Tackling Harmful Behaviours Strategy

Southend Borough Councils strategy to reduce the harms caused by drugs, alcohol, gambling and tobacco
Foreword

Pride and Joy
By reducing harmful behaviours, Southend will highlight the strengths of the Borough that all residents can be proud of. Support with drug & alcohol issues for rough sleepers, and those at risk of rough sleeping, will contribute to cleaner & tidier streets whilst demonstrating the compassion of our residents and the borough. Safer & more attractive streets mean Southend’s seafront will become a yet more appealing resource and visitors can further enjoy Southend’s unique atmosphere. This will highlight Southend’s cultural and historic heritage, resulting in new opportunities for our museums and galleries.

Safe and Well
Southend’s residents will be assisted in reaching their potential, free from addiction to harmful behaviours. Those affected by gambling, drug, or alcohol issues can see their relationships, professional lives, and mental health issues deteriorate, impacting their ability to live successful and fulfilling lives. Tackling these problems helps reduce individual risks of homelessness or vulnerability to exploitation by gangs involved in the drug trade. In turn, this weakens the resources available to criminal gangs to act in Southend, making the town safer for all its residents.

Active and Involved
The role exercise can play in breaking harmful behaviours can result in improved holistic health and fitness for Southend’s residents. Drug & alcohol issues can cause tensions between neighbours and stereotypes of certain groups, such as rough sleepers. Tackling harmful behaviours will break down barriers between individuals and neighbours, allowing for an understanding and inclusive borough in which all people have a say in the future Southend in which they will live. Community support for individuals recovering from harmful behaviours will bring people from different backgrounds together, further highlighting Southend’s inclusive nature.

Opportunity and Prosperity
Residents who are no longer victims of harmful behaviours will have more fulfilling, productive, and meaningful careers, reducing dependence on council support and ultimately feeding back into Southend’s economy. Measures taken to tackle harmful behaviours on a preventative level will guarantee that residents of all ages don’t miss out on opportunities to reach their potential. Combined with regeneration projects, tackling harmful behaviours will give people a new start in a secure and prosperous town.

Connected and Smart
Tackling harmful behaviours in Southend will weaken the influence of the drug trade, in turn making it a less desirable target for those who profit from dealing drugs. Currently the public transport network is used to bring drugs, knives and illicit tobacco into the Borough. By reducing demand and ensuring appropriate restriction of supply we can reduce the capacity for these operations to engage in business in Southend. This will result in safer Southend-bound public transport as well as the wider borough, which will become increasingly important as we drive forward the Southend 2050 vision.
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1. What are harmful behaviours and who is affected?

In the context of this document, references to harmful behaviours include:

- illicit drug use,
- tobacco use,
- a pattern of alcohol consumption causing health problems and that disrupts personal, family or recreational pursuits
- any type of repetitive gambling that disrupts personal, family or recreational pursuits

All drug use increases the risk of some form of related harm, be it to the individual, those around them, wider society, or all three. At both individual and population level, alcohol and tobacco cause far greater harm to health and wellbeing than many of their illegal counterparts. Tobacco kills the most people and alcohol is not far behind, with death rates from alcohol misuse on the rise. Alcohol and tobacco use alone costs society more than all Class A drugs combined.

1.1 The National Context for Harmful Behaviours

In England there are currently national independent strategies for drugs, alcohol, gambling and tobacco. Responsibility for the development of the drug and alcohol strategies sits with the Home Office, whilst the tobacco control strategy is the responsibility of the Department of Health and Social Care. Responsibilities for ensuring the aims of the strategies are met rest with several government departments, indicating the breadth of harmful behaviours. Health elements are predominantly led by Public Health England (PHE), and crime elements by the Home Office.

The Gambling Commission is the unified regulator of gambling in Great Britain. It is an independent non-departmental public body sponsored by the Department for Digital, Culture, Media and Sport. Its work is underpinned by three key pieces of legislation: the Gambling Act 2005, the Gambling (Licensing and Advertising) Act 2014 and the National Lottery Act 1993. For the first time, gambling harm was referenced in Westminster Governments priorities for Public Health England for 2018/19.
1.2 Tobacco
Of the four harmful behaviours addressed by this strategy smoking continues to be the leading cause of preventable illness and premature death in England.

Smoking prevalence in adults is at its lowest since records began. The significant reduction in prevalence from 20.2% to 15.5% has been achieved through curbing advertising, establishing smokefree places, utilisation of more prominent graphic health warnings, a ban on proxy purchasing and smoking in cars with children, the introduction of standardised plain packaging and.

Nonetheless, smoking rates continue to be higher amongst those in our society who already suffer from poorer health and other disadvantages. Smoking accounts for approximately half the difference in life expectancy between the richest and poorest in society. This is demonstrated by the variation in smoking prevalence across England. The prevalence remains even higher in people with mental health conditions, where more than 40% of adults with mental illness smoke.

The 2017 Tobacco Control Plan for England sets out the government’s vision to achieve a smoke free generation. It aims to:

- maximise the availability of safer alternatives to smoking
- make all mental health inpatient services smoke free by 2018
- reduce the prevalence of 15 year olds who regularly smoke from 8% to 3% or less
- reduce smoking prevalence amongst adults in England from 15.5% to 12% or less,
- reduce the inequality gap in smoking prevalence
- reduce the prevalence of smoking in pregnancy from 10.7% to 6% or less

1.3 Alcohol
In England, among those aged 15 to 49, alcohol is now the leading risk factor for ill-health, early death and disability; across all age groups it is the fifth leading risk factor for ill-health. Every year there are over 1 million hospital admissions relating to alcohol, and alcohol related deaths have significantly increased, in particular, due to liver disease. A greater number of years of working life are lost as a result of alcohol-related deaths than a number of cancers combined.
This increase in the harmful impacts of alcohol can be explained by a 42% increase in alcohol sales since 1980. The growth in alcohol sales has been driven by increased consumption by women, a shift to higher strength products, increasing affordability an increase in the frequency people are socially drinking. Consumption has started to decline since it peaked in 2008; however it is unclear whether this is because drinkers are consuming less alcohol or because there has been an increase in the number of people who abstain from consuming alcohol completely.

The three key influencers of alcohol consumption include price (affordability), ease of purchase (availability) and the social norms around its consumption (acceptability). Policies to tackle the public health burden of alcohol target these key influences.

The government’s new alcohol strategy publication is anticipated in 2019.

1.4 Drugs

Overall, illegal drug use in the UK has declined over the last 10 years; however, because of its relatively high prevalence, cannabis has remained a driver of this overall drug trend. Cannabis remains the most commonly used illicit drug, while powder cocaine is the most prevalent stimulant in the UK and the second most prevalent drug overall.

There has been increasing recognition of the social harms recreational drug use is having in terms of increases in violent crime and vulnerable young people being exploited to facilitate the supply of drugs across the country.
The governments Drugs Strategy 2017 builds on the existing approach of reducing demand, restricting supply and building recovery and taking a smarter, coordinated partnership approach.

1.5 Gambling

Awareness about harmful gambling and its impact on families and local communities, as well as individuals directly harmed by it, has been increasing for a number of years. The prevalence of high stakes betting machines on high streets; the significant increase in gambling advertising; and the rise in online gambling have all contributed to societal concern about gambling.

Conservative estimates, created from the National Health Survey for England, suggest that 0.7% of people in England identified as problem gamblers, and 3.6% of people are at low to moderate risk of experiencing negative effects due to their gambling behaviours but are not yet classified as problem gamblers.

The Gambling Commission Strategy presents a vision for the kind of gambling market they want to see: one that is fairer and safer for consumers. The strategies five priorities to deliver the vision are:

1. Protect the interests of consumers
2. Prevent harm to consumers and the public
3. Raise the standards in the gambling market
4. Optimise returns to good cause from lotteries
5. Improve the way we regulate
What are we currently doing about harmful behaviours in Southend?

Southend Borough Council provides a range of treatment and support services for residents who want to stop smoking or address their drug and/or alcohol use. The services work with health and social care professionals across the Borough to make sure they reach the people that need them. There is a specialist drug and alcohol treatment, advice, guidance and recovery support service available for children and young people under the age of 21.

These services are informed and designed by a range of expert partners across Drug and Alcohol Commissioning Team, Public Health, Community Safety, Regulatory Services, Police and Criminal Justice services. Local data and intelligence is applied to national evidence based guidance to ensure that we are providing the best services we can for Southenders.

Children’s Social Care offers a single point of access for a range of services through their Early Help Front Door. By working with Adult Social Care where appropriate the aim of this range of services is to provide help as soon as needs present themselves to children and families to prevent those needs from escalating and requiring more intensive help and support later on.

In addition to the services we provide for Southenders who want help to address their harmful behaviours a range of education and training is undertaken in schools, with parents and professionals across the Borough to raise awareness and highlight the services which can offer support. Currently these do not include gambling as a harmful behaviour.

Southend Borough Council is also home of Regulatory Services (which includes Environmental Health and Licensing; Trading Standards amongst others) who have responsibilities to ensure that businesses comply with laws relating to food hygiene; consumer trading; licensing; and health and safety at work. In relation to harmful behaviours they are responsible for the issue and processing of permissions for Gambling and Alcohol within the parameters of the legislation and ensuring compliance with conditions attached with the protection of the public in mind.

Trading Standards carry out consumer protection activities which include those associated with tobacco and alcohol, both legal and illegal. They carry out test purchasing to ascertain if retailers are ensuring children cannot buy restricted products and if counterfeit or smuggled tobacco is being sold.

All of this work is overseen and monitored by Southend’s four Strategic Boards: Health and Wellbeing, Community Safety Partnership, Safeguarding Adults and Safeguarding Children.

In February 2018 the Community Safety Partnership also started work to address the issues facing Southend Council and its partners to tackle the problem of Gangs, knife crime, ‘county lines’ and drug markets. It established an Action Plan that seeks to collaboratively disrupt and inhibit the operations of the drug gangs and create a resilient community response that is in line with Southend’s vision for 2050.

The action plan illustrates a common view of the issue and signposts how Southends four Strategic Boards should focus on coordinated activity to engage and galvanise the local community to work with the local agencies to create a safer Southend.
2. The case for change

The individual and societal harm associated with misuse of over the counter and prescription drugs, alcohol, tobacco and gambling is just as great, if not greater, than the harm associated with many illegal drugs. Harmful behaviours often occur together, which significantly increases the harm they cause. While individually harmful behaviours require a tailored approach and dedicated resource, it is important to recognise them in combination as the harm they cause is comparable and often interlinked.

This should be reflected at a strategic level, with one strategy encompassing harmful behaviours guided by a set of common principles. This single strategic approach has already been used in the context of drugs alcohol and gambling in Southend over the last three years. It addresses system wide cross-cutting issues of addiction and substance misuse whilst enabling people to work more efficiently.

One strategy for harmful behaviours enables the right people to be consistently around the table to drive the strategy forward and ensure that the outcomes for each work-stream are achieved.

3. Our vision and strategic approach

By 2050 we want Southend-on-Sea to be prosperous and connected, but with a quality of live to match. We want Southend-on-Sea to have led the way in growing a sustainable, inclusive city that has made the most of the life enhancing benefits of new technologies.

To achieve this, in relation to harmful behaviours, over the next five years our mission is to:

- Reduce the harm caused by harmful behaviours
- Ensure fewer people adopt harmful behaviours
- Support and respect everyone affected by harmful behaviours

We will do this by;

- Reducing demand
- Restricting supply
- Strengthening the treatment and recovery offer by driving collaboration and reducing fragmentation
- Ensuring an appropriately trained workforce to enable early identification
- Improving data quality and collection

The rationale for focusing on these key areas is detailed in Appendix 1.

Southend’s Community Safety Partnership Board will be responsible for ensuring that the outcomes of the strategy are being met. This multi-agency strategic board, with representation from health and social care, police and the criminal justice service is best placed to ensure health and societal harms of harmful behaviours are being tackled.
3.1 Reducing demand

Safe and Well

- Southenders are remaining well enough to enjoy fulfilling lives, throughout their lives.
- We are all effective at protecting and improving the quality of life for the most vulnerable in our community.

Opportunity and Prosperity

- Our children are school and life ready and our workforce is skilled and work ready.

To achieve this, we will:

- Implement ASH’s Smokefree School Gates across Southend Primary Schools
- Ensure midwives are confident in identifying and discussing harmful behaviours with expectant parents and that those parents who require additional support have access to specialist midwives
- Develop and roll out a set of quality standards for schools PHSE education. The quality standards will promote effective harmful behaviour education using a resilience-based model
- Deliver training and awareness campaigns to children and adults in Southend about harmful behaviours which enable them to make informed decisions.
- Support the roll out of education and training for children and parents about gangs, drugs and exploitation is already being undertaken by the Violence and Vulnerability Group. Further work will need to be undertaken to develop and deliver awareness about illicit tobacco and alcohol and gambling related harm.
3.2 Restricting supply

Safe and Well

- People in all parts of the borough feel safe and secure at all times

Opportunity and Prosperity

- The Local Plan is setting an exciting planning framework for the Borough.
- We have a fast-evolving, re-imagined and thriving town centre, with an inviting mix of shops, homes, culture and leisure opportunities.

To achieve this, we will:

- Update the licensing policies to reflect the ambitions of the strategy where appropriate.

- Improve collection and analysis of local data to inform alcohol licensing applications and future policies to ensure that all decisions are evidence based and consider the adoption of a Cumulative Impact Policy if the data indicates there is a requirement for one.

- Improve processes to gather and develop intelligence which can be used to restrict the supply of illicit alcohol and tobacco sales and inform test purchases at premises to ensure they comply with the law in respect of age restricted products.

- Support the work of the Violence and Vulnerability Group in disrupting drug dealing and street gang activity through policing and non-policing methods.

- Work with relevant partners in the development of the Local Plan to maximise opportunities.

- Work closely with the Gambling Commission to support the delivery of their strategic priorities.
3.3 Strengthening the treatment and recovery offer by driving collaboration and reducing fragmentation

**Safe and Well**

- People in all parts of the borough feel safe and secure at all times.
- Southenders are remaining well enough to enjoy fulfilling lives, throughout their lives.
- We are well on our way to ensuring that everyone has a home that meets their needs.
- We are all effective at protecting and improving the quality of life for the most vulnerable in our community.

**Opportunity and Prosperity**

- Our children are school and life ready and our workforce is skilled and job ready.

**Active and Involved**

- Even more Southenders agree that people from different backgrounds are valued and get on well together.
- The benefits of community connection are evident as more people come together to help, support and spend time with each other.
- Public services are routinely designed – and sometimes delivered – with their users to best meet their needs.
- A range of initiatives help communities to come together to enhance their neighbourhood and environment.
- More people have active lifestyles and there are significantly fewer people who do not engage in any physical activity.
To achieve this, we will:

- Facilitate a holistic approach to early intervention, treatment and recovery which incorporates individual’s physical, mental and social health, with a particular focus on improving the opportunities for housing and meaningful employment for those where it is appropriate

- Work with Jobcentre Plus to ensure the employment, training and education needs of the drug and alcohol misusing population are met

- Improve access to stop smoking services amongst those in greatest need; pregnant women, individuals with mental health problems

- Support the needs of those affected by another’s harmful behaviours by reviewing the current risk assessments and thresholds we have in place, making sure there are robust pathways to appropriate services for those individuals not yet meeting the safeguarding threshold

- Promote the available treatment services provided by GamCare for harmful gambling

- Reduce drug related deaths. We will reduce deaths relating to heroin overdose through continued promotion of the community naloxone programme. We will reduce deaths associated with County Lines and gang activity through the Violence and Vulnerability action plan

- Strengthen existing peer mentoring and volunteering schemes to support recovery
3.5 Ensuring an appropriately trained workforce to enable early identification

Safe and Well

- Southenders are remaining well enough to enjoy fulfilling lives, throughout their lives
- We are all effective at protecting and improving the quality of life for the most vulnerable in our community

To achieve this, we will:

- Work with key partners across primary and secondary care, the Department of Work and Pensions and Citizens Advice to implement NICE and Public Health England recommendations of delivering brief advice training in all adult and social care and criminal justice settings by ensuring all staff have access to brief intervention advice training about tobacco, alcohol and gambling and are able to sign post to relevant support

- Develop a harmful behaviours website which provides a one stop shop for information, advice, training and local referral pathways for professionals
3.6 Improving data quality and collection

Safe and Well

- People in all parts of the Borough feel safe and secure at all times
- We are all effective at protecting and improving the quality of life for the most vulnerable in our community

To achieve this, we will:

- Develop appropriate data sharing agreements between relevant partners across the system
- Work with partners in the Emergency Department at Southend University Hospital, East Anglia Ambulance Service and the Police to improve the quality of data collected through the Cardiff Model
- Collate data relating to drugs and drug related harm through the Violence and Vulnerability Data Dashboard
- Ensure partners take responsibility for appropriately recording identification of harmful behaviours, brief advice and signposting
- Develop processes to collect data about harmful gambling in partnership with agencies working with those at greatest risk of gambling related harm
- Ensure all relevant data about harmful behaviours is fed into the Joint Strategic Needs Assessment
4. Delivering the strategy

This five year strategy highlights the importance of tackling harmful behaviours in Southend and the key short-term measures that can be taken, in the context of Southend 2050, to start addressing the harms caused by these behaviours.

Due to the nature of harmful behaviours and the multiple complex needs of those affected by harmful behaviours all agencies working in partnership have a role to play in tackling them. Southend 2050 presents an exciting opportunity for us to transform together and enables closer collaboration between staff, members, partners and citizens.

This strategy articulates a collaborative approach to tackling harmful behaviours that will be led by the Harmful Behaviours Steering Group. This steering group will be made up of the relevant 2050 outcome leads who will work with appropriate teams across the council. The Harmful Behaviours Steering Group will report its progress towards the collaborative actions to the relevant strategic board (Community Safety Partnership, Health and Wellbeing Board, Safeguarding Board).

Southend’s Community Safety Partnership will however have complete oversight of the implementation of the strategy, which will be reviewed on an annual basis.

5. References


6. Appendix 1

Rationale for reducing demand
Population level approaches that reducing demand will subsequently reduce the aggregate level of harmful behaviours in a community and can therefore lower the whole communities’ risk of harm\textsuperscript{11,12}. There is limited evidence to suggest that simply providing information is sufficient to lead to substantial and lasting reductions in harmful behaviours. However, by increasing the populations understanding of harmful behaviours there is a chance that that public support for more effective policies will increase\textsuperscript{4}. It is therefore important that we ensure all Southend residents have access to appropriate information to make informed decisions about their adoption of harmful behaviours as a starting point for changing social norms.

To protect individuals, families and communities from the effects of harmful behaviours we must start at the earliest opportunity to prevent people using drugs and tobacco in the first place, and prevent escalation of harmful use of alcohol and gambling\textsuperscript{5,12}. Evidence shows that increasing resilience could contribute to healthy behaviours, higher qualifications and skills, better employment, better mental wellbeing, and a quicker more successful recovery from illness\textsuperscript{13}. To ensure our children are life ready we advocate a resilience-based approach to harmful behaviours education in schools.

Rationale for restricting supply
Restricting the supply of products that lead to harmful behaviours through new legislation and taxation is outside the scope of this strategy. But there is still a lot we can do locally to restrict the supply of drugs, alcohol, tobacco and off-line gambling activities.

We want the Local Plan to set an exciting framework for Southend and for our town-centre to have an inviting mix of shops, homes, and culture and leisure activities. As a Licensing Authority we can use our Statement of Licensing Policies for alcohol and gambling to stipulate the


steps we will take and expect licensed premises to take to ensure the licensing objectives are upheld\textsuperscript{14,15}. These will also help to ensure a safe and secure Southend.

As part of the Statement of Licensing Policy it is possible, where there is significant evidence of support available, to include a Cumulative Impact Policy which considers the potential impact on the licensing objectives that a significant number of licensed premises in one area might have. With regard to alcohol, policies that sufficiently reduce the hours which alcohol is available (such as early morning alcohol restriction orders (EMRO)), where there is evidence that they are appropriate for the promotion of the licensing objectives, have demonstrated a substantial reduction of alcohol related harm in the night-time economy\textsuperscript{4}. When simultaneously enforced and targeted at the most densely populated areas these policies are cost-effective\textsuperscript{4}.

Since 2013 Directors of Public Health have been included as responsible authorities under the Licensing Act 2003. To ensure we, as a licensing authority, are making decisions that benefit and protect the health and wellbeing of Southend residents we must take advantage of Public Health’s contribution particularly in the provision of information that is unavailable to other responsible authorities.

Changes to the planning system in 2015 mean that any new betting shops must now apply for full planning permission, as long as the new tenant is not moving into a unit that was formerly used as a betting shop\textsuperscript{1}. This presents us with new opportunities to prevent additional betting shops appearing in the town centre.

Trading Standards play an important role in protecting individuals and restricting supply by monitoring the methods to supply and the supply of dangerous, illicit and counterfeit products in Southend. Trading Standards also carry out test purchases on products to ensure that age restricted products are not being sold or supplied to underage persons.

We want people in all parts of Southend to feel safe and secure at all times. Whilst Essex Police are the primarily responsible for enforcing the Misuse of Drugs Act the Community Safety Partnership is a statutory alliance of local partners who share the responsibility for tackling crime and disorder, anti-social behaviour and drug and alcohol offending. It has long been recognised that effective partnership working results in better crime reduction outcomes\textsuperscript{16}. The Community Safety Partnership will have a responsibility to ensure that relevant outcomes of the Reducing Harmful Behaviours Strategy are being met.

As detailed previously a separate multi-agency group focusing on Violence and Vulnerability has been established in Southend. The violence and vulnerability group has key outcomes around tackling County Lines, gangs and related exploitation using policing and non-policing methods.
Rationale for Strengthening the treatment and recovery offer by driving collaboration and reducing fragmentation

Drug and alcohol treatment and recovery services should be easy to access, offer flexibility to cater for the needs of a broad range of people and problems and be designed with the users. They should aim to reduce the risk of harms associated with drugs and alcohol and raise the recovery ambitions of the individuals. We want people to protect and improve the quality of life for the most vulnerable people in our community. Drug, alcohol and tobacco treatment services will be coming into contact with some of the most vulnerable in our community on a daily basis, whether it is the individual who is receiving treatment themselves or their family. It is essential that the treatment system we offer in Southend has established care pathways with a range of health, social care, criminal justice and community agencies which address not only their harmful behaviour but also wider determinants of health such as housing and employment. Working with vulnerable people also requires high quality safeguarding practices which are regularly reviewed and reported on to ensure they are meeting the needs of individuals, families and social groups so that they feel safe and secure.

We want to raise the recovery ambitions of individuals so that they can feel valued and come together with Southenders from different backgrounds, not just those who are also in recovery, to be supported by the community.

Rationale for ensuring an appropriately trained workforce to enable early identification

Targeted interventions aimed at individuals in at-risk groups can help make people aware of the harm and change their behaviour, preventing extensive damage to health and wellbeing. Ensuring staff can identify the use of harmful behaviours and provide brief advice and appropriate signposting or referral will mean that Southenders will have the knowledge to make informed choices about their health and wellbeing.

NICE and Public Health England (PHE) recommends delivering identification and brief advice training in adult health and social care and criminal justice settings. We know that certain groups are more at risk of adopting harmful behaviours than others, therefore in Southend, it is paramount that staff working with groups at greatest risk of adopting harmful behaviours are adequately trained. In relation to harmful gambling identification and brief advice training has been found to be effective when delivered to people working in Citizens Advice, the Job Centre and the Criminal Justice System.

Rationale for improving data quality and collection

It is essential that we target our resources to where they are needed and tailor the services we provide to make sure they are accessible and effective to those that need them. Local data and intelligence are key to identifying problems and
understanding if our solutions are working. Comparing this data and information to what we know nationally or regionally can also help us to prioritise our actions.

Data from a range of agencies working across the Borough is currently being compiled into a central data warehouse which will form Southend’s Joint Strategic Needs Assessment. Data specifically relating to County Lines, gangs and related exploitation is being compiled into a Violence and Vulnerability data dashboard. Data about harmful behaviours will feed into both of these. It will help to inform the police and community safety response to drug and alcohol related crime to ensure people feel safe and secure at all time and contribute to our understanding of vulnerable groups in Southend.

In order to be effective, we need everyone to understand their role in collecting and recording data about harmful behaviours so that the data quality is high. However, there are still gaps in our understanding and there is a need to identify new processes for collecting additional data and information about harmful behaviours.