", as provided for in section 23, (the capacity of premises having been determined by the Building Standards Officers).

60. This is not a statutory duty for the first Policy Statement but it would be **good practice** for Licensing Boards to undertake this work so as to provide licensees and the local communities with a clear indication of how they will implement their statutory ability to refuse applications on the grounds of overprovision.

### **Capacity of licensed premises**

61. The recommendation of the National Licensing Forum, agreed by Ministers, is that, for the purposes of the overprovision assessment, the operating capacity of licensed premises should be determined by local authority building standards officers. Any operating capacity figure that is determined should only be used for the purposes of overprovision under the Licensing (Scotland) Act 2005 and for no other purposes. The definition of operating capacity for on-sales and off-sales is set out in section 147 of the

Act. Based on these definitions the proposed methodology for calculating capacity for on-sales and off-sales is set out below.

### **Off-sales**

- the maximum linear measurement, in metres, of the frontage used to display alcohol, including the areas utilised for off-shelf seasonal or any other promotional displays.

### **On-sales**

- The Buildings (Scotland) Regulations 2004 assessment methods set out in the Technical Handbooks issued in support of these regulations.

### **Existing premises**

<b>APPENDIX 1</b>
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62. Existing premises applying through transition on a "like for like" basis will be exempt from the overprovision assessment. This policy will still apply. During transition, this category of premises will be exempt from the statutory grounds of refusal on overprovision grounds under section 23 of the Act.

# **Statement of Licensing Policy 2013 – 2016**

## **Liquor Licensing in West Dunbartonshire**

### **Overprovision: What does the Evidence Say?**

**May 2013**



## **Liquor Licensing Overprovision in West Dunbartonshire - What does the Evidence Say?**

### **Background: Societal Effects**

Alcohol is acknowledged for its positive contribution to employment, to income from exports and to the positive contribution it makes to social functions. It is, however, also recognised for the considerable amount of harm it causes to individuals, their families, friends, and in turn the wider communities in which they live and work<sup>15</sup>.

Across Scotland, the unhealthy relationship with alcohol can be seen through the physical and emotional health of individuals, through crime and anti-social behaviour and other community impacts. Scotland has often been seen as the "sick-man" of Europe when it comes to alcohol. In reviewing health, crime, anti-social behaviour and fire statistics, West Dunbartonshire, whilst recording some positive changes in a reduction in the number of crimes and alcohol related deaths, continues to fare poorly against the low Scottish standard.

Liberalisation of licensing laws and development of the night time economy have increased alcohol consumption, particularly by young people. Recent Scottish wide studies carried out in all secondary schools throughout Scotland have indicated a reduction in alcohol prevalence in young people aged 13 and 15; this is mirrored in West Dunbartonshire. That being said alcohol intoxication, when combined with personal, social, cultural poverty and environmental factors continues to increase the risk of criminal behaviour. National and international evidence confirms that the risk of alcohol related crime increases with increasing outlet density<sup>9</sup>.

In addition, although alcohol intake has increased across all sections of the Scottish population, residents in the most deprived parts of Scotland have a four times greater risk of dying due to alcohol related conditions than those living in more affluent areas.<sup>i</sup>

### **Background: Licensing Policy**

The Licensing (Scotland) Act 2005 changed liquor licensing from an ad hoc process to one which was based on policy. The Act also introduced five licensing objectives which should underlie both Licensing Policy Statements and the decisions made on Premises License Applications. These objectives are:

- Preventing crime & disorder
- Securing public safety
- Preventing public nuisance
- Protecting and improving public health
- Protecting children from harm.

In preparing a Licensing Policy Statement, Licensing Boards must ensure that the policy seeks to promote the licensing objectives. In preparing such statements Licensing Boards can ask Police Scotland, the Council and Health Boards to provide statistical information to support the delivery of the five licensing objectives.

The concerns of growing outlet density<sup>ii</sup> were included in legislation with an explicit intention to "mitigate the adverse health effects of increased alcohol consumption resulting from growing outlet density"<sup>iii</sup> as outlined in the Guidance for Licensing Boards and Local Authorities.

In terms of Section 7 of (the Act) a Licensing Policy Statement must include a statement which demonstrates the extent to which the Licensing Board consider there to be an overprovision of (a) licensed premises or (b) licensed premises of a particular description, within the Licensing Board's local area.

International evidence supports this approach in addressing alcohol misuse. The World Health Organisation sponsored the International Alcohol and Public Policy Group publication "Alcohol no Ordinary Commodity", in their systematic review of the effectiveness of alcohol interventions, identify that the regulation of the physical availability through control of access to and sale of alcohol are identified as the second most effective and cost effective policy approach in reducing harm from alcohol, after taxation and price control.<sup>iv</sup> Additionally the inclusion of a statement of overprovision is an example of a component identified in the World Health Organisation in its second Global Status Report on Alcohol Policy<sup>v</sup> as being a part of a comprehensive licensing system.

The West Dunbartonshire Licensing Board's (LB) first Licensing Policy Statement was produced in November 2007. Additional time was allowed for the development of an Overprovision Statement, which was finally completed, and ratified by LB in October 2010.

The next Licensing Policy needs to be in place by the end of November 2013.

In order to meet the five licensing objectives contained within the Licensing (Scotland) Act 2005 the Licensing Board requires access to robust statistical information from the National Health Service (NHS), the Police, Fire & Rescue Services and international/national evidence. These organisations are either partner members of/or have close links to the West Dunbartonshire Alcohol and Drug Partnership (ADP). All of whom are well placed to advise on alcohol related issues.

In December 2012 the LB once again invited the ADP, in partnership with the West Dunbartonshire Licensing Forum (LF), to coordinate the gathering of statistical evidence which will be used to inform the development of the West Dunbartonshire Licensing Policy Statement 2013-2016.

The timeline for the collation and analysis of data was proposed with a view to the updated Licensing Policy Statement being published by the end of November 2013.

## **Methodology**

During 2009/2010 considerable statistical analysis was used to inform the development of an overprovision statement, the West Dunbartonshire ADP led the gathering and analysis of that information reflected within the Overprovision Policy which was held up by Scottish Government as an example of best practice.

It was additionally recognised as an example of how the Community Health and Care Partnership (CHCP) has been involved in early intervention and prevention of alcohol misuse in the Care Inspectorate scrutiny report which was published in 2012<sup>vi</sup>. The comprehensive method also supports the focus of public services in tackling the root causes of problems i.e. the availability and access of alcohol rather than the symptoms.<sup>vii</sup> This evidence based and early intervention preventative approach has been reinforced by the joint COSLA and Scottish Government guidance on Single Outcome Agreements<sup>viii</sup> for Community Planning Partnership emphasis to meet the differing needs of local populations.

With this in mind a Sub-Group, made up of representatives of the ADP, LF, Legal and Democratic Services and other relevant key stakeholders was established in January 2013. The purpose of this Sub-Group was to collate and analyse data to be used to support the development of the 2013-2016 Policy Statement. The Sub-Group agreed that the same demographic and statistical information used in the development of the first statement of Licensing Policy would be the most appropriate basis on which to develop the updated Policy Statement.

As this local approach to producing an evidence based policy has been widely praised and has resulted in the development of a robust Overprovision Policy which has discouraged appeals, it is once again recommended that the same approach is followed on this occasion.

However, it is also recommended that the evidence used, and the resulting policy produced, should reflect a balanced view, of both the positive and negative impact alcohol has on the health and wellbeing of the populations of West Dunbartonshire.

The Intermediate Data Zones (IDZs) reflected within this report are those which have been used by the Licensing Board, Community Safety Partnership, Community Health and Care Partnership (CHCP), Police Scotland and other partner organisations to report specific data previously. As such it is appropriate that these too be used to map any potential areas of overprovision within the new Policy.

**Table 1** below depicts these IDZ's. The table also provides detail regarding "current" population sizes of each IDZ. **Map 1** below confirms those IDZ's as recognisable geographic areas within West Dunbartonshire.

Note 1: West Dunbartonshire CHCP has responsibility for both the Governance and Accountability for the West Dunbartonshire Alcohol and Drug Partnership (ADP) including Strategic Planning, Delivery and Monitoring of local alcohol and drug service provision. The CHCP and more specifically the ADP work closely with the Licensing Board to support the delivery of the health objective as noted in "The Licensing (Scotland) Act 2005".

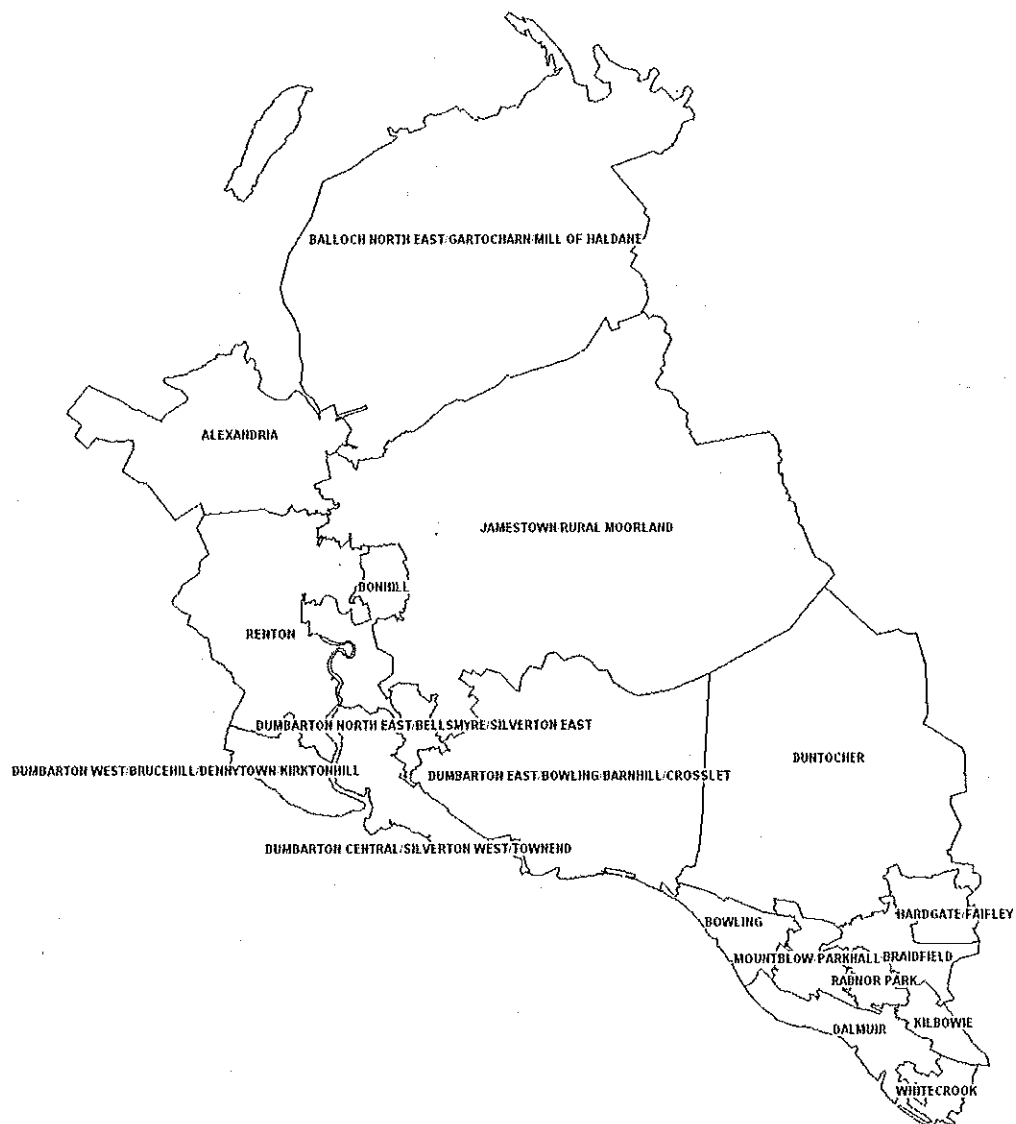
**Table 1: Intermediate Data Zones by Population Size, 2006 vs 2011**

IDZ No.	Intermediate Data Zone	Population Size	
		2006	2011
1	Whitecrook	4584	4548
2	Dalmuir/Clydebank Central	4277	4569
3	Kilbowie	5915	5668
4	Radnor Park	4716	4532
5	Mountblow / Parkhall	5753	5527
6	Braidfield	3586	3534
7	Bowling	5541	5379
8	Hardgate / Faifley	5368	5347
9	Dumbarton Central - Silverton West / Townend	6198	6152
10	Duntocher	4507	4439
11	Dumbarton East - Bowling / Barnhill / Crosslet	4367	4266
12	Dumbarton West - Brucehill / Dennytown / Kirtonhill	5706	5640
13	Dumbarton North East - Bellsmyre / Silverton East	4986	4918
14	Bonhill	5217	5235
15	Renton	5297	5295
16	Jamestown / Rural Moorland	4359	4668
17	Alexandria	5514	5320
18	Balloch North East / Gartocharn / Mill of Haldane	5349	5323
<b>WEST DUNBARTONSHIRE</b>		<b>91240</b>	<b>90360</b>

*Note 2: Data reflected in Table 1 above is taken from the Scottish Neighbourhood Statistics, Scottish Government and Community Health and Well-being Profile for West Dunbartonshire, 2008, Glasgow Centre for Population Health*

Map 1: West Dunbartonshire Intermediate Data Zones

NHS Greater Glasgow & Clyde  
West Dunbartonshire Community Health Partnership  
by Intermediate Zone



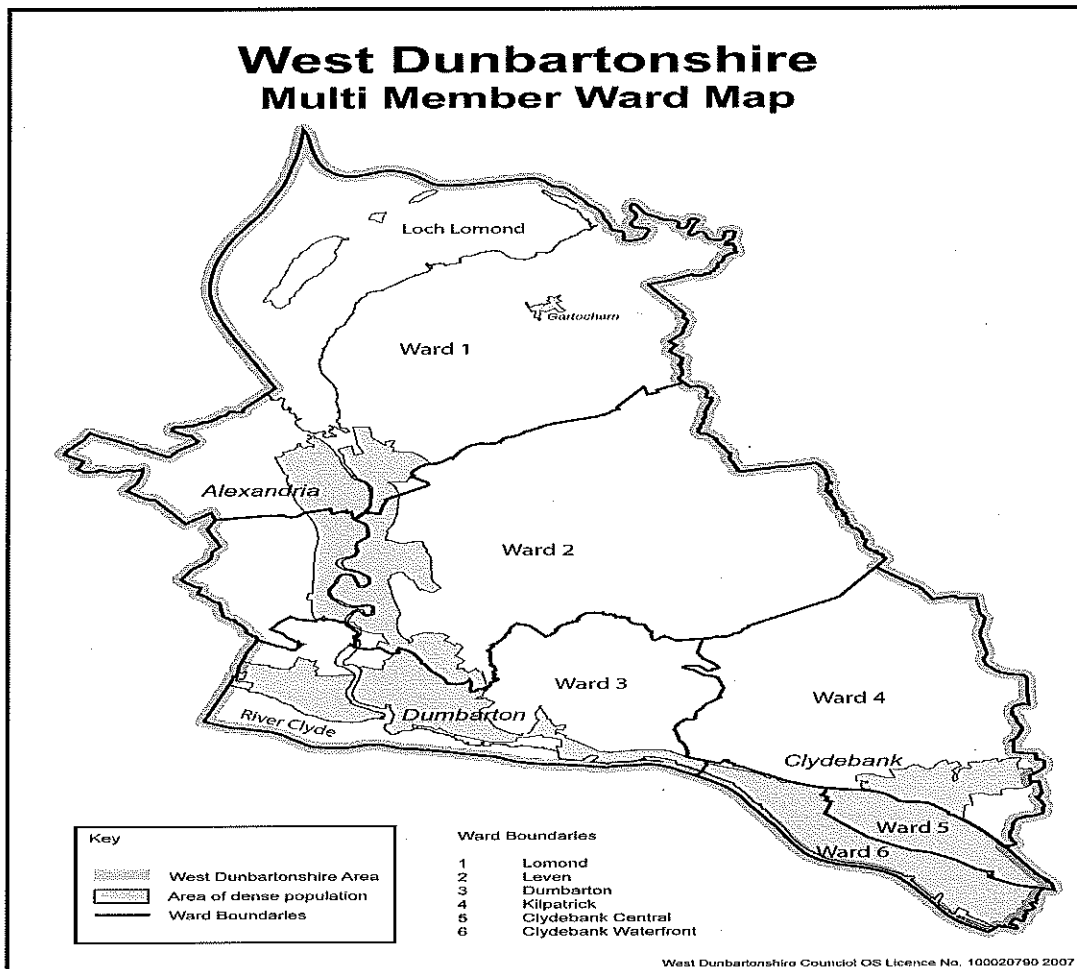
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## Data Analysis – General Summary of Data

As indicated previously, the information contained within the initial overprovision analysis would, where possible, be used, if feasible, this information would be further enhanced with additional data with a view to the production of a balanced picture of the positive or negative effects alcohol has on the health and general well-being of West Dunbartonshire as a whole.

Data reflected within this report is primarily measured across Intermediate Data Zones (IDZ's) as evidenced in **Table 1** and **Map 1** above, however, in order to enable local community members and indeed Elected Members to have a clear picture of how alcohol effects the areas in which they live or have electoral responsibility for **Map 2** below break the area down into Council Wards.

**Map 2: West Dunbartonshire Council Wards**



For further clarity reference **Table 2** below; this confirms how IDZ's fit within Local Council Wards.

**Table 2: West Dunbartonshire Council Wards and Postcodes**

Ward	Location	IDZ Zone	Postcode
Ward 1	Lomond	16, 18	G83
Ward 2	Leven	14, 15, 17	G83
Ward 3	Dumbarton	9, 11, 12, 13	G82
Ward 4	Kilpatrick	7	G60
Ward 5	Clydebank Central	2, 3, 4, 5, 6, 8, 10	G81
Ward 6	Clydebank Waterfront	1	G81

#### **Data Analysis – General Summary of Data (Continued)**

For the purposes of this report the following definitions have been used to describe the effects of alcohol on individuals i.e. the term '**hazardous drinking**' is used to describe a pattern of alcohol consumption that increases someone's risk of harm, while '**harmful drinking**' is defined as a pattern of alcohol consumption that is causing mental or physical damage to the individual or wider socio-economic community.

Similarly, the term 'Binge Drinking' has no standard definition; however, it is generally understood to mean drinking too much alcohol over a short period of time. The Scottish Health Survey suggests that it is drinking over twice the daily recommended guidelines. This equates to drinking over 6 units<sup>a)</sup> on one day for women and 8 units<sup>a)</sup> on one day for men.

Research undertaken by the Greater Glasgow and Clyde NHS Public Health Department identified a strong positive relationship between outlet density and crime. The conclusion of that research, which included a review within West Dunbartonshire, indicated that decreasing outlet density will decrease the crime rate. These findings correlate closely with international studies on the links between outlet density and crime (*The Relationship between Outlet Density and Crime in NHS GGC*, Dr Catherine Chiang, 2009).

Analysis of Police holding cells in Clydebank over the past 3 years identified that 50% of total prisoners were identified as "sober" at point of reception. This figure, although an improvement on only 41% of prisoners being identified as sober in 2009, masks much alcohol use encountered by the Police in the way data is captured, for example most warrants will be planned and executed at an hour unlikely to encounter drunkenness.

Health statistics present an equally concerning portrait, although there has been an actual reduction in the number of individual alcohol related deaths recorded in West Dunbartonshire, this reduction mirrors a similar shift across Scotland. That being said West Dunbartonshire continues to have a significantly high number of alcohol related deaths and alcohol related hospital admissions/discharges. Even acknowledging the close links between other issues of deprivation, the health of West Dunbartonshire continues to be adversely affected by problems associated to the misuse of alcohol i.e. we are currently recorded as having the 5<sup>th</sup> highest alcohol related deaths and 8<sup>th</sup> highest alcohol related hospital admissions/discharges in Scotland.

Every year the General Registrar for Scotland produces a series of mid-year population estimates; as at mid 2011 the population of West Dunbartonshire is estimated at 90,360, this is the 30<sup>th</sup> consecutive year that the population of West Dunbartonshire has fallen.

*a) A 'Unit' corresponds to 8 grams or 10 millilitres (ml) of pure alcohol.*

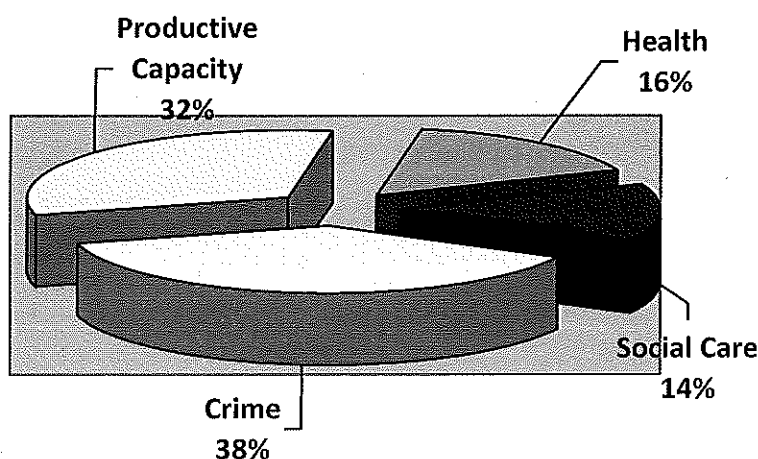
West Dunbartonshire has a significantly higher than average number of people affected by alcohol and drug misuse; it is estimated that approximately (7,229) 8% of the population are living with problems associated to alcohol or drug misuse; 1,807 (2%) have harmful drug taking behaviours and 6% (5,422) have harmful or hazardous drinking behaviours<sup>b)</sup>.

In 2010 the Scottish Government produced "The Societal Cost of Alcohol Misuse in Scotland for 2007" which estimated a central cost of £3.6bn. Alcohol Focus Scotland, using the same national methodology, has provided estimated costs of alcohol related harm at a local authority area level. The estimated costs for West Dunbartonshire for the 2010/2011 financial year, reflected in **Charts 1 and 2** below make for stark reading i.e.

- Health £6.60m
- Social Care £5.42m
- Crime £15.53m
- Productive Capacity £13.10m

Overall total cost of alcohol in West Dunbartonshire is a staggering £40.65m. Combining these costs give an indicative per head of population figure of £449.00 however, if wider social costs are factored into the equation the total per head of population cost increases to £792.00<sup>c)</sup>.

**Chart 1: West Dunbartonshire – Cost of Alcohol Harm Breakdown**

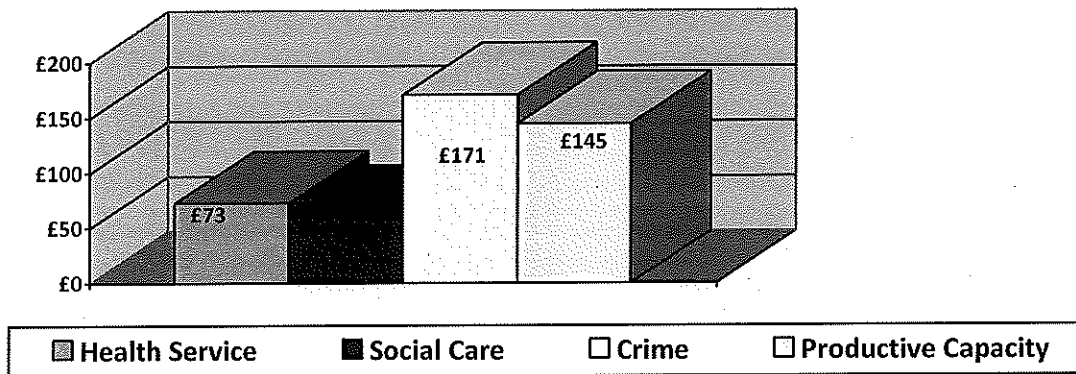


*b) Derived from NHS National Service Scotland, Alcohol Statistics Scotland, 2011 and further local analysis of numbers.*

*c) Wider social costs estimate the value of non-paid work and intangible social costs associated with people who experience premature mortality from alcohol related diseases. As these costs are hard to estimate accurately they have been excluded from the overall total. As noted above and reflected in Charts 1 and 2, but are believed to be somewhere in the range of £21.90m - £40.25m for West Dunbartonshire. Scottish Government, "The Societal Cost of Alcohol in Scotland for 2007".*



**Chart 2: West Dunbartonshire – Cost of Alcohol Harm per Person**



### Alcohol Sales/Consumption

The Monitoring and Evaluating Scotland's Alcohol Strategy (MESAS) Second Annual Report, produced in December 2012 indicated that whilst previous reports confirmed an increase in the volume of pure alcohol sold between 1994 and 2005 at a UK wide level, it also confirmed that subsequent sales figures remained fairly stable until 2010.

Further analysis of recent data suggests that per adult sales of pure alcohol in Scotland fell from 11.7L to 11.2L (4%) between 2010 and 2011. In England and Wales that reduction was 5% with 9.3L of pure alcohol sales being recorded per adult.

In 2011, figures confirm that 20% more alcohol was sold per adult in Scotland than in England; a slight reduction on the 22% recorded in 2010. The per adult sales of pure alcohol in Scotland remain a fifth higher than in England and Wales; this difference is largely attributable to higher sales of lower priced spirits (particularly vodka) through the off trade.

**Per Adult Alcohol Sales by Market Sector 2009 – 2011** - The volume of pure alcohol sold per adult through the off-trade in Scotland increased from 5.2L in 1994 to 7.7L in 2011, an overall increase of 48%. In contrast, on-trade sales per adult decreased by 30% over the same time period. Thus, of the total volume of pure alcohol sold in Scotland in 2011, 69% was sold through the off-trade, compared with 51% in 1994.

The increase in overall alcohol sales per adult in Scotland between 1994 and 2005 was a result of off-trade sales increasing at a faster rate than the fall in on-trade sales. Between 2005 and 2009, the rate of increase of off-trade sales was similar to the rate of decrease in on-trade sales, resulting in overall stability. From 2010, however, both on and off-trade sales have decreased, reflected by a decrease in total alcohol sales.

Between 1994 and 2011, there has been a consistent pattern of higher off-trade sales in Scotland. In 2011, 26% more pure alcohol was sold per adult through the off-trade in Scotland compared with the rest of Great Britain, accounting for 83% of the total difference in on and off-trade sales combined. On sales per adult were broadly similar in Scotland and England & Wales between 1994 and 2006.

Between 2006 and 2010, the decline in on-trade sales in Scotland was slower than in England & Wales. However, in 2011 on-trade sales in Scotland experienced a sharper decline than in England & Wales but remained 10% higher.

**Price and Affordability** - Evidence confirms that the affordability of alcohol has increased by 45% since 1980; this was attributable in part, to increasing affordability and a rise in disposable income. Changes which have adversely affected income since 2007 combined with an increase in the alcohol index price have caused the affordability index to fall from 154 to 145 in 2011.

**Problem Drinking in Scotland** - The Scottish Health Survey (SHeS) asks current drinkers to indicate whether the following statements have applied to them in the previous 3 months;

- I have felt that I ought to cut down on my drinking
- I have felt ashamed or guilty about my drinking
- People have annoyed me by criticising my drinking
- I have found that my hands were shaking in the morning after drinking the previous night
- I have had a drink first thing in the morning to steady my nerves or get rid of a hangover
- There have been occasions when I felt that I was unable to stop drinking

The proportion of men aged 16-74 years who reported that they consumed alcohol and who agreed with 2 or more indicators of problem drinking increased from 12% in 1998 to 16% in 2008, before falling slightly to 14% in both 2009 and 2010. The prevalence of problem drinking among women aged 16-74 years also increased between 1998 and 2008, from 5% to 10%, remaining stable at 10% thereafter.

A current study being carried out by Queen Margaret University<sup>ix</sup> in collaboration with the Chief Scientist's Office, NHS Lothian of 600 heavy drinkers who are attending hospitals in Glasgow or Edinburgh has established that the mean weekly consumption is 215 units with 95% of the alcohol purchased in off sales premises.

**Young People** - The MESAS baseline report indicated a steady decline in the proportion of pupils in Scotland (Aged 13- 15 years) who reported that they had drunk alcohol in the past week between 2002 (35%) and 2008 (22%). In 2010, an increase was observed, with 24% of pupils reporting drinking in the previous week (14% of 13 year olds and 34% of 15 year olds).

#### **Scottish Schools Adolescent Lifestyle and Substance User Survey (SALSUS) 2010: West Dunbartonshire Report**

SALSUS indicated that in West Dunbartonshire 43% of 13 year olds and 74% of 15 year olds reported that they had had an alcoholic drink.

Seven percent (7%) of 13 year olds and 22% of 15 year olds said that they usually drink once a week.

The most popular alcoholic drinks consumed by young people who admitted to having drunk an alcoholic drink before were beer, alco-pops and cider.

For both 13 and 15 year olds the highest number of, alcohol, units consumed were from stronger strength beer, alco-pops or normal strength beer.

A marked decrease in the prevalence, frequency and number of alcoholic units consumed by 13 and 15 year olds was recorded as part of the West Dunbartonshire specific report carried out in all local secondary schools during 2010.

However a study by researchers in Glasgow<sup>x</sup> identified that 15 year olds living within area of high density of off-licences were 50% more likely to drink weekly than those living in low density areas; it would be useful to consider this in relation to West Dunbartonshire and the requirement to protection children and young people from harm.

## **Children with Parents or Carers who are known to local Addiction Services**

Staff from within the Alcohol and Drug Partnership have carried out a review of all Addiction Services, current, files contained within the Care First System; from that it was confirmed that a total of 173 children had parents or carers who were diagnosed with alcohol addiction.

Numbers for Criminal Justice cases are also being reviewed and will be added at a later date.

## **Scottish Index of Multiple Deprivation (SIMD)**

The economic analysis of West Dunbartonshire paints a picture of an area suffering from persistent, economic and structural challenges that characterise those areas formerly dependent on heavy industry.

The area's overall economic performance ahead of the recession was significantly lower than the Scottish average. The area has traditionally suffered from high levels of deprivation, low levels of economic activity and a small business base compared with Scotland and UK levels.

**Overall Deprived** – The most deprived area within West Dunbartonshire is recorded as Dumbarton North East – Bellsmyre/Silverton East, which is ranked amongst the top 5% areas of deprivation across Scotland. Most of West Dunbartonshire's data zones are found in the more deprived 10% in the 2012 SIMD Report; this is a similar pattern to that observed in the SIMD Report 2009

**Employment** – The level of employment deprivation in West Dunbartonshire is greater than that in Scotland as a whole. In the SIMD 2012 employment domain, 17.8% of the population aged 16 – 60/64 were employment deprived. This compared to 12.8% across Scotland as a whole.

**Unemployment** – The level of unemployment locally has increased to 6.1% compared to 3.9% for Scotland and 3.7% for the UK since this time last year.

**Education** - The most education deprived area in West Dunbartonshire is Dumbarton, which again is recorded as being amongst the 5% most education deprived areas in Scotland.

**Housing** – The most housing deprived area in West Dunbartonshire is Dumbarton, which is recorded as being among the 10% most housing deprived areas in Scotland.

**Access** – The most access deprived data zone in West Dunbartonshire is Dumbarton, again this is one of the 10% most access deprived areas of Scotland.

*Note 3: MESAS advise that "it is possible that the combined effect of the alcohol strategy's package of measures in its early years explain a modest proportion of the recent improvements observed in alcohol consumption and harms but the current downward trends are most likely to be due to other influences. Untangling the different possible causes will be complicated. Until further work is completed on the wide range of possible explanations, it is not appropriate to draw conclusions as to what factors or combination of factors offer the most plausible explanation(s) for the current trends in alcohol consumption and alcohol related harms".*

**Crime** – The most crime deprived data zone within West Dunbartonshire is, according to SMID data, Dumbarton which is recorded in the 5% most crime deprived areas in Scotland <sup>(d, e)</sup>.

**Income** - The level of income deprivation in West Dunbartonshire is greater than that in Scotland as a whole. In the SIMD income domain, 19.1% of the population of West Dunbartonshire were income deprived. The most income deprived area is Clydebank which is recorded as being amongst the 5% most income deprived areas of Scotland.

### West Dunbartonshire Social and Economic Profile

**Homeless Provision** – Homeless applications have fallen for the fourth consecutive year; in 2010/2011 2018 households presented as homeless, a drop of 4% against 2009/2010 figures. Incidences of homelessness per population remain the highest in Scotland. **Table 3** below breaks down the numbers of household presenting homeless, by age and gender.

**Table 3: Age and Gender of People Presenting Homeless**

Age	2008/09		2009/10		2010/11	
	Female	Male	Female	Male	Female	Male
16 – 17	114	51	96	49	78	45
18 – 25	406	257	365	269	355	272
25 – 34	274	321	271	289	250	299
35 – 44	173	207	175	237	179	191
45 – 54	100	117	101	126	109	141
55 – 64	32	57	40	50	19	47
65+	30	15	12	16	21	18
<b>All</b>	<b>1119</b>	<b>1025</b>	<b>1060</b>	<b>1036</b>	<b>1005</b>	<b>1013</b>

Homelessness is particularly prevalent among young people with those aged 25 or under accounting for 37% of all homeless presentations.

**Welfare and Benefits** – The Department of Work and Pensions statistics for working age people for the year up until August 2012 shows that there are now more people claiming benefits in West Dunbartonshire than in the previous year.

Figures show that 23.8% of the working age population derive some or all of their income from benefits an increase of 0.5% from last year. The proportion of Job Seekers have increased by 0.5%, incapacity benefit, ESA claimants, carers, disability benefits claimants, the bereaved and the number of lone parents claiming benefits also show slight rises.

**Child and Working Tax Credits** – The most recent figures confirm that 11,000 families in West Dunbartonshire were in receipt of child and working tax credits; a decrease of 100 families since last year. Of this group there were 3,300 working families who would be described as experiencing in work poverty.

*d) For clarity, crime deprived, in the context of this report and the data contained within the SMID 2012 report means that Dumbarton is amongst the top 5% of areas experiencing high levels of crime across Scotland.*

*e) Further IDZ specific data for West Dunbartonshire is reflected within the Fire and Police Sections contained within the breakdown of specific data below.*

Note: Data included in Table 3 above comes from "West Dunbartonshire Council Social and Economic Profile 2012/13"

**Child Poverty** – Evidence shows that growing up in poverty can have a profound and lasting impact on children's lives and futures – experiencing income poverty and material deprivation in children often leads to poorer outcomes for children.

Poverty is not simply an issue of exclusion experienced as a direct result of a lack of material responses, but a range of interconnected issues. Child poverty can have a long lasting and detrimental effect on the life chances of those children, detailed below.

- In all wards at least 20% of children are growing up in poverty.
- Poverty shortens lives. A boy living in the most deprived area of West Dunbartonshire can expect to live six and a half years less than a boy in the least deprived area.
- 2% of couples and 8% of lone parents cannot afford two pairs of shoes for each child.
- 12% of lone parents cannot afford celebrations with presents at special occasions.
- 26% of children in West Dunbartonshire are growing up in poverty.
- Around 2000 (14%) of children in West Dunbartonshire live in severe poverty.
- 12,300 children live in households dependent on out of work benefits or Child Tax Credits at more than the family element.
- At the age of 16 there is a 16% gap in attainment levels between the poorest pupils and their classmates.
- 10% of the poorest young people become unemployed immediately after leaving school.

### Health Data

West Dunbartonshire is an area of multiple deprivation. The area has poor general health which is further compounded by the adoption of unhealthy lifestyles for a majority of our local population. The high alcohol consumption across the area and the resulting high numbers of alcohol related deaths and alcohol related hospital admissions confirms that we continue to have a significant problem with alcohol consumption throughout the West Dunbartonshire area.

Almost 50% of the West Dunbartonshire population are estimated to have exceeded recommended weekly units and 37% admitted to binge drinking. Life expectancy is the 2<sup>nd</sup> lowest life expectancy at birth in Scotland for both men and women and healthy life expectancy is just 73.6 years for woman and 76.9 years for men.

The level of long term limiting illness is 23.7%; 12% above the national average.

The rate of hospital admissions is much higher in West Dunbartonshire than the national rate. Cancer hospital admissions for men is 50% higher and heart disease is 30% higher for women.

The most recent figures available from the National Registers for Scotland (previously the General Registrar for Scotland) show that West Dunbartonshire has the highest Scottish European age-standardised rate of suicide per 100,000 population for combined deaths for 2007-2011.<sup>xi</sup> More regional research carried out in Renfrewshire and Glasgow City<sup>xii</sup> has emphasised the contribution of substance misuse to suicide which is backed up by local investigation of drug deaths where the contribution of alcohol misuse to these deaths has been highlighted as a concern.

Prescriptions for depression or anxiety are 27% above the national average and the suicide rate for West Dunbartonshire is 31% higher than Scotland.

The rate of alcohol related mental health discharges (per 100,000 population) has increased in terms of ranking across Greater Glasgow and other Alcohol and Drug Partnerships (ADP's) within that boundary from 5<sup>th</sup> in 2008/09 and 2009/10, to 4<sup>th</sup> in 2010/11. Figures confirm an average increase of 24.7 deaths (per 100,000 population).

Specific data provided by the NHS Information Services Department Scotland (ISD) has enabled comparisons between West Dunbartonshire, other ADP areas, and Scotland as a whole; this is evidenced below in **Tables 4 - 10**.

**Table 4: Alcohol Related Deaths – Rate per 100,000 HoP**

<b>Alcohol Related Deaths 2009 - 2011</b>			
<b>Scotland</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>
Population	5,194,000	5,222,100	5,254,800
Total Number Alcohol Related Deaths	1,282	1,318	1,247
Alcohol Related Deaths per 100,000 Population	24.68	25.24	23.73
<b>Greater Glasgow &amp; Clyde</b>			
Population	1,199,026	1,203,870	1,210,254
Total Number Alcohol Related Deaths	352	389	408
Alcohol Related Deaths per 100,000 Population	29.36	32.31	33.71
<b>West Dunbartonshire</b>			
Population	90,920	90,570	90,360
Total Number Alcohol Related Deaths	25	35	33
Alcohol Related Deaths per 100,000 Population	27.50	38.64	36.52
<b>East Dunbartonshire</b>			
Population	104,680	104,580	104,570
Total Number Alcohol Related Deaths	21	16	29
Alcohol Related Deaths per 100,000 Population	20.06	15.30	27.73
<b>East Renfrewshire</b>			
Population	89,240	89,540	89,850
Total Number Alcohol Related Deaths	15	11	11
Alcohol Related Deaths per 100,000 Population	16.81	12.29	12.24
<b>Glasgow City</b>			
Population	588,470	592,820	598,830
Total Number Alcohol Related Deaths	197	215	236
Alcohol Related Deaths per 100,000 Population	33.48	36.27	39.41
<b>Inverclyde</b>			
Population	80,210	79,770	79,220
Total Number Alcohol Related Deaths	32	38	31
Alcohol Related Deaths per 100,000 Population	39.90	47.64	39.13
<b>Renfrewshire</b>			
Population	169,910	170,250	170,650
Total Number Alcohol Related Deaths	44	49	46
Alcohol Related Deaths per 100,000 Population	25.90	28.78	26.96

(Ref Note 5)



**Table 5: Alcohol Related Deaths 2009 – 2011 (Per 100,000 HoP)**

	2009		2010		2011	
	Scotland	24.7	Scotland	25.2	Scotland	23.7
	GGC	29.4	GGC	32.3	GGC	33.7
1st	Inverclyde	39.9	Inverclyde	47.6	Glasgow City	39.4
2nd	Glasgow City	33.5	West Dun	38.6	Inverclyde	39.1
3rd	West Dun	27.5	Glasgow City	36.3	West Dun	36.5
4th	Renfrewshire	25.9	Renfrewshire	28.8	East Dun	27.7
5th	East Dun	20.1	East Dun	15.3	Renfrewshire	27.0
6th	East Ren	16.8	East Ren	12.3	East Ren	12.2

(Ref Note 5)

- Tables 4 & 5 show that over a three year period (2009-2011) the rate of alcohol-related deaths per 100,000 head of population (HoP) has fluctuated. 2011 figures show that the rate for West Dunbartonshire is the third highest within the GGC area.
- Though the rate has dropped from 2<sup>nd</sup> highest in 2010 the figures represent an increase in the numbers compared to those recorded in 2009. This is against a population that continues to reduce in size means that West Dunbartonshire continues to have a significant problem associated to alcohol consumption.

**Table 6: Alcohol Related Hospital Admissions/Discharges – Rate per 100,000 HoP**

	2008/09		2009/10		2010/11	
	Scotland	763	Scotland	710	Scotland	695
	GGC Area	1 075	GGC Area	1 015	GGC Area	1 026
1st	Glasgow City	1 391	Glasgow City	1 305	Glasgow City	1 332
2nd	Inverclyde	1 282	Inverclyde	1 118	Inverclyde	1 113
3rd	West Dun	1 035	West Dun	1 054	West Dun	1 086
4th	Renfrewshire	844	Renfrewshire	820	Renfrewshire	850
5th	East Ren	484	East Ren	423	East Ren	363
6th	East Dun	359	East Dun	394	East Dun	360

(Ref Note 5)

- Table 6 shows that the rate per 100,000 head of population for alcohol-related hospital admissions/discharges has remained relatively consistent.
- West Dun has the third highest rate of alcohol-related hospital admissions/discharges within GGC. The rates for the three year period has been consistently higher than the Scottish national average rate, and for the years 2009/10 and 2010/11 the West Dunbartonshire rate has been higher than that of the GGC area as a whole.

**Table 7: Alcohol Related Mental Health Admission/Discharges – Rate per 100,000 HoP**

	2008/09		2009/10		2010/11	
	Scotland	73.6	Scotland	79.0	Scotland	76.2
	GGC Area	78.2	GGC Area	97.7	GGC Area	89.4
1st	Inverclyde	180.1	Inverclyde	231.7	Inverclyde	241.9
2nd	Renfrewshire	123.4	Renfrewshire	151.4	Renfrewshire	100.1
3rd	Glasgow City	74.8	Glasgow City	94.6	Glasgow City	91.4
4th	East Ren	54.1	East Ren	76.0	West Dun	64.8
5th	West Dun	40.1	West Dun	51.7	East Ren	52.0
6th	East Dun	24.1	East Dun	26.8	East Dun	37.1

(Ref Note 5)

- Table 7 shows a steady increase in the number of alcohol-related mental health discharges per 100,000 head of population. The number for 2010/11 is fourth highest within the GGC area, up from 5<sup>th</sup> in 2008/09 and 2009/10. The numbers again, continue to cause concern, particularly in light of the increase in actual numbers per 100,000 HoP combined with a reduction in the number of mental health beds available, in conjunction with the continually decreasing size of the population.

**Table 8: Alcohol Related Brain Damage (ARBD) Admission/Discharges 2009-12 (per 100,000 HoP)**

	Area	Pop. 2011	Rate 2009/12
	Scotland	5,254,800	47
	GGC Area	1,209,939	124
1st	Inverclyde	79220	264
2nd	Glasgow City	598,830	134
3rd	West Dun	90360	99
4th	Renfrewshire	170650	97
5th	East Ren	87957	81
6th	East Dun	104570	67

(Ref Note 5)

- Table 8 above indicates that, of the 5 ADP areas adjacent to this local area, West Dunbartonshire recorded the third highest average number of ARBD hospital admission/discharges per 100,000 HoP in the 3 year period 2009 – 2011. Inverclyde and Glasgow City recorded highest and second highest rates respectively. Scotland recorded a rate per 100,000 HoP lower than all ADPs contained within the Greater Glasgow conurbation.



Table 9: Drug Related Deaths – Rate per 100,000 HoP

Drug Related Deaths 2009 - 2011			
	2009	2010	2011
<b>Scotland</b>			
Population	5,194,000	5,222,100	5,254,800
Total Number Drug Related Deaths	545	485	584
Drug Related Deaths per 100,000 Population	10.49	9.29	11.11
<b>Greater Glasgow &amp; Clyde</b>			
Population	1,199,026	1,203,870	1,210,254
Total Number Drug Related Deaths	200	167	192
Drug Related Deaths per 100,000 Population	16.68	13.87	15.86
<b>West Dunbartonshire</b>			
Population	90,920	90,570	90,360
Total Number Drug Related Deaths	13	18	17
Drug Related Deaths per 100,000 Population	14.30	19.87	18.81
<b>East Dunbartonshire</b>			
Population	104,680	104,580	104,570
Total Number Drug Related Deaths	5	6	2
Drug Related Deaths per 100,000 Population	4.78	5.74	1.91
<b>East Renfrewshire</b>			
Population	89,240	89,540	89,850
Total Number Drug Related Deaths	7	4	3
Drug Related Deaths per 100,000 Population	7.84	4.47	3.34
<b>Glasgow City</b>			
Population	588,470	592,820	598,830
Total Number Drug Related Deaths	135	94	117
Drug Related Deaths per 100,000 Population	22.94	15.86	19.54
<b>Inverclyde</b>			
Population	80,210	79,770	79,220
Total Number Drug Related Deaths	7	17	20
Drug Related Deaths per 100,000 Population	8.73	21.31	25.25
<b>Renfrewshire</b>			
Population	169,910	170,250	170,650
Total Number Drug Related Deaths	26	19	24
Drug Related Deaths per 100,000 Population	15.30	11.16	14.06

(Ref Note 5)

**Table 10: Drug Related Deaths 2009 – 2011 (per 100,000 HoP)**

	2009		2010		2011	
	<b>Scotland</b>	10.5	<b>Scotland</b>	9.3	<b>Scotland</b>	11.1
	<b>GGC</b>	16.7	<b>GGC</b>	13.9	<b>GGC</b>	15.9
1st	Glasgow City	22.9	Inverclyde	21.3	Inverclyde	25.3
2nd	Renfrewshire	15.3	<b>West Dun</b>	19.9	Glasgow City	19.5
3rd	<b>West Dun</b>	14.3	Glasgow City	15.9	<b>West Dun</b>	18.8
4th	Inverclyde	8.7	Renfrewshire	11.2	Renfrewshire	14.1
5th	East Ren	7.8	East Dun	5.7	East Ren	3.3
6th	East Dun	4.8	East Ren	4.5	East Dun	1.9

(Ref Note 5)

- Tables 9 & 10 show that West Dunbartonshire had the third highest rate of drug related deaths per 100,000 HoP within the GGC area in 2011, however, West Dunbartonshire rates are considerably higher than the rate for Scotland as a whole.
- The rate per 100,000 HoP in 2011 is significantly higher than that of 2009, again this is against a reducing population.
- It should be noted that local analysis of the case files for individuals indicated as having a “drug related death” indicated that a significant number of those individuals had long-term, chronic problems associated to alcohol misuse.

**Tables 4-10** above have shown how the West Dunbartonshire ADP area compares in relation to Scotland as a whole, the GGC health board area, and the other ADP areas within GGC.

**Tables 11-14** below show a break-down of the West Dunbartonshire area into Intermediate Data Zones (IDZs). These IDZs contain small numbers of people and should therefore be interpreted with a degree of caution. These tables, where available, show currently available IDZ data and compare it against the IDZ data used in the previous overprovision policy.

Note 5: Data contained within Tables 4 – 10 is from General Registrar Office for Scotland Alcohol Related Deaths in Scotland 1979-2011, 2012, General Registrar Office for Scotland Drug Related Deaths in Scotland 2012, NHS information Service Division (ISD), Alcohol Related Hospital Statistics 2012. Closer analysis has enabled year on year comparisons to be made, this cannot be replicated for tables 11 – 14, below. The figures contained in Tables 11 – 14 are based on data from the aforementioned national publications and are based on an average over the period using the 2011 population figures as the basis of their calculations.

**Table 11: Alcohol Related Deaths**

IDZ No.	IDZ name	Population 2011	2001-2005	2009-2011	Rate difference
1	Whitecrook	4548	46.2	29.3	-16.9
2	Dalmuir	4569	35.0	36.5	1.5
3	Kilbowie	5668	33.5	35.3	1.8
4	Radnor Park	4532	30.9	22.1	-8.8
5	Mountblow/Parkhall	5527	32.6	36.2	3.6
6	Braidfield	3534	14.1	18.9	4.7
7	Bowling	5379	20.4	12.4	-8.1
8	Hardgate/Falfley	5347	15.0	18.7	3.7
9	Dumbarton Central - Silverton West/Townend	6152	16.3	43.3	27.1
10	Duntocher	4439	6.8	22.5	15.8
11	Dumbarton East-Bowling/Barnhill/Crosslet	4266	14.1	39.1	25.0
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	5640	28.4	41.4	13.0
13	Dumbarton North East-Bellsmyre/Silverton East	4918	28.5	40.7	12.2
14	Bonhill	5235	21.0	31.8	10.8
15	Renton	5295	20.8	31.5	10.7
16	Jamestown/Rural Moorland	4668	12.9	21.4	8.6
17	Alexandria	5320	20.7	31.3	10.7
18	Balloch North East/Gartocharn/Mill of Haldane	5323	13.2	25.0	11.9
West Dunbartonshire		90360	22.9	30.2	7.3

(Ref Note 5)

- Table 11 shows that for the period 2009-2011 (average yearly rate) the IDZ area with the highest rate of alcohol-related deaths is IDZ-9 (Dumbarton Central/Silverton West/Townend). This IDZ area has also seen the most significant rise in the rate of deaths per 100,000 HoP.

**Table 12: Alcohol Related Admissions/Discharges per 100k HoP**

IDZ No.	IDZ Name	Population 2006	Population 2011	2004-06	2009-11	Rate difference
1	Whitecrock	5349	4548	1028.2	1033.4	5.2
2	Dalmuir	3586	4569	1450.1	875.5	-574.6
3	Kilbowie	5217	5668	1265.1	829.2	-435.9
4	Radnor Park	4359	4532	1101.2	551.6	-549.5
5	Mountblow / Parkhall	5297	5527	1302.6	1248.4	-54.2
6	Braidfield	5753	3534	330.3	367.9	37.6
7	Bowling	4716	5379	763.4	334.6	-428.7
8	Hardgate / Faifley	5706	5347	876.3	729.4	-146.9
9	Dumbarton Central - Silverton West / Townend	5541	6152	1371.6	1105.3	-266.3
10	Duntocher	4367	4439	641.2	630.8	-10.4
11	Dumbarton East - Bowling / Barnhill / Crosslet	5368	4266	726.5	609.5	-117.1
12	Dumbarton West - Brucehill / Dennytown / Kirktonhill	4507	5640	1797.2	1436.2	-361.0
13	Dumbarton North East - Bellsmyre / Silverton East	6198	4918	1145.5	1077.7	-67.9
14	Bonhill	5915	5235	980.6	802.3	-178.3
15	Renton	5514	5295	1051.9	944.3	-107.6
16	Jamestown / Rural Moorland	4986	4668	1103.1	921.2	-181.9
17	Alexandria	4584	5320	1461.6	1052.6	-409.0
18	Balloch North East / Gartocharn / Mill of Haldane	4277	5323	1379.5	826.6	-552.9
<b>West Dunbartonshire Council Area</b>		<b>91240</b>	<b>90360</b>	<b>1084.0</b>	<b>873.2</b>	<b>-210.8</b>

(Ref Note 5)

- 16 of the 18 IDZ areas recorded a reduction in the number of alcohol related hospital admission/discharges between the 2004/06 and 2009/11 period. Whilst IDZ 12, Dumbarton West, Brucehill/Dennytown/Kirktonhill, recorded the highest rate for both data periods, the area had an actual drop in rate of 361.0. Braidfield saw highest rate increase, of 37.6.

**Table 13: Alcohol Related Mental Health Discharges (April 2009 – March 2011) – per 100,000 HoP**

IDZ No.	IDZ name	Population 2011	2009-2011	Rank
1	Whitecrook	4548	66.0	7th
2	Dalmuir	4569	65.7	8th
3	Kilbowie	5668	105.9	1st
4	Radnor Park	4532	99.3	3rd
5	Mountblow/Parkhall	5527	99.5	2nd
6	Braidfield	3534	28.3	17th
7	Bowling	5379	37.2	13th
8	Hardgate/Faifley	5347	65.5	9th
9	Dumbarton Central - Silverton West/Townend	6152	32.5	16th
10	Duntocher	4439	90.1	6th
11	Dumbarton East-Bowling/Barnhill/Crosslet	4266	35.2	15th
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	5640	35.5	14th
13	Dumbarton North East-Bellsmyre/Silverton East	4918	91.5	5th
14	Bonhill	5235	95.5	4th
15	Renton	5295	56.7	10th
16	Jamestown/Rural Moorland	4668	42.8	11th
17	Alexandria	5320	37.6	12th
18	Balloch North East/Gartocharn/Mill of Haldane	5323	18.8	18th
West Dunbartonshire		90360	61.4	

(Ref Note 5)

- Table 13 shows that IDZ-3 (Kilbowie) had the highest rate per 100,000 HoP of alcohol-related mental health discharges within West Dunbartonshire.

**Table 14: ARBD Admissions (April 2009 – March 2012) – per 100,000 HoP**

IDZ No.	IDZ name	Population 2011	2009- 2012	Rank
1	Whitecrook	4548	95.3	7th
2	Dalmuir	4569	116.7	5th
3	Kilbowie	5668	88.2	9th
4	Radnor Park	4532	73.6	15th
5	Mountblow/Parkhall	5527	162.8	2nd
6	Braidfield	3534	37.7	18th
7	Bowling	5379	105.3	6th
8	Hardgate/Faifley	5347	56.1	17th
9	Dumbarton Central - Silverton West/Townend	6152	205.9	1st
10	Duntocher	4439	82.6	11th
11	Dumbarton East- Bowling/Barnhill/Crosslet	4266	78.1	13th
12	Dumbarton West- Brucehill/Dennytown/Kirktonhill	5640	82.7	10th
13	Dumbarton North East- Bellsmyre/Silverton East	4918	74.6	14th
14	Bonhill	5235	57.3	16th
15	Renton	5295	94.4	8th
16	Jamestown/Rural Moorland	4668	121.4	4th
17	Alexandria	5320	125.3	3rd
18	Balloch North East/Gartocharn/Mill of Haldane	5323	81.4	12th
<b>West Dunbartonshire</b>		<b>90360</b>	<b>99.2</b>	

(Ref Note 5)

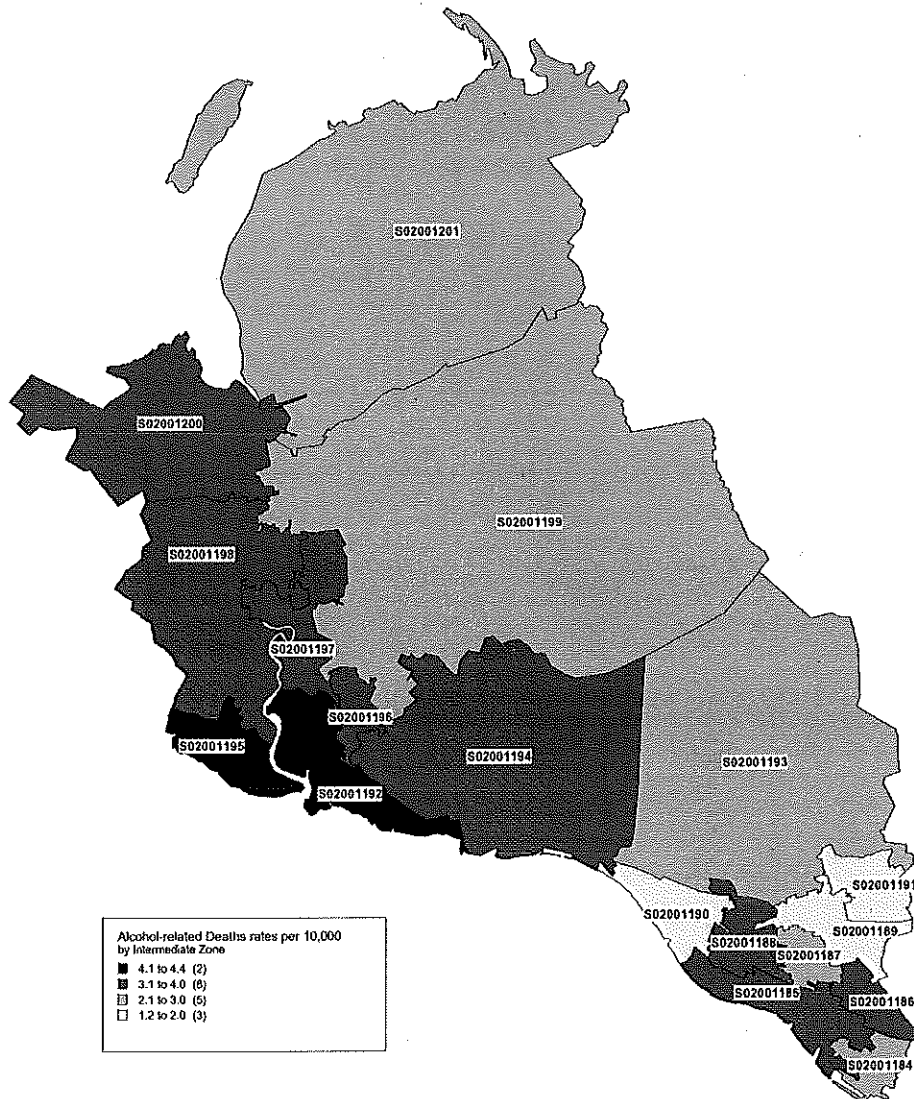
- Table 14 shows that IDZ-9 (Dumbarton Central/Silverton West/Townend) had the highest rate per 100,000 HoP of alcohol-related brain damage admissions/discharges for the 2009-2012 period.

Representative maps are shown on the next few pages. These show maps of the West Dunbartonshire IDZ areas by rate per 100,000 HoP using the most recently available data.

Note 5: Data contained within Tables 4 – 10 is from General Registrar Office for Scotland Alcohol Related Deaths in Scotland 1979-2011, 2012, General Registrar Office for Scotland Drug Related Deaths in Scotland 2012, NHS information Service Division (ISD), Alcohol Related Hospital Statistics 2012. Closer analysis has enabled year on year comparisons to be made, this cannot be replicated for tables 11 – 14, below. The figures contained in Tables 11 – 14 are based on data from the aforementioned national publications and are based on an average over the period using the 2011 population figures as the basis of their calculations.

### Map 3 (refer to Table 11): Alcohol Related Deaths 2009-2011

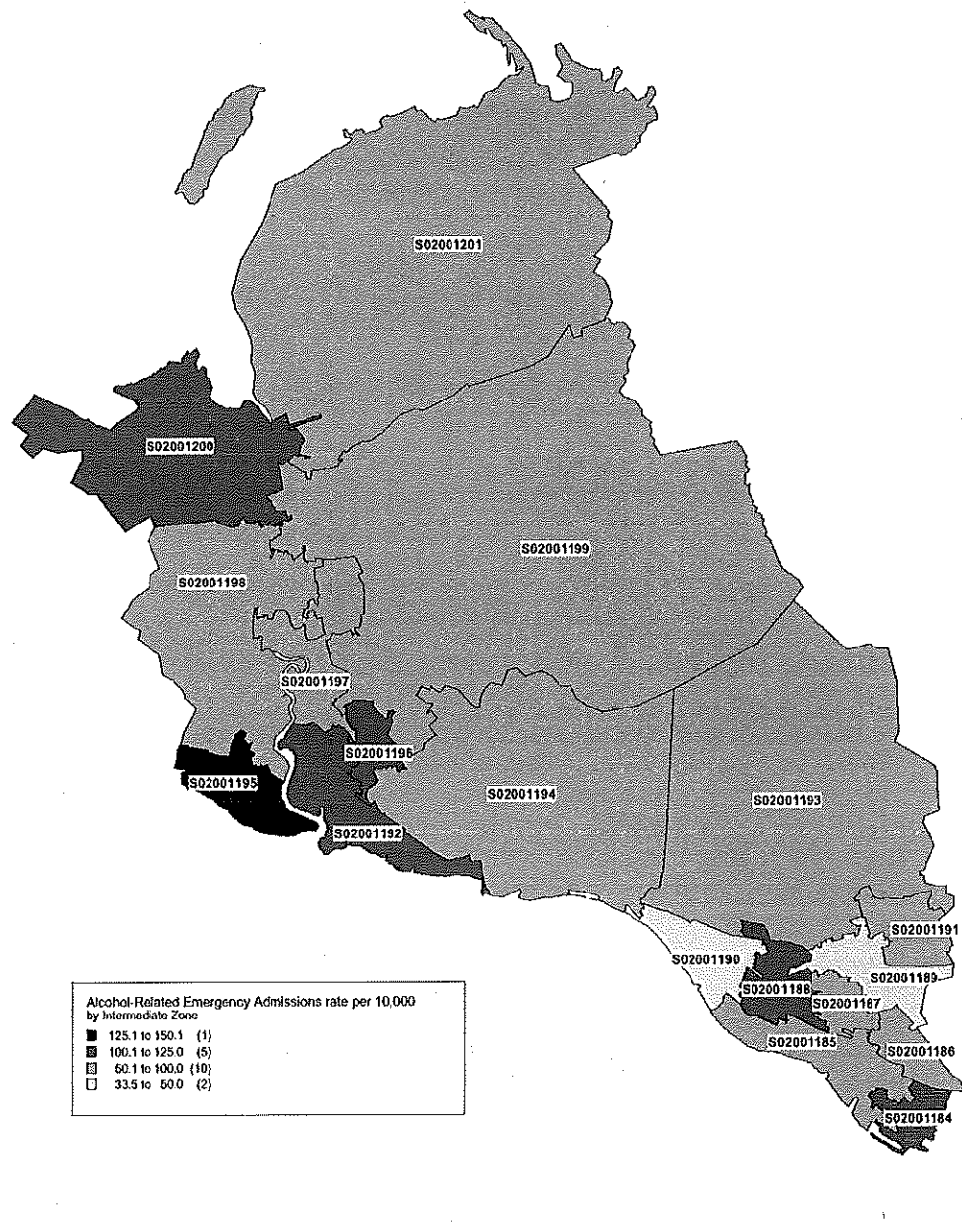
NHS GREATER GLASGOW & CLYDE  
WEST DUNBARTONSHIRE COMMUNITY HEALTH & CARE PARTNERSHIP  
ALCOHOL RELATED DEATHS (NRS) Rates per 10,000 (Persons, All Ages)  
2009-2011 (underlying cause) by Intermediate Zones



P.B. (12/03/2013)  
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# Map 4 (refer to Table 12): Alcohol Related Hospital Admissions/Discharges – 2011-2012

NHS GREATER GLASGOW & CLYDE  
 WEST DUNBARTONSHIRE COMMUNITY HEALTH & CARE PARTNERSHIP  
 Alcohol-Related Emergency Admissions SMR01 rates per 10,000 (Persons, All Ages)  
 April 2011 to March 2012 (any diagnostic position) by Intermediate Zones



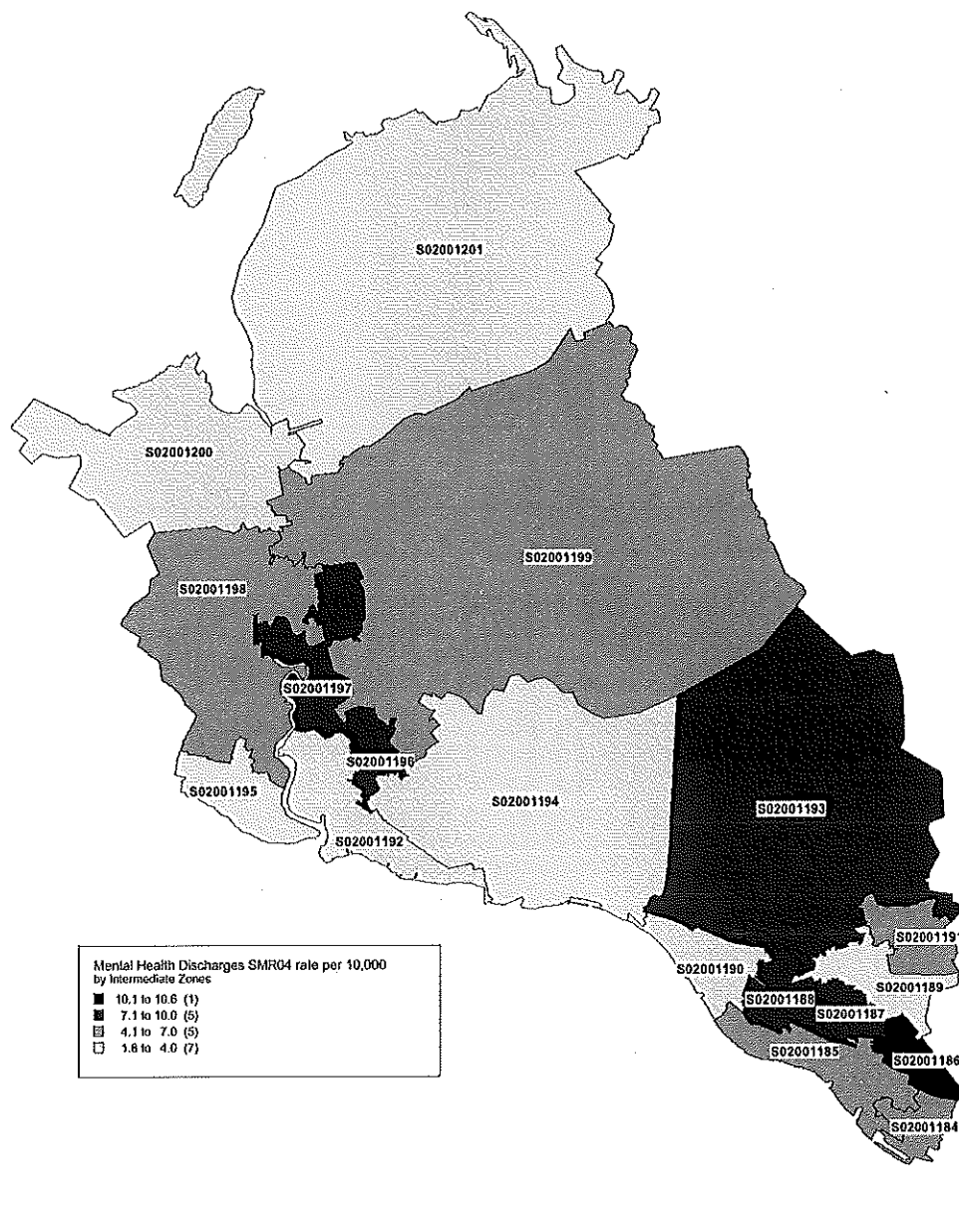
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# Map 5 (refer to Table 13): Alcohol Related Mental Health Admissions/Discharges – 2011-12

**NHS GREATER GLASGOW & CLYDE**  
**WEST DUNBARTONSHIRE COMMUNITY HEALTH & CARE PARTNERSHIP**  
**Mental Health \*\* Discharges SMR04 Rates per 10,000 (Persons, All Ages)**  
**April 2009 to March 2011 (any diagnostic position) by Intermediate Zones**

\*\* based on ICD10 F10 diagnoses 'Mental and Behavioural Disorders due to use of Alcohol'

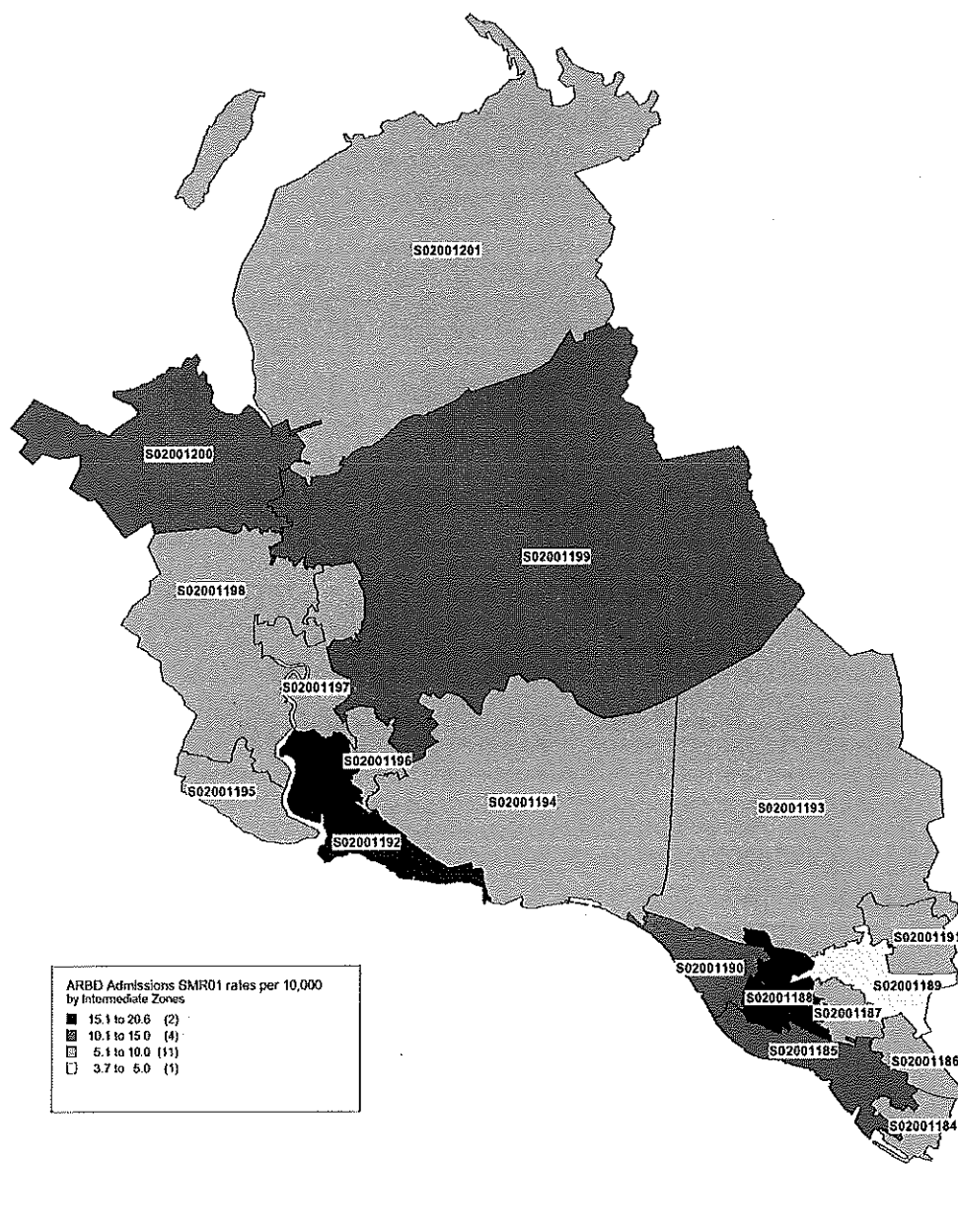


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# Map 6 (refer to Table 14): Alcohol Related Brain Damage – 2009-2012

**NHS GREATER GLASGOW & CLYDE**  
**WEST DUNBARTONSHIRE COMMUNITY HEALTH & CARE PARTNERSHIP**  
**Alcohol-Related Brain Damage (ARBD) Admissions\* SMR01 Rates per 10,000 (Persons, All Ages)**  
**April 2009 to March 2012 (any diagnostic position) by Intermediate Zones**

\*includes ICD10 codes E512, F070, F106, F107, G312, G319, G621, G629 as used by Epidemiology and Statistics group of ISD Scotland



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## Alcohol Related Crimes and the Over Provision of Licensed Premises

### Background

It is estimated that crime related to alcohol costs every person in west Dunbartonshire £171 per year. Crimes and incidents in most areas of West Dunbartonshire peak sharply during weekend evenings indicating a higher prevalence of offending during the times when people are consuming alcohol. Analysis showed that 37% of disorder related incidents took place during a specified 'weekend'<sup>1</sup> period, which represents only 16% of the week. In some areas the proportion of 'weekend' incidents was as high as 44.5%. In 2012 50% of those being processed at Clydebank Police Office were under the influence of alcohol and 7% of those were described as drunk. Given this it is easy to see how dealing with individuals under the influence of alcohol and their behaviour takes up a considerable proportion of police resources.

### Provision of Licensed Premises

The table below shows the number of off sales and on sales per Intermediate Datazone (IDZ) within West Dunbartonshire. The IDZs which have the highest combined total per 100,000 of population are those within the town centre of Alexandria, Clydebank (Dalmuir) and Dumbarton, all of which have a considerably higher density of licensed premises compared to the remaining areas.

**Table 15: Number of On Sales and Off sales per IDZ and per 100,000 population**

	IDZ No	Total Licensed Premises	On sales per IDZ	Off Sales per IDZ	All Licensed per 100,000 HoP 2012	All Licensed per 100,000 pop 2012 Ranked
Alexandria	17	35	29	6	657.9	1
Dalmuir	2	29	20	9	634.7	2
Dumbarton Central - Silverton West / Townend	9	38	26	12	617.7	3
Braidfield	6	12	8	4	339.6	4
Renton	15	15	9	6	283.3	5
Jamestown / Rural Moorland	16	13	4	9	278.5	6
Balloch North East / Gartocharn / Mill of Haldane	18	14	9	5	263.0	7
Dumbarton East - Bowling / Barnhill / Crosslet	11	11	6	5	257.9	8
Mountblow / Parkhall	5	11	6	5	199.0	9
Radnor Park	4	9	4	5	198.6	10
Whitcrook	1	9	4	5	197.9	11
Bowling	7	10	4	6	185.9	12
Duntocher	10	6	4	2	135.2	13
Bonhill	14	6	4	2	114.6	14
Hardgate / Faifley	8	6	3	3	112.2	15
Kilbowie	3	6	3	3	105.9	16
Dumbarton North East - Bellsmyre / Silverton East	13	5	0	5	101.7	17
Dumbarton West - Brucehill / Dennytown / Kirtonhill	12	5	4	1	88.7	18
<b>West Dunbartonshire Council Area</b>		<b>240</b>	<b>147</b>	<b>93</b>	<b>265.6</b>	

<sup>1</sup> Between the hours of 19:00 and 04:00 on a Thursday, Friday and Saturday  
Draft HW 30<sup>th</sup> May 2013

## Police Incidents <sup>2</sup>

The only incident type which specifically refers to alcohol use is 'drinking in a public place'. There is currently no method of recording whether alcohol has been involved in an incident attended by Police Officers. However, experience shows that a high proportion of disorder incidents, for example those coded 'complaint' or 'disturbance' are related to alcohol consumption. The codes selected<sup>3</sup> are those most likely to be alcohol related as determined by experience of Police Officers and police staff.

The number of disorder incidents has been falling year on year in West Dunbartonshire as is the case in Greater Glasgow and the Strathclyde Legacy Force area, the rate of decrease is however higher in West Dunbartonshire.

The table below shows that the IDZ with the second highest rate of licensed premises, Dalmuir, has the highest rank for police disorder incidents. Dalmuir has had the highest level of incidents since 2010 despite a 31% reduction during this period. Dalmuir has twice the number of incidents per 100,000 compared to West Dunbartonshire overall and more than twice the rate of Greater Glasgow and Clyde.

Mountblow/Parkhall and Kilbowie IDZs which featured 2<sup>nd</sup> and 3<sup>rd</sup> in terms of disorder incidents ranked 9<sup>th</sup> and 16<sup>th</sup> respectively for the number of licensed premise per 100,000 population. It is however worth noting that both of those IDZs border Dalmuir and so the licensed premises of Dalmuir are within easy walking distance.

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<sup>2</sup> A police incident is raised on the police command and control system and can be reported by a member of the public, a partner or internally generated. An incident is only raised where the report requires police involvement, awareness or action. The primary function of this system is to manage police response rather than record data. For an extensive definition of a police incident refer to Strathclyde Police Command and Control Standard Operating Procedure and Police Scotland Command and Control Standard Operating Procedure

<sup>3</sup> Complaints (code 24), Drugs/solvent abuse (code 27), Disturbances (code 28), Drinking in public places (code 55), Assault (code 71), Vandalism (code 78)

Table 16: Police Disorder Incidents 2010 – 2012 and Incidents per 100,000 population 2010 – 2012

	IDZ No	Incidents <sup>1</sup> 2010	Incidents 2011	Incidents 2012	Incidents 2010 per 100,000	Incidents 2011 per 100,000	Incidents 2012 per 100,000	Rank Incidents 2012 per 100,000
Dalmuir	2	1721	1425	1191	37,667	31,188	26,067	1
Mountblow / Parkhall	5	1274	1337	1155	23,050	24,190	20,897	2
Kilbowie	3	1552	1294	943	27,382	22,830	16,637	3
Whitecrook	1	1111	1038	748	24,428	22,823	16,447	4
Radnor Park	4	780	681	683	17,211	15,026	15,071	5
Dumbarton Central - Silverton West / Townend	9	1264	1123	891	20,546	18,254	14,483	6
Dumbarton West - Brucehill / Dennytown / Kirtonhill	12	1252	977	816	22,199	17,323	14,468	7
Hardgate / Faifley	8	1323	951	730	24,743	17,786	13,653	8
Bonhill	14	703	623	707	13,429	11,901	13,505	9
Jamestown / Rural Moorland	16	817	754	629	17,502	16,153	13,475	10
Alexandria	17	1071	912	667	20,132	17,143	12,538	11
Renton	15	585	568	566	11,048	10,727	10,689	12
Braidfield	6	436	472	325	12,337	13,356	9,196	13
Balloch North East / Gartocharn / Mill of Haldane	18	616	536	459	11,572	10,070	8,623	14
Dumbarton North East - Bellsmyre / Silverton East	13	896	647	408	18,219	13,156	8,296	15
Dumbarton East - Bowling / Barnhill / Crosslet	11	425	358	271	9,962	8,392	6,353	16
Bowling	7	480	378	339	8,924	7,027	6,302	17
Duntocher	10	344	359	239	7,749	8,087	5,384	18
West Dunbartonshire Council Area		16650	14433	11767	18,426	15,973	13,022	
Greater Glasgow		174,875	169,746	144,557	15,428	14,976	12,753	
Strathclyde		338,810	310,093	265,933	15,249	13,957	11,969	

### Alcohol Aggravated Crime

The former Strathclyde Police Force crime recording system does not record whether the offender and/or complainant of a crime are under the influence of alcohol. As such there is no definitive way of determining whether a crime is alcohol related unless the crime type necessitates alcohol involvement. As such, crimes have been selected which police experience suggests are more likely to occur when the offender and/or complainant is under the influence of alcohol. These have been described as 'alcohol aggravated crimes'<sup>4</sup>. Crimes which by their nature involve alcohol (such as *Drunk and Incapable*) have been shown separately and are described as 'alcohol specific crimes'<sup>5</sup>.

West Dunbartonshire has a higher (6,190 per 100,000) rate of alcohol aggravated crime than Greater Glasgow and Clyde (5,428 per 100,000) and than the Strathclyde Legacy Force area (4,808 per 100,000).

<sup>4</sup> Breach of the Peace, Civic Government (Scotland) Act 1982 S.47, Common Assault, Criminal Law Consolidation (Scotland) Act 1995 S. 52, Malicious Mischief, Culpable and Reckless Conduct (not involving firearms), Culpable and Reckless Conduct (causing injury), Indecent Assault, Misuse of Drugs Act 1971, Serious Assault, Wilful Fire-raising, Criminal Justice & Licensing Scotland Act 2010 s. 38

<sup>5</sup> Road Traffic Act 1988 s. 4-5, Civic Government (Scotland) Act 1982 S.50, West Dunbartonshire Council (Prohibition of Consumption of Alcohol) Bye-Laws 1996 s. 1-3 and Licensing Scotland Act 2005.

<sup>6</sup> Strathclyde Legacy Force formally Strathclyde Police

The rate of alcohol aggravated crime in Dalmuir is twice the West Dunbartonshire average and 61% higher than the Strathclyde average.

Table 17 below shows that the highest ranking IDZ for alcohol aggravated crime is Dalmuir which also has the highest rate of incidents and the second highest rate of licensed premises.

**Table 17: Alcohol Aggravated Crimes 2010 - 2012, Alcohol Aggravated Crime per 100,000 HoP 2010 - 2012 and Rank of Alcohol Aggravated Crimes 2012 per 100,000 HoP**

	IDZ No	Alcohol Aggravated 2010	Alcohol Aggravated 2011	Alcohol Aggravated 2012	Alcohol Aggravated 2010 per 100,000	Alcohol Aggravated 2011 per 100,000	Alcohol Aggravated 2012 per 100,000	Rank 2012 Crimes per 100,000
Dalmuir	2	547	577	572	11972	12629	12519	1
Mountblow / Parkhall	5	373	495	514	6749	8956	9300	2
Whitecrook	1	357	451	362	7850	9916	7960	3
Dumbarton West - Brucehill / Dennytown / Kirtonhill	12	526	547	437	9326	9699	7748	4
Bonhill	14	348	301	399	6648	5750	7622	5
Kilbowie	3	509	551	422	8980	9721	7445	6
Alexandria	17	424	400	371	7970	7519	6974	7
Dumbarton Central - Silverton West / Townend	9	470	480	410	7640	7802	6664	8
Jamestown / Rural Moorland	16	339	262	278	7262	5613	5955	9
Hardgate / Faifley	8	334	348	313	6246	6508	5854	10
Renton	15	252	275	290	4759	5194	5477	11
Braidfield	6	150	179	179	4244	5065	5065	12
Dumbarton North East - Bellsmyre / Silverton East	13	379	316	242	7706	6425	4921	13
Radnor Park	4	224	214	216	4943	4722	4766	14
Balloch North East / Gartocharn / Mill of Haldane	18	242	241	221	4546	4528	4152	15
Dumbarton East - Bowling / Barnhill / Crosslet	11	100	114	131	2344	2672	3071	16
Bowling	7	136	147	140	2528	2733	2603	17
Duntocher	10	140	161	96	3154	3627	2163	18
West Dunbartonshire Council Area		5850	6059	5593	6474	6705	6190	
Greater Glasgow		68825	68688	61527	6072	6060	5428	
Strathclyde		121433	119982	106834	5465	5400	4808	

<sup>6</sup> Strathclyde Legacy Force formally Strathclyde Police

## Alcohol Specific Crime

Alcohol specific crimes include crimes in breach of licensing legislation, local drinking in public byelaws, drink driving and drunk and incapable. The West Dunbartonshire rate (467 per 100,000) for alcohol specific crimes is 48% higher than the average rate for Greater Glasgow and Clyde and 83% higher than the rate for Strathclyde legacy force area.

The table below shows that the top three IDZs in 2012 are the same as the top three IDZs for the rate of licensed premises although in a different order: Dalmuir, Dumbarton Central and Alexandria. There are a number of factors which influence the crime rate in those areas including people travelling from out with the area for the purposes of socialising at weekends. In addition, some of the datazones in Dalmuir and Alexandria in particular are amongst the most deprived areas in Scotland.

**Table 18: Alcohol Specific Crimes 2010 - 2012, Alcohol Aggravated Crime per 100,000 HoP 2010 - 2012 and Rank of Alcohol Specific Crimes 2012 per 100,000 HoP**

	IDZ No	Total Population	Alcohol Specific Crime 2010	Alcohol Specific Crime 2011	Alcohol Specific Crime 2012	Alcohol Specific Crime 2010 per 100,000	Alcohol Specific Crime 2011 per 100,000	Alcohol Specific Crime 2012 per 100,000	Rank 2012 Crimes per 100,000
Dalmuir	2	4569	49	65	62	1072	1423	1357	1
Dumbarton Central - Silverton West / Townend	9	6152	67	44	72	1089	715	1170	2
Alexandria	17	5320	58	34	42	1090	639	789	3
Mountblow / Parkhall	5	5527	27	36	32	489	651	579	4
Dumbarton West - Brucehill / Dennytown / Kirtonhill	12	5640	48	30	31	851	532	550	5
Dumbarton East - Bowling / Barnhill / Crosslet	11	4266	26	15	19	609	352	445	6
Whitecrook	1	4548	13	21	19	286	462	418	7
Kilbowie	3	5668	24	47	23	423	829	406	8
Bonhill	14	5235	22	12	19	420	229	363	9
Radnor Park	4	4532	12	14	16	265	309	353	10
Hardgate / Faifley	8	5347	27	17	17	505	318	318	11
Braidfield	6	3534	11	6	11	311	170	311	12
Jamestown / Rural Moorland	16	4668	16	8	13	343	171	278	13
Duntocher	10	4439	4	8	10	90	180	225	14
Dumbarton North East - Bellsmyre / Silverton East	13	4918	14	9	11	285	183	224	15
Renton	15	5295	16	21	11	302	397	208	16
Balloch North East / Gartocharn / Mill of Haldane	18	5323	32	19	9	601	357	169	17
Bowling	7	5379	15	15	5	279	279	93	18
West Dunbartonshire Council Area		90360	481	421	422	532	466	467	
Greater Glasgow		1133480	3336	3500	3578	294	309	316	
Strathclyde		2,221,830	5654	5853	5664	254	263	255	

## Alcohol and Domestic Abuse

The relationship between alcohol consumption and domestic abuse is complex<sup>6</sup>. A great number of research papers argue that whilst alcohol is not the cause of domestic abuse, it can make the situation more volatile, increasing the severity and frequency of the abusive episodes. A factsheet produced by the World Health Organisation<sup>7</sup> discusses the findings of much of this research including the reduced cognitive functioning induced by alcohol consumption which leaves individuals less capable of reaching a non-violent resolution. Excessive drinking by a member of the family can cause additional marital tension leading to conflict. Conversely, being the victim of domestic abuse can result in the victim using alcohol as a method of coping.

Domestic Abuse is one of the few incident types where the involvement of alcohol is recorded. This is done when an officer has attended a domestic incident and raises a Vulnerable Persons Report (VPR). A crime does not have to have occurred for a VPR to be raised. Research showed that alcohol was involved in 816 incidents in 2012 and in 551 crimes. This equates to 57% of domestic incidents.

**Table 19: Domestic Incidents Involving Alcohol**

YEAR	Incidents	Total	Crimes	Total
2010	Alcohol only	710	Alcohol only	564
	Alcohol and drugs	72	Alcohol and drugs	64
2010 Total		782		628
2011	Alcohol only	721	Alcohol only	512
	Alcohol and drugs	111	Alcohol and drugs	95
2011 Total		832		607
2012	Alcohol only	760	Alcohol only	507
	Alcohol and drugs	56	Alcohol and drugs	44
2012 Total		816		551

In addition to the harm caused to the primary victim of domestic abuse, many incidents take place within the family home and in front of children. This experience can have severe consequences on the learned behaviour and life chances of children raised in such an environment. Research shows that children were present in 64% of the domestic abuse incidents in 2012.

### Correlation Between Licensed Premises Crimes and Incidents

The map below shows the geographic relationship between the density of licensed premises, disorder incidents and crime<sup>8</sup>. As can be seen there is a positive correlation between density of licensed premises, incidents and crimes in Clydebank Town Centre, Dalmuir and Alexandria town centre. This does not necessarily prove that one causes the other as other factors such as population and deprivation are likely to have an impact.

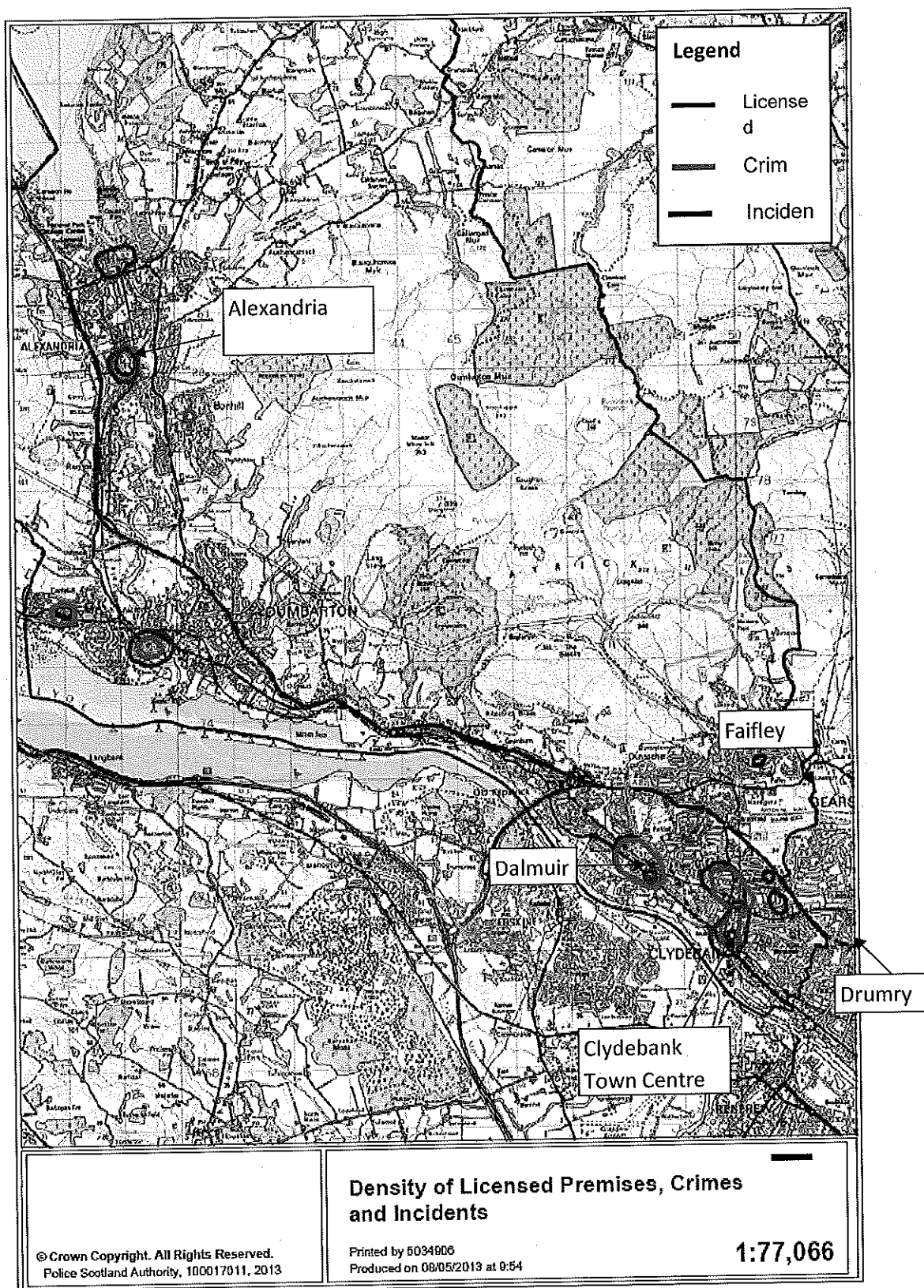
Areas such as Drumry and Faifley where there is a high level of incidents, but not necessarily crimes or licensed premises, are known for youth disorder. Commonly, where youths are involved they will make off before or when police arrive and consequently there is no evidence of a crime. The same youths are more likely to be drinking in public places rather than in a licensed premise.

<sup>7</sup> World Health Organization Intimate Partner Violence and Alcohol Fact sheet

<sup>8</sup> Crime refers to those listed and alcohol Aggravated Crimes and Alcohol related crimes.



Map 6: Density of Licensed Premises, Over Provision Crimes and Incidents<sup>9</sup>



<sup>9</sup> As defined previously  
Draft HW 30<sup>th</sup> May 2013

Table 20 illustrates how crimes, incidents and licensed premise density compares across the 18 intermediate datazones in West Dunbartonshire. Those ranked in the top three are highlighted in red. Clydebank Central /Dalmuir consistently features in the top three.

**Table 20: Intermediates Datazones Ranked by Density of Licensed premises, Crimes and Incidents**

	<b>IDZ No</b>	<b>All Licensed per 100,000 pop 2012 Ranked</b>	<b>Rank 2012 Alcohol Aggravated Crimes per 100,000</b>	<b>Rank 2012 Alcohol Specific Crimes per 100,000</b>	<b>Rank Incidents 2012 per 100,000</b>
Whitecrook	1	11	5	3	4
Clydebank Central /Dalmuir	2	2	1	1	1
Kilbowie	3	16	7	6	3
Radnor Park	4	10	14	14	5
Mountblow / Parkhall	5	9	2	2	2
Braidfield	6	4	12	12	13
Bowling	7	12	17	17	17
Hardgate / Faifley	8	15	10	10	8
Dumbarton Central - Silverton West / Townend	9	3	4	8	6
Duntocher	10	13	18	18	18
Dumbarton East - Bowling / Barnhill / Crosslet	11	8	16	16	16
Dumbarton West - Brucehill / Dennytown / Kirtonhill	12	18	6	4	7
Dumbarton North East - Bellsmyre / Silverton East	13	17	13	13	15
Bonhill	14	14	8	5	9
Renton	15	5	11	11	12
Jamestown / Rural Moorland	16	6	9	9	10
Alexandria	17	1	3	7	11
Balloch North East / Gartocharn / Mill of Haldane	18	7	15	15	14
West Dunbartonshire Council Area	19				

### Stop and Search Alcohol Figures

During the financial year 2012/12 there were 5784 person searched for alcohol in West Dunbartonshire, 2010 of those searches was positive a detection rate of 36%. This was the highest detection rate in the Strathclyde legacy force area. This may be because there are more people drinking alcohol from off sales in a public place. Alternatively it may be that West Dunbartonshire police are more successfully targeting their searches.

Table 21: Crime, Health and Licensed Premises by IDZ (per 100,000 HoP)

IDZ No.	IDZ name	Pop.	Per 100k HoP		Per 100k HoP		Per 100k HoP		Alcohol related deaths	Compared to Scotland (% difference)
			Alcohol specific crimes 2012	Disorder incidents 2012	Off Sales	On Sales	Alcohol related admissions/ discharges	% difference		
1	Whitcrook	4548	418	16447	109.9	88.0	1033.4	52.6%	29.3	0.8%
2	Dalmuir	4569	1357	26067	197.0	437.7	875.5	29.2%	36.5	1.9%
3	Kilbowie	5668	406	16637	52.9	52.9	829.2	22.4%	35.3	1.7%
4	Radnor Park	4532	353	15071	110.3	88.3	551.6	-18.6%	22.1	-0.2%
5	Mountblow/Parkhall	5527	579	20897	90.5	108.6	1248.4	84.3%	36.2	1.8%
6	Braidfield	3534	311	9196	113.2	226.4	367.9	-45.7%	18.9	-0.7%
7	Bowling	5379	93	6302	111.5	74.4	334.6	-50.6%	12.4	-1.7%
8	Hardgate/Faifley	5347	318	13653	56.1	56.1	729.4	7.7%	18.7	-0.7%
9	Dumbarton Central - Silvertown West/Townend	6152	1170	14483	195.1	422.6	1105.3	63.2%	43.3	2.9%
10	Duntocher	4439	225	5384	45.1	90.1	630.8	-6.9%	22.5	-0.2%
11	Dumbarton East-Bowling/Barnhill/Crosslet	4266	445	6353	117.2	140.6	609.5	-10.0%	39.1	2.3%
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	5640	550	14468	17.7	70.9	1436.2	112.0%	41.4	2.6%
13	Dumbarton North East-Bellsmyre/Silvertown East	4918	224	8296	101.7	0.0	1077.7	59.1%	40.7	2.5%
14	Bonhill	5235	363	13505	38.2	76.4	802.3	18.4%	31.8	1.2%
15	Renton	5295	208	10689	113.3	170.0	944.3	39.4%	31.5	1.1%
16	Jamestown/Rural Moorland	4668	278	13475	192.8	85.7	921.2	36.0%	21.4	-0.3%
17	Alexandria	5320	789	12538	112.8	545.1	1052.6	55.4%	31.3	1.1%
18	Balloch North East/Gartocharn/Mill of Haldane	5323	169	8623	93.9	169.1	826.6	22.0%	25.0	0.2%
		9036								
West Dun		0	467	13022	102.9	162.7	873.2	28.9%	30.2	1.0%
Scotland							677.4		23.7	

**Table 21** offers a comparison by IDZ, crime and health incidents. Review of this data indicates that IDZ 2, Dalmuir is recorded as having the highest rate per 100,000 HoP for alcohol specific crimes, disorder incidents and off-trade premises, this IDZ also has the second highest rate of on trade premises per 100,000. In terms of health IDZ 12, Dumbarton West - Brucehill/Dennystown/Kirktonhill has the highest rate per 100,000 HoP for alcohol related hospital admissions/discharges and IDZ 2 Dumbarton Central – Silverton West/Townend has the highest rate per 100,000 population for alcohol related deaths.

## **Alcohol Related Fires, Fire-Raising, Injuries and Fatalities**

### **Domestic fires**

In January 2011, following a spate of 250 domestic fires across Scotland resulting in 68 injuries over just 10 days the Chief Fire officer of Strathclyde Fire & Rescue stated that there were '3 key reasons why these fires occurred; Alcohol, alcohol and alcohol'.

It is recognised that, in Scotland, a strong link exists between domestic fires and alcohol consumption and anecdotally many of the incidents our crews fire crews in West Dunbartonshire attend are in the homes of those who are alcohol dependent.

'trends in casualty victim profiles are evident, with more than 47% of all fatalities being more than 60 years of age, many living alone, and with the use of drugs and alcohol as common contributory factors'.  
*Scottish Community Fire Safety Study (2009) Fatal Fire Survey*

**Table 22: Percentage of Dwelling Fires where impairment due to alcohol/drugs suspected**

Unitary Authority	2009	2010	2011	2012
Strathclyde	9.9%	11.7%	14.8%	14.7%
East Dunbartonshire	5.9%	7.9%	13.2%	4.2%
East Renfrewshire	3.6%	6.7%	12.0%	13.2%
Glasgow City	10.8%	12.1%	14.6%	14.9%
Inverclyde	7.8%	13.4%	12.6%	23.5%
Renfrewshire	13.5%	12.7%	20.4%	15.9%
<b>West Dun</b>	<b>14.8%</b>	<b>17.4%</b>	<b>18.7%</b>	<b>9.8%</b>

IDZ No.	IDZ name	2009	2010	2011	2012
1	Whitecrook	21.4%	17.4%	23.5%	10.0%
2	Dalmuir	25.0%	20.0%	26.7%	10.0%
3	Kilbowie	13.3%	26.3%	27.3%	5.6%
4	Radnor Park	33.3%	0.0%	0.0%	0.0%
5	Mountblow/Parkhall	8.7%	14.3%	18.9%	0.0%
6	Braidfield	12.5%	16.7%	0.0%	0.0%
7	Bowling	0.0%	0.0%	12.5%	0.0%
8	Hardgate/Faifley	44.4%	11.1%	28.6%	20.0%
9	Dumbarton Central - Silverton West/Townend	16.7%	33.3%	11.1%	0.0%
10	Duntocher	NA	0.0%	0.0%	25.0%
11	Dumbarton East-Bowling/Barnhill/Crosslet	0.0%	0.0%	33.3%	33.3%
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	20.0%	23.1%	38.5%	7.7%
13	Dumbarton North East-Bellsmyre/Silverton East	5.9%	41.7%	22.2%	28.6%
14	Bonhill	16.7%	20.0%	12.5%	7.7%
15	Renton	0.0%	0.0%	0.0%	50.0%
16	Jamestown/Rural Moorland	0.0%	0.0%	0.0%	50.0%
17	Alexandria	25.0%	44.4%	16.7%	25.0%
18	Balloch North East/Gartocharn/Mill of Haldane	12.5%	0.0%	0.0%	25.0%
<b>West Dunbartonshire</b>		<b>14.8%</b>	<b>17.4%</b>	<b>18.7%</b>	<b>9.8%</b>

Although the figures contained in **Table 22** indicate that the percentage of dwelling fires where impairment due to alcohol or drugs is suspected, there are some significant increases reflected in some IDZ areas, of particular note are the increases in IDZ11, 15 and 16. However, when compared to actual numbers noted in **Table 23** below these large percentage increases only equate to an increase from 0 to 1.

### Acts of Violence

Recent years have seen the increase in instances of attacks on Fire crews by groups of youths. These groups are, almost without exception, fuelled by alcohol and generally but not exclusively 14-16 year olds.

Example – attack made on a Dumbarton fire crew attending a bin fire at 3am on morning of Sunday 18<sup>th</sup> April 2013. Group of 12-15 youths aged 14-16 threw bricks at the Fire appliance as they arrived to deal with the fire. Appliance and crew were forced to withdraw and await arrival of police.

Fifteen instances in West Dunbartonshire have been detailed on our Health & Safety recording system since April 2010. However anecdotally, where no damage or injury occurs it is known that instances of these attacks are often fail to be recorded.

**Table 23: All Dwelling Fires where impairment due to alcohol/drugs suspected**

Unitary Authority	2009	2010	2011	2012
Strathclyde	340	413	505	464
East Dun	5	7	10	3
East Ren	2	4	9	10
Glasgow City	147	158	186	164
Inverclyde	12	19	20	32
Renfrewshire	31	33	55	45
<b>West Dun</b>	<b>24</b>	<b>32</b>	<b>32</b>	<b>17</b>

IDZ No.	IDZ name	7	2010	2011	2012
1	Whitcrook	3	4	4	2
2	Dalmuir	3	3	4	1
3	Kilbowie	2	5	3	1
4	Radnor Park	1	0	0	0
5	Mountblow/Parkhall	2	3	7	0
6	Braidfield	1	1	0	0
7	Bowling	0	0	1	0
8	Hardgate/Faifley	4	1	2	1
9	Dumbarton Central - Silverton West/Townend	1	1	1	0
10	Duntocher	0	0	0	1
11	Dumbarton East-Bowling/Barnhill/Crosslet	0	0	1	1
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	3	3	5	1
13	Dumbarton North East-Bellsmyre/Silverton East	1	5	2	2
14	Bonhill	1	2	1	1
15	Renton	0	0	0	1
16	Jamestown/Rural Moorland	0	0	0	2
17	Alexandria	1	4	1	2
18	Balloch North East/Gartocharn/Mill of Haldane	1	0	0	1
<b>West Dunbartonshire</b>		<b>24</b>	<b>32</b>	<b>32</b>	<b>17</b>

### **Deliberate Fire-Raising**

Incidents of deliberate fire-raising within West Dunbartonshire have remained at consistently high levels for several years. A multi-agency group has been established to deal exclusively with this blight on the community and meets every month, working to reduce their occurrence. While there may be various motives for deliberate fire raising, it is apparent that most are simply anti-social behaviour. It is the experience of Fire crews, Police and Community Wardens that the vast majority of this behaviour is fuelled by the consumption of alcohol.



**Table 24: All dwelling fires**

Unitary Authority	2009	2010	2011	2012
Strathclyde	3425	3531	3402	3151
East Dunbartonshire	85	89	76	72
East Renfrewshire	55	60	75	76
Glasgow City	1361	1306	1271	1101
Inverclyde	153	142	159	136
Renfrewshire	229	259	270	283
<b>West Dunbartonshire</b>	<b>162</b>	<b>184</b>	<b>171</b>	<b>173</b>

IDZ No.	IDZ name	2009	2010	2011	2012
1	Whitecrook	14	23	17	20
2	Dalmuir	12	15	15	10
3	Kilbowie	15	19	11	18
4	Radnor Park	3	5	5	4
5	Mountblow/Parkhall	23	21	37	38
6	Braidfield	8	6	1	7
7	Bowling	5	7	8	10
8	Hardgate/Faifley	9	9	7	5
9	Dumbarton Central - Silverton West/Townend	6	3	9	3
10	Duntocher	0	3	6	4
11	Dumbarton East-Bowling/Barnhill/Crosslet	9	2	3	3
12	Dumbarton West-Brucehill/Dennytown/Kirktonhill	15	13	13	13
13	Dumbarton North East-Bellsmyre/Silverton East	17	12	9	7
14	Bonhill	6	10	8	13
15	Renton	6	6	5	2
16	Jamestown/Rural Moorland	2	11	2	4
17	Alexandria	4	9	6	8
18	Balloch North East/Gartocharn/Mill of Haldane	8	10	9	4
<b>West Dunbartonshire</b>		<b>162</b>	<b>184</b>	<b>171</b>	<b>173</b>

Whilst **Tables 22** and **23** above show a slight increase in the numbers of dwelling fires where alcohol or drug use is suspected, in some particular areas, however, the totals within those tables indicate a reduction on these types of fires. However, **Table 24** indicates a slight increase in the "All Fires" for the 2012 period.

## Noise from Licensed Premises

The following is a summary of noise complaints received by Environmental Health during the period 1<sup>st</sup> January 2010 to 21<sup>st</sup> May 2013 where the source of noise was alleged to be attributable to licensed premises.

**Table 25: Noise complaints: Licensed Premises**

IDZ No.	Intermediate Data Zone	No. Noise Complaints
1	Whitecrook	3
2	Dalmuir/Clydebank Central	10
3	Kilbowie	0
4	Radnor Park	2
5	Mountblow / Parkhall	0
6	Braidfield	0
7	Bowling	3
8	Hardgate / Faifley	0
9	Dumbarton Central - Silverton West / Townend	11
10	Duntocher	5
11	Dumbarton East - Bowling / Barnhill / Crosslet	0
12	Dumbarton West - Brucehill / Dennytown / Kirtonhill	0
13	Dumbarton North East - Bellsmyre / Silverton East	0
14	Bonhill	2
15	Renton	0
16	Jamestown / Rural Moorland Total	1
17	Alexandria Total	4
18	Balloch North East / Gartocharn / Mill of Haldane	1
<b>Total</b>		<b>42</b>

In total 42 complaints were received against 23 premises throughout West Dunbartonshire; the area which received the highest number of complaints was IDZ 9 i.e. Dumbarton Central – Silverton West/Townend. Within that area 11 complaints were received; these related to a total of 6 Licensed Premises all of which were on-trade premises.



### Overprovision Evidence Gathering Sub-Group

The undernoted partners made valuable contributions in the provision, collation and analysis of data which has been reflected within this draft report.

Ailsa King, West Dunbartonshire CHCP, Health Improvement Team  
 Ann Greer, Dumbarton Women's Aid  
 Brian Shaw, Police Scotland  
 Catherine Chiang, Department of Public Health  
 Craig Reid, Police Scotland  
 George Stewart, Police Scotland  
 Gordon Kerr, Fire and Rescue Services, Scotland  
 Hazel Slattery, West Dunbartonshire Alcohol and Drug Partnership (ADP)  
 Helen Weir, West Dunbartonshire Alcohol and Drug Partnership (ADP)  
 Janice Winder, West Dunbartonshire Community Planning Partnership  
 John Blair, Police Scotland  
 John Hendry, Police Scotland  
 Julie McKenzie, West Dunbartonshire CHCP, Addiction Services  
 Kelly Brown, West Dunbartonshire Alcohol and Drug Partnership (ADP)  
 Kevin Miller, Police Scotland  
 Lawrence Knighton, West Dunbartonshire Council, Licensing  
 Linda Bowie, Alcohol Focus Scotland  
 Pat Hoey, West Dunbartonshire Council, Economic Development  
 Peter Clyde, West Dunbartonshire Council, Licensing  
 Peter Hissett, West Dunbartonshire Council, Legal, Democratic and Regulatory Services  
 Raymond Lynch, West Dunbartonshire Council, Legal, Democratic and Regulatory Services  
 Robert Sider, Co-operative  
 Sarah Currie, Alcohol Focus Scotland  
 Tracey Cameron, Police Scotland

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xii Mental health, substance misuse and suicide prevention research

NHS Greater Glasgow & Clyde and Renfrewshire Alcohol and Drug Partnership

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World Health Organization Intimate Partner Violence and Alcohol Fact sheet

