



# Does legislation to prevent alcohol sales to drunk individuals work?

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World Health  
Organization



GLOBAL CAMPAIGN FOR VIOLENCE PREVENTION  
CAMPAGNE MONDIALE POUR LA PREVENTION DE LA VIOLENCE  
VIOLENCE PREVENTION ALLIANCE / ALLIANCE POUR LA PREVENTION DE LA VIOLENCE

# Over-serving in the UK



- Service of alcohol to drunks illegal for over 400 years
  - Prevent violence, anti-social behaviour, protect vulnerable people
- Licensing Act 2003 (S141) – Offences:
  - Knowingly sell/attempt to sell alcohol to a person who is drunk
  - Allow alcohol to be sold to such a person

## Prosecutions and penalty notices for disorder, England and Wales

### *Sale of alcohol to a drunken person*

	2007	2008	2009	2010	2011
Prosecutions	7	17	8	3	12
PNDs	59	84	81	78	71

*House of Commons, Ministry of Justice*

- High levels of drunkenness seen in nightlife suggests law not being implemented or enforced

# BLOGGING STUDENTS

Previous

## Students: let's o

Student drinking culture h  
blogger – we need to kno



Drinking to get drunk is part of student life but it needs to stop, writes a student blogger. Photograph: Matt Cardy/Getty Images

It's no secret that we students regularly enjoy a drink or three, despite being aware of the damaging effects on our health. The recent NekiNomination craze has been linked to several deaths, yet students keep on bingeing. When did drinking to have fun become drinking to get drunk?

Health officials and concerned parents advise us not to mix drinks or to drink on an empty stomach. They don't realise it's exactly what we'll do if it means getting very drunk, very quickly. The aim of the game is to get

...com/education/series/blogging-students there will be at least someone who says: "I want to get absolutely smashed tonight."



© Joel Goodman/LNP

## a decade in sober ica ... is everyone in k?

EBB  
29, 1 August 2010

Tweet 8+1 Share

... home from America a year ago from my post as the BBC ... I wasn't expecting life in Britain to be easy to get used ... et parking - handing your keys to a man outside a resta ... to the door when you leave - would soon be a distant m ... wning Street was as shabby as the White House is chic



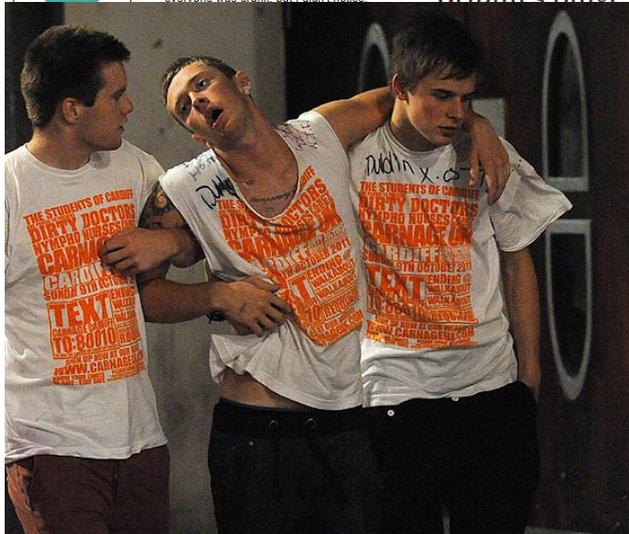
© Getty Images

Public drunkenness: A reveller steeps across ... spent out on the lash in London

But nothing prepared me for the booze. Sometimes drunk.

Now here I should add an important proviso: perha country. When I lived here before leaving for the U everyone was drunk, but I didn't notice.

SIMPLE START



# The Telegraph

## Britain's binge drinking levels are among the highest in the

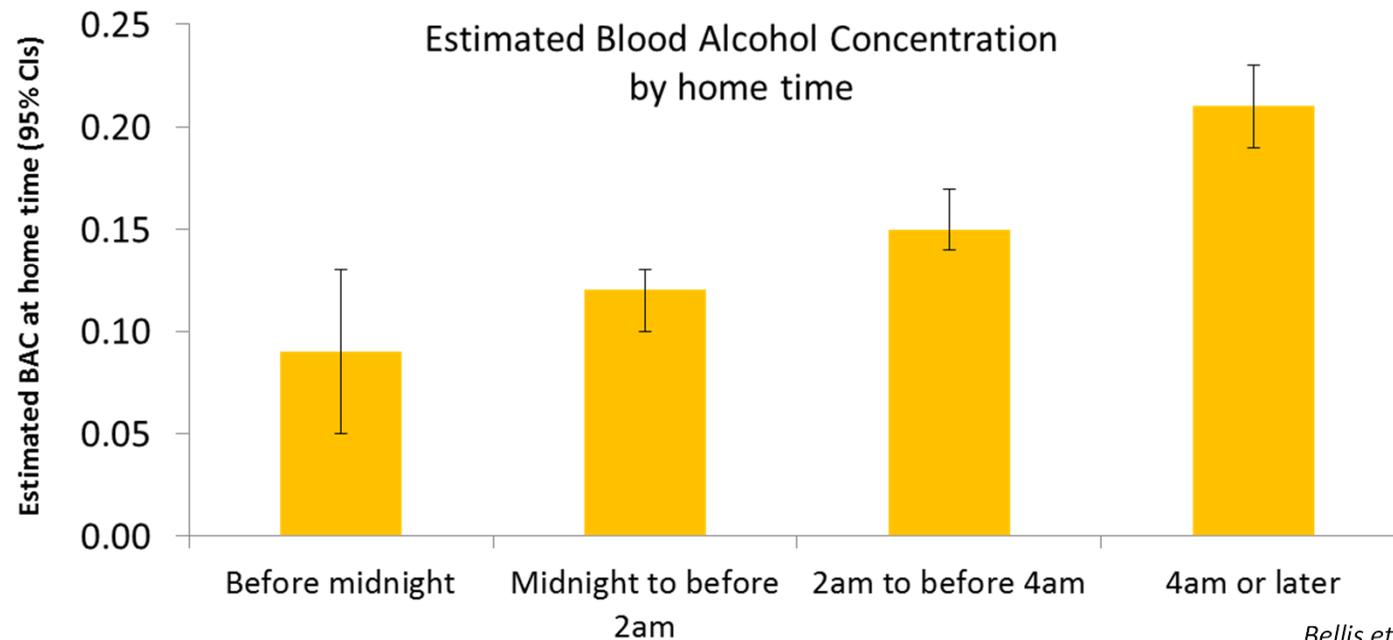
... in the world for alcohol intake, World Health Organisation



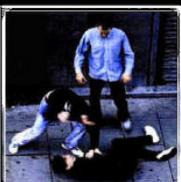
In total, 28 per cent of Britons were classed as having had an episode of heavy drinking in the previous month Photo: Alamy

# Modern trends in drunkenness

- Nightlife users 3 North West cities (18-35 years; n=214)
- 53% preload (↑ alcohol)
- 51% drunk at interview intended to consume more
- Average alcohol use on a night out = Males 24 units; Females 16 units (8g/unit)



# Impacts of over-serving



2 million  
English  
emergency  
department  
attendances  
annually

More than 1  
in 5 deaths in  
16-24 year  
olds in the  
UK

Third of all  
accidental  
residential  
fire deaths

Road traffic  
crashes: 63%  
driver and  
80%  
pedestrian  
deaths on  
weekend  
nights

# Impacts of over-serving



80% of  
nightlife  
assaults

1 in 3 self-  
harm injuries

1 in 3  
incidents of  
sexual  
violence  
(victim);  
58% of  
rapes  
(assailant)

49,456  
hospital  
admissions  
for alcohol-  
related liver  
disease  
(England  
2011/12)

# Current UK situation



- Introduction of minimum alcohol unit price withdrawn
- Government focus on local authorities/public services using existing powers to reduce alcohol-related harms
- Sensible server training available but not widely used
  - 26.5% of bar servers received **no training** in alcohol service
  - 41.0% received specific training on **service refusal**
  - 59.8% knew that service of alcohol to drunk people was illegal
- Licensing hours extended for 2014 World Cup!



# Study aims



1. What proportion of service attempts by pseudo-intoxicated patrons in on-licensed premises result in an alcohol sale?
2. What environmental, server and patron characteristics are associated with over-serving of alcohol?

# Study Methodology – The ‘Act’

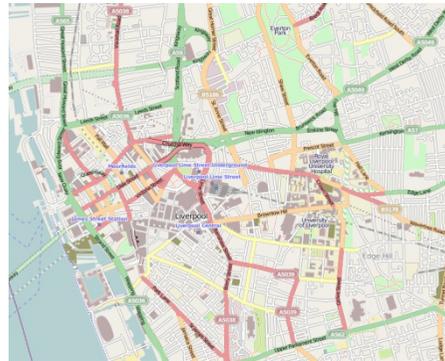


- Recruited and trained four student actors
- Developed act in collaboration with police
  - Display signs of extreme drunkenness
  - Ensure bar servers could recognise this
- One actor ‘drunk’, one a more sober friend
  - Messed up clothing, alcohol on breath
  - Stumbled to the bar, supported by friend
  - Asked the price of a drink with loud, slurred speech
  - Fumbled with money when paying

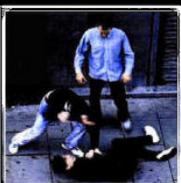


# Study implementation

- Weds to Sunday, 9pm to 3am, May 2013
- 73 randomly selected pubs, bars and nightclubs across Liverpool city centre



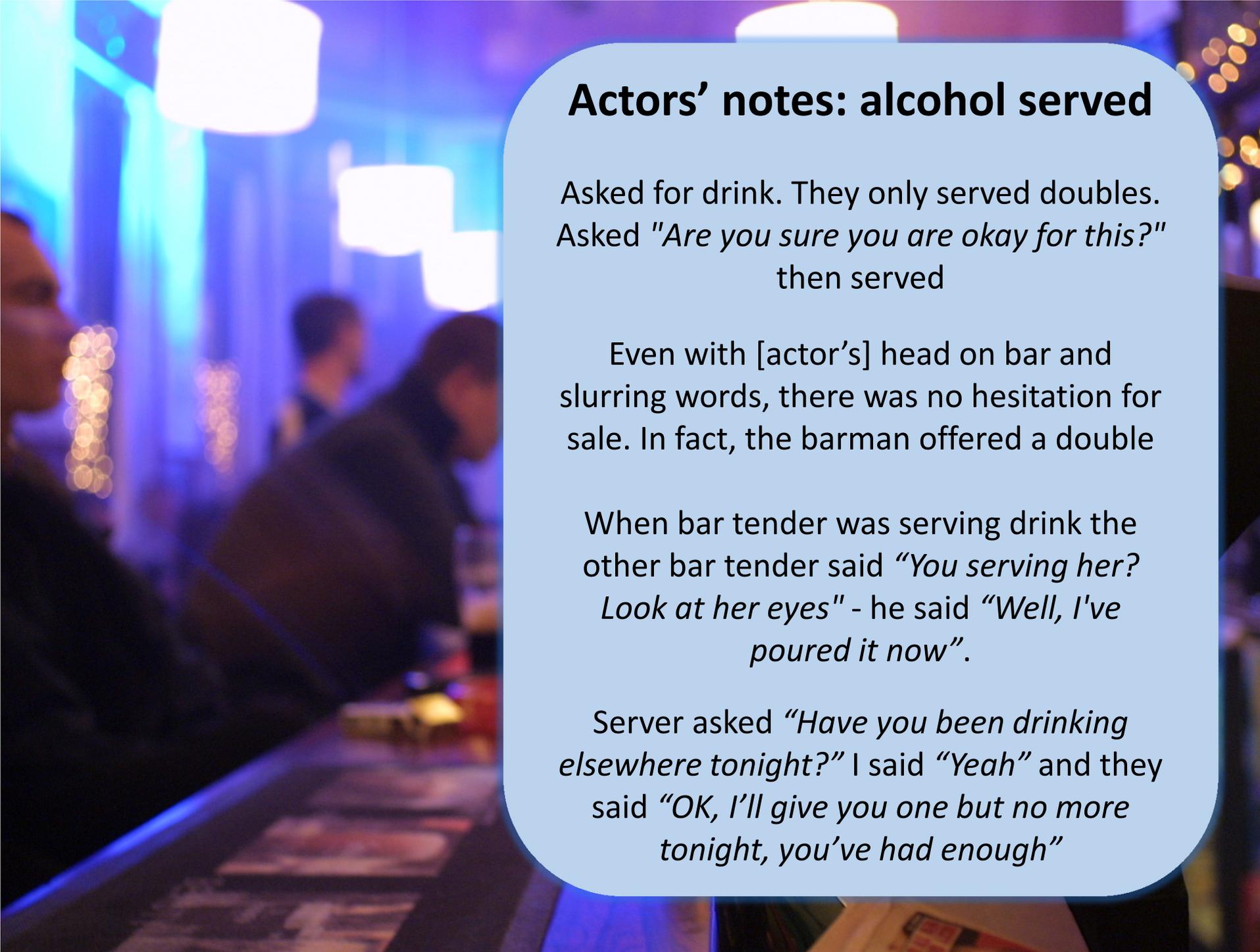
- Researchers entered before and left after the actors
  - Measurements of bar environment



# Key findings

- **84% of attempts resulted in sale of alcohol**
  - 60% Wednesdays, 94% Fridays
  - 78% before midnight, 96% after midnight
- Clear that bar servers often recognised actors as drunk
- 1 in 5 sales, bar staff tried to sell double
- No differences in service outcome by gender





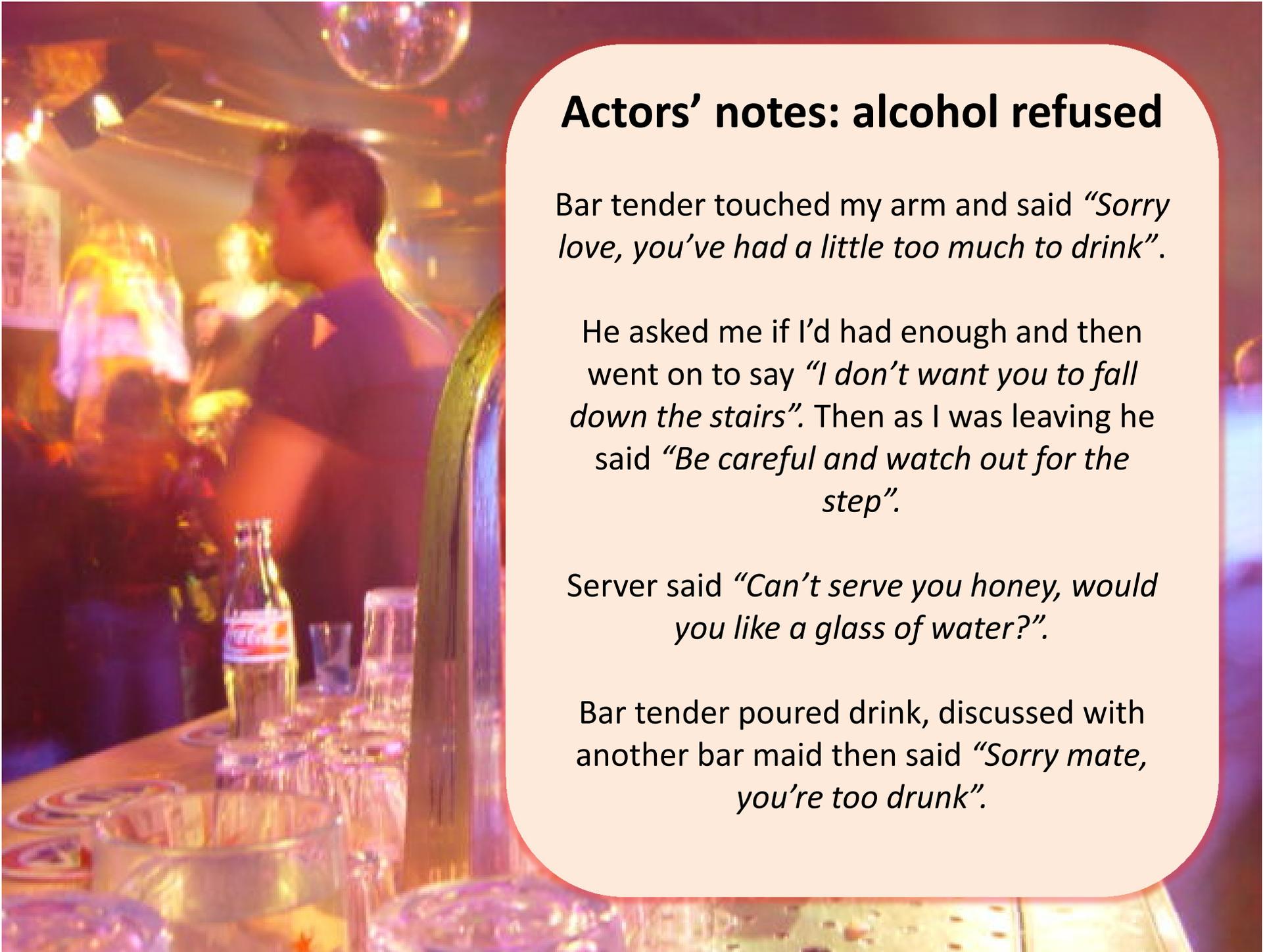
## Actors' notes: alcohol served

Asked for drink. They only served doubles.  
Asked *"Are you sure you are okay for this?"*  
then served

Even with [actor's] head on bar and slurring words, there was no hesitation for sale. In fact, the barman offered a double

When bar tender was serving drink the other bar tender said *"You serving her? Look at her eyes"* - he said *"Well, I've poured it now"*.

Server asked *"Have you been drinking elsewhere tonight?"* I said *"Yeah"* and they said *"OK, I'll give you one but no more tonight, you've had enough"*



## Actors' notes: alcohol refused

Bar tender touched my arm and said *"Sorry love, you've had a little too much to drink"*.

He asked me if I'd had enough and then went on to say *"I don't want you to fall down the stairs"*. Then as I was leaving he said *"Be careful and watch out for the step"*.

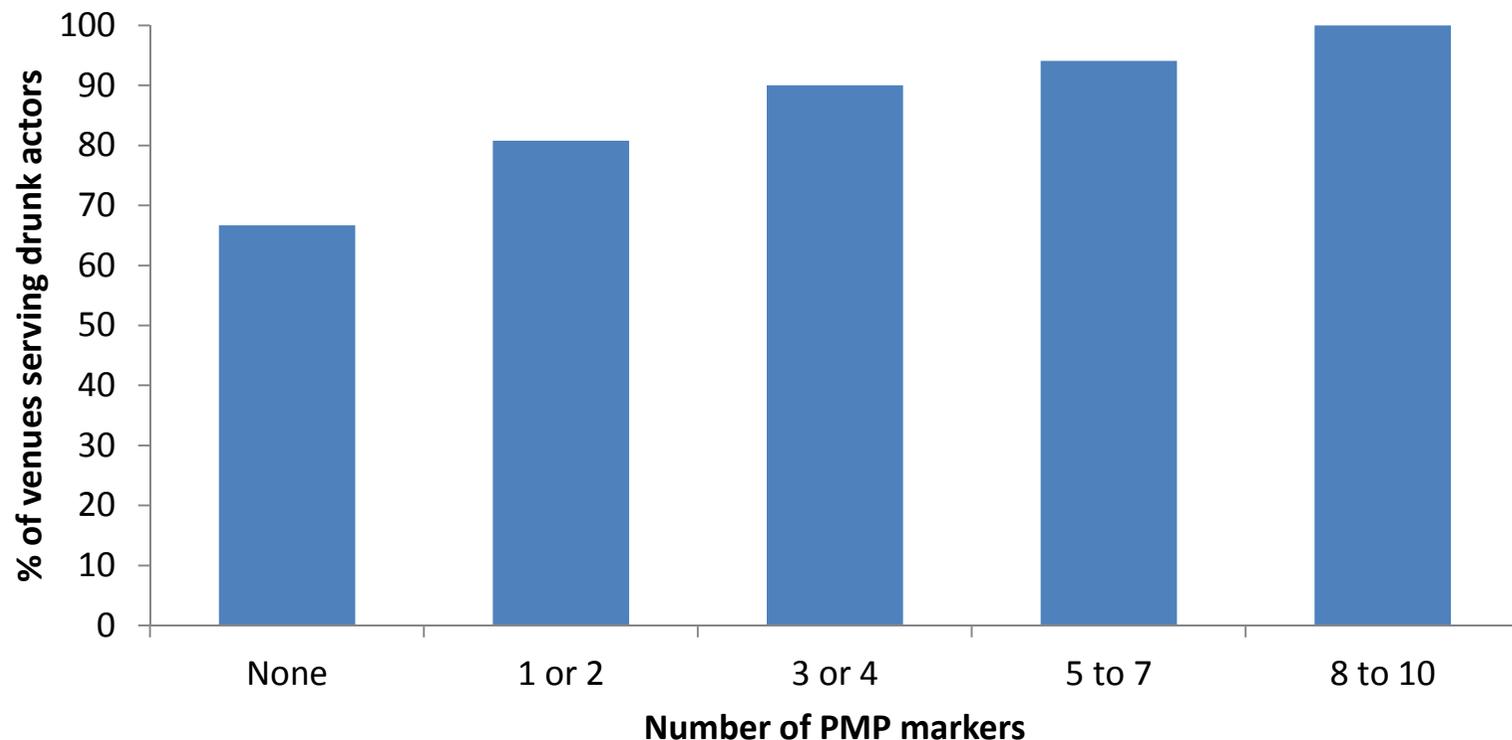
Server said *"Can't serve you honey, would you like a glass of water?"*.

Bar tender poured drink, discussed with another bar maid then said *"Sorry mate, you're too drunk"*.

# Service to drunks and bar environment

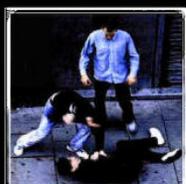


- Bars with door supervisors more likely to serve: 95% v 69%
- 10 markers of poorly managed and problematic (PMP) bars:
  - Cheap drink promotions
  - low level of seating
  - poor lighting
  - noise
  - crowding
  - young customers
  - drunk customers
  - dirty bar
  - rowdiness
  - young bar staff





# Key Issues & Challenges



- Legislation preventing sales to drunks largely ignored
  - Lack of compliance, enforcement and public awareness of law
- Difficult to identify?
  - Not at extreme level of drunkenness portrayed in our study
- Damaging to night time economy?
  - Change social norms and tolerance of extreme intoxication
  - Attract broader clientele
  - Help reduce preloading
- Motivating factors for continuing service of alcohol
  - Fear of confrontation or abuse
  - Pressure from patrons
  - Revenue/economic factors

# Building on lessons learned?



- Challenge 21 / 25
  - Posters and badges
  - Raise public awareness
  - Support staff
  - Widely accepted by industry
  - Used as licensing condition
- Test purchasing
- Similar approach for drunkenness?

Challenge

25

If you are lucky enough to look under 25 you will be asked to prove that you are **over 18** when you buy alcohol

If you are under 18 you are committing an offence if you attempt to buy alcohol

The only acceptable forms of proof are:

- Photocard
- Driving licence
- Passport
- Proof of age card bearing the PACT hologram

DRINKAWARE.CO.UK





# Possible Action



- Develop posters for bars / badges for staff
  - “It is illegal for us to serve you alcohol if you are drunk”
- Write to all bars with findings from study
  - Remind of responsibilities to refuse service to drunks
  - Offer materials for display in bars
  - Inform them that over-service is being monitored
- Increase focus of enforcement activity
- Publicise the programme in the media
- Consider development of a training programme?
- BUT widespread reluctance
- Moving forward...?



# Thank You

With special thanks to Karen Hughes, Zara Quigg and Nicola Leckenby

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