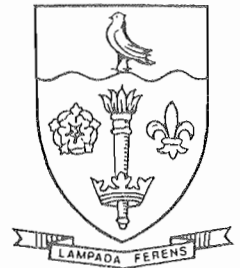


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Alcohol Policies : Responsibilities and Relationships in British Government

by

Philip Tether and Larry Harrison

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ECONOMIC AND SOCIAL RESEARCH COUNCIL

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Introduction

The ESRC Addiction Research Centre (ARC) was established in 1983 at the Universities of Hull and York. The aim of the Centre's five year programme of work has been to (i) identify the impediments (fiscal, political, structural and procedural) to the development of a co-ordinated national approach to the prevention of alcohol- and tobacco- related problems, in order to (ii) suggest ways in which these impediments could be removed or minimised.

In order to identify impediments, we had first to build up alcohol and tobacco 'policy maps' on which were located not only the policies which are to be co-ordinated but also the groups and organisations involved in the policy-making processes. Detailed scrutiny of government and group statements, documents and reports was required to separate out complex strands of policy and interpret their intent and this analysis was supplemented by interviews and questionnaires designed to establish policy 'stances' and contributions to the policy-making process. The data obtained was extensive thanks to the co-operation of government officials and representatives of many groups and organisations concerned with aspects of alcohol and tobacco policy.

Material from the resulting alcohol and tobacco policy maps is being used to inform the Addiction Research Centre's analysis of impediments to the development of co-ordinated strategies for the prevention of alcohol- and tobacco- related problems. In the meantime, this paper describes the governmental structures and relationships underpinning the alcohol map. Alcohol policy is more complex than tobacco policy in terms of content and, consequently, its development and implementation involves every government department and a wider and more disparate range of groups and organisations than are found in the tobacco area. Another reason for focussing on the alcohol map is that alcohol policy has assumed a new importance with the recent announcement of the establishment of an Inter-departmental Group on Alcohol Misuse (Home Office, 1987) to review and develop the Government's strategy for combatting alcohol-related problems.

The Group has Ministerial members drawn from;

- * Department of Health and Social Security

- * Home Office

- * Department of Transport
- * Ministry of Agriculture, Fisheries and Food
- * Department of Trade and Industry
- * Department of Education and Science
- * The Treasury
- * Department of Employment
- * Scottish Office
- * Welsh Office

In addition, its membership includes senior officials from all those departments plus Customs and Excise, the Health and Safety Executive, the Northern Ireland Office, the Schools Inspectorate as well as one of the Prime Minister's special policy advisers.

The Group's existence reflects the increasing 'visibility' of alcohol policy issues promoted by the liquor licensing reform debate and by a growing awareness of the extent and cost of alcohol-related problems (Maynard, Hardman and Whelan; 1987). Its wide-ranging membership reflects the diversity of alcohol interests and responsibilities inside government. This is a theme which is developed in this paper, which outlines departmental alcohol responsibilities and then describes where these responsibilities are located within departmental structures, the principal intra- and inter- departmental policy-making links and, finally, each department's contacts with the most important non-governmental organisations which may contribute to the policy process.

The paper is first of all an up-date of the Central Policy Review Staff report on Alcohol Policies which reviewed the components of an integrated alcohol policy strategy (CPRS, 1979). That report identified sixteen government departments with some interest in the production, distribution or sale of alcohol or the many problems resulting from its consumption. Each of these departments is examined separately in this paper. The CPRS Report listed each of the sixteen departments' alcohol responsibilities but did not provide any detail on policy-making

structures and processes. This paper attempts to take the CPRS analysis a stage further. Each account of a department opens with the list of alcohol responsibilities identified by the CPRS and goes on to describe where policy is being made, who is making it and with whom.

The paper does not pretend to be a comprehensive and exhaustive account of the alcohol policy-making processes in British government. These processes are so complex that it is impossible to capture every nuance and detail. Moreover, not all the information supplied by respondents is consistent and comparable. In some cases, information on departmental structures down to and including staffing levels and grades was readily supplied. In others, officials were reluctant to give any more than outline information but were much more willing to talk about, for example, relationships with other agencies and the content of policy statements. It is also important to note that the departmental structures and relationships described in this paper are constantly changing. Throughout the mapping exercise, information on organisational changes and restructuring was constantly being received and this paper is, therefore, very much a 'snapshot' of the main structures and relationships in late 1987. It is deficient in one final respect in that one department did not provide any information whatsoever on its policy-making responsibilities, structures and relationships. An approach was made to the Northern Ireland Office early in 1987 in order to obtain basic information as a foundation for further enquiries. Although many enquiries elicited repeated assurances that the information was being collected none was ever received. This is unfortunate, since the Northern Ireland Office has an extensive range of national alcohol policy responsibilities, a number of which have a distinctive slant. It would have been instructive to compare the co-ordination arrangements applying in the Northern Ireland Office with those in some other departments such as the Scottish Office and the Home Office.

The paper restricts itself to describing alcohol policy-making structures and relationships with government departments as the focus. No attempt is made to comment on the content of policy or to suggest ways in which co-ordination strategies might be developed although material from the maps has been used elsewhere in a discussion on the co-ordination of alcohol and tobacco policy (Harrison and Tether, 1987). Rather, it is hoped that the detail provided in this paper will help to promote a more informed debate on both these topics.

As this paper demonstrates, some departments are clearly more important than others, so can they be ranked in terms of their alcohol interest? Ranking the sixteen departments according to the size of departmental budgets only identifies those responsible for dispersing large sums of money but gives no insight into their alcohol-related expenditure which, in

virtually every case, proved impossible to assess. In any case, ranking by budget does not fit with the departments' reported influence within Cabinet which in turn might have implications for the development and direction of alcohol policy. Nor is it possible to compare administrative units since government departments do not follow a uniform pattern and units are variously called directorates, groups, divisions, branches and sections. These units have a different status in different parts of government. Nor is it possible to compare staff levels within each department since, in some cases, alcohol policy occupies large numbers of staff for short periods of time. In other departments one person may be engaged in alcohol policy full-time. If employed in an important policy area, such as the training of licensing justices, such a person may have more impact on an area of alcohol policy than an entire division in another department (Harrison and Tether, 1988).

However, the departments can be divided into three principal groups or 'leagues', depending on whether they have a direct, indirect or residual interest in and responsibility for alcohol policy. In departments with a direct interest, aspects of alcohol policy are seen as central to the organisational task whereas in departments with an indirect interest, alcohol policy is peripheral, unimportant and seldom debated. Thus, both the DHSS and the Home Office are clearly League 1 departments since health and law enforcement issues have an important alcohol dimension. In contrast, both the DES and the Ministry of Defence are League 2 departments. Although the DES is responsible for health education among young people, organisational time, effort and commitment devoted to the specific development of alcohol education appears limited and incidental to other considerations and priorities. Likewise, whilst the Ministry of Defence has personnel responsibilities for very large numbers of serving men and women and civilian employees, its primary organisational task is the maintenance of the country's defences and whilst it has an 'alcohol policy' it is scarcely visible, it lies in the hands of specialists and is peripheral to the Ministry's main concerns.

Finally, there are those departments with residual responsibilities. These are the national departments which are responsible for an impressive range of policies within their own countries. However they usually liaise with, and are often represented by, their Whitehall partners which will often determine the direction of national policy and will take the 'lead' in inter-departmental negotiations on UK-wide issues. A ranking exercise based on the direct, indirect or residual nature of departments policy-making responsibilities is inevitably impressionistic. However, the outcome, which reveals eight League 1 departments, five League 2 departments and three League 3 national departments with residual responsibilities, does not (with the possible exception of the DES) seem inconsistent with 'common sense' expectations. The League table is outlined in Figure 1.

	League	Tax	Information & Education	Advertising & Sponsorship	Availability Controls	Crime & Public Order	Transport	Health Consequences	Trade
(i) Customs & Excise	League One (Direct Interest)	X							
(ii) Treasury*		X						X	X
(iii) Ministry of Agriculture Fisheries & Food*			X						X
(iv) Dept. of Transport *				X			X		
(v) Home Office *					X	X	X	X	
(vi) Dept. of Health * & Social Security				X				X	
(vii) Dept. of Employment *								X	X
(viii) Dept. of Trade and Industry *					X				X
(ix) Cabinet Office	League Two (Indirect Interest)							X	
(x) Ministry of Defence			X		X	X	X	X	
(xi) Lord Chancellor's Department						X			
(xii) Department of the Environment					X		X		
(xiii) Department of Education and Science *				X					
(xiv) Scottish Office *	League Three (Residual Responsibility)		X		X	X	X	X	X
(xv) Welsh Office*			X					X	
(xvi) Northern Ireland Office			X		X	X	X	X	X

* Represented on the Inter-Departmental Group on Alcohol Misuse

FIGURE 1: ALCOHOL RESPONSIBILITIES OF BRITISH GOVERNMENT DEPARTMENTS

The accounts of departments in this paper are presented in the same order as the departments in Figure 1 and each department is given its League table ranking.

Although there have been many demands for a co-ordinated alcohol prevention strategy (World Health Organisation, 1980; Robinson, 1980; Royal College of Psychiatrists, 1979) it is clear that the UK already has a highly co-ordinated set of alcohol policies. Organisational co-ordination is achieved through the process of 'partisan mutual adjustment' (Lindblom, 1965). Groups and organisations are 'partisan' in that they pursue their own interests but they are capable of 'mutual adjustment' in that they adapt to decisions made by other agencies which they may seek to influence through bargaining and negotiation. This process of incremental policy-making may not result in some theoretical, optimum policy but the outcome will be one over which agreement exists and which goes some way toward satisfying participants. Lindblom recommends partisan mutual adjustment as a 'democratic' way of making policy.

The advocates of 'partisan mutual adjustment' argue that any other form of co-ordination smacks of coercion (Wildavsky, 1980), and believe that far from coercing agencies, governments should encourage bureaucratic diversity and competition in order to improve their responsiveness. This can be done by promoting the provision of better data and information in order to improve the quality of debate in the policy 'market place'. This approach is unlikely to appeal to many of the advocates of co-ordinated prevention strategies since it implies that producers, distributors and consumers of alcohol and tobacco have similar rights to be heard and to influence policy (Harrison and Tether, 1987).

Partisan mutual adjustment involves compromise and the accommodation of pressure groups. This paper goes some way toward outlining the complex and deeply ingrained incremental processes surrounding alcohol-policy making in the UK and, hence, the task facing any government seeking to develop a comprehensive and rational alcohol policy.

The existing policy map contains a bewildering collection of administrative units, groups and organisations. Governmental administrative units with alcohol lead responsibilities lie at the centre of constellations of organisations and relationships which contribute to and shape policy in their particular area. Apart from these foci there appears little order in the map. However, if one goes higher and obtains a full overview of the policy terrain, a pattern does emerge. The groups and organisations standing in some relationship to alcohol-related issues of one kind or another resolve themselves into six organisational networks concerned with:

- * Law and order
- * Health and Safety
- * Advertising and the media
- * Employment and industrial policies
- * Education
- * Responding to problem drinking

It is not possible to draw clear boundaries around any of these networks and there are, in effect, sub-networks where specific issues are focussed. In addition, any one organisation can feature in more than one network. Networks may interact on any given issue. Nevertheless, despite these qualifications there are typical constellations of organisations and groups concerned with particular issues and which have more contact with

each other than with those in other constellations (Harrison and Tether, 1987).

An organisational network consists of organisations having a significant amount of interaction with each other, sometimes based on mutual benefit and reciprocal exchange of resources and at other times on conflict and hostility (Benson, 1975). The concept of 'organisational networks' is important since it helps to bring order into the policy picture and to highlight the role of boundary personnel who provide inter-organisational links. It also draws attention to the distribution and use of power and other resources within the organisational network. A clear picture of network relationships of the kind presented in outline in this paper can suggest a number of interventions which would enhance network co-ordination. Depending on the specific impediments, these can include the use of incentives and sanctions, persuasion and the dissemination of information (Benson, 1975; Etzioni, 1968; Sharpf, Reissert and Schnabel, 1978). Funding organisations can amend contracts or devise performance incentives and resource allocation criteria to promote co-ordination as well as manipulating networks by increasing or decreasing the total flow of resources or the channels through which they flow (Benson, 1975). Governments can alter the composition of committees to ensure that certain topics regularly reach committee agendas and provoke debate.

Network intervention strategies lie somewhere around the mid-point in the spectrum of control between partisan mutual adjustment and full-blown, coercive co-ordination mechanisms. However, whether the aim is to provide the policy 'market place' with more and better data, thus improving the quality of debate or to develop more interventionist strategies based on an understanding of network functioning, it is important to appreciate the structures and relationships moulding the policy process. This paper seeks to further such understanding in the increasingly important area of alcohol policy.

Philip Tether
Larry Harrison
January 1988

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HM CUSTOMS AND EXCISELEAGUE 1, DEPARTMENT (i)Introduction

HM Customs is responsible for the collection of VAT and Excise duties, the collection of customs duties and agricultural levies for the European Community, the enforcement of prohibitions and restrictions on imports and exports and tasks connected with foreign trade (such as the compilation of trade statistics) on behalf of other government departments.

The workforce at 31 March 1987 was about 25,000, divided between its headquarters and regional offices. The Department is headed by a Permanent Secretary responsible to the Chancellor of the Exchequer. Under the current administration the Minister of State at the Treasury is the Junior Minister with day-to-day responsibilities for Customs and Excise matters. The Minister of State at the Treasury is a member of the Inter-Departmental Group on Alcohol Misuse and receives administrative support from senior Treasury and Customs and Excise officials.

Alcohol Responsibilities

As the CPRS indicated, HM Customs and Excise have a leading interest in:

- * Duties on alcoholic drink, including international negotiations.

This responsibility is for the United Kingdom.

Organisation

The administrative units responsible for advising Treasury ministers on alcohol duties are outlined in Figure 2.

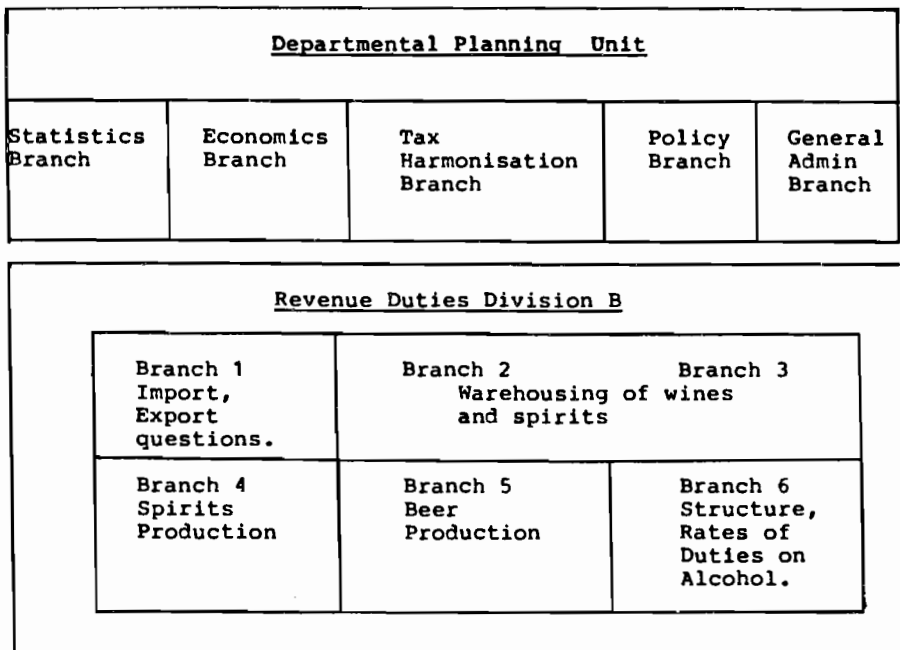


FIGURE 2: ADMINISTRATIVE UNITS WITHIN CUSTOMS AND EXCISE WITH RESPONSIBILITY FOR ALCOHOL DUTIES.

Responsibility for duties on alcoholic drinks rests with two Divisions within HM Customs and Excise headquarters, Revenue Duties Division B (RDB) and the Departmental Planning Unit (DPU). RDB is one of two Divisions dealing with the technical aspects of excise duties: the other deals with the non-alcohol excise duties, such as those on tobacco and oil. Within RDB there are six Branches, each dealing with a different aspect of taxation. One Branch deals with import and export questions. Two Branches deal with the warehousing of wines and spirits. One Branch deals with the production of wine, spirits and cider, and one with beer. Branch 6 is concerned with the rates and structure of alcohol duties and with work in connection with the Budget. It also deals with international questions, such as negotiations with the European Community over the harmonisation of the structure of excise duties. Branch 6 is the smallest in the Division, consisting of one Principal and one HEO. The Division is headed by an Assistant Secretary and contains a total of 36 staff with responsibility for the policy and administration of alcohol duties.

The DPU has four Branches: Statistics, Economics, Tax Harmonisation and the Policy and General Administration Branch (the last two shortly to be merged). The Policy Branch is responsible for co-ordinating the Department's contribution to the Budget, covering most indirect taxes, including duties on alcoholic drinks. In preparation for the Budget each year, the DPU sets out the future Budgetary options for Treasury ministers, based on their analysis of specific industries and on predictions for revenue yields and elasticities. The Policy Branch is headed by a Principal and consists of five people. Alcohol duties may represent up to 20% of their work - the equivalent of one full-time post. Other staff in the DPU, particularly in the Statistics Branch, also work on alcohol duties.

In addition to the posts in these two divisions, other headquarters divisions deal with accounting and other functions and there is a regional network of customs and excise offices. In total it is estimated that 1,735 staff were allocated to work on alcohol duties at 31.3.86. Officers from the local offices deal directly with distillers and brewers, assessing duty on the original gravity of beer and dealing with warehousing. There are also many people employed in what has been described as the "VAT empire at Southend" who are involved in collecting Value Added Tax on alcoholic drinks, and uniformed officers at air and sea ports involved in preventive work, part of which is concerned with stopping the illegal importation of alcoholic drinks but which is, of course, difficult to quantify.

Intra-Departmental Liaison

There is frequent contact, both formal and informal, between the DPU and RDB Branch 6. There is no need for routine meetings because where necessary papers are circulated for comment and the DPU receives copies of all Budget briefs. Meetings would be held on specific questions if the need arose.

Inter-Departmental Contacts

Each year, departments with an interest in the excise duties (typically the DHSS, the MAFF and the DTI) are invited to give their views on the forthcoming Budget. MAFF and DTI argue the case for the industries they sponsor, alcoholic drinks and tobacco, and the DHSS argues the health case. There is also regular contact with the Department of Employment in connection with the efforts made by all departments to monitor and limit the burden placed on business by government. The most frequent contact, however, is with MAFF. Branch 6 in RDB is in frequent contact with MAFF and both departments provide briefings for each other and copy material to each other. Both departments need each other's advice on technical issues, both are in close contact with the alcohol industry, and both are pursuing similar aims in relation to the European Communities. In negotiations with the European Communities, both departments favour a package of measures which will benefit the trade and, if possible, open up export markets. Because of the European negotiations, Customs and Excise are also in contact with the Foreign Office. The Foreign Office have officials based in Brussels who co-ordinate all discussions between HM Government and the European Communities. The Foreign Office are, therefore, indirectly involved in alcohol policy, in that they have to be aware of the alcohol dimension in appropriate European negotiations.

Finally, the DPU is in close contact with HM Treasury, which is concerned with the wider implications of indirect taxation for the government's economic strategy.

Non-Departmental Contacts

Branch 6 in the RDB is involved in negotiations which commenced in 1972, within the European Council, over a series of draft directives on the harmonisation of the structure of excise duties. The government have agreed to discuss the structure of duties but "remain to be convinced" that harmonising the rates of duties is "necessarily the best or only means of removing barriers to intra-community trade". Agreement over rates of duties would be very hard to achieve, because they vary widely throughout Europe. No directive on alcohol taxation has yet been issued - the recent change in British wine duties was the result of a European Court decision under the competition rules. The European Commission cannot force through a directive on economic matters, and the pace of negotiations is slow, averaging about two meetings per Presidency, because of the detailed technical work that remains to be done.

Before each Budget both ministers and civil servants receive representations from the trade associations for alcohol producers, like the Brewers Society and the Scotch Whisky Association, and from those involved in the distribution and retailing of alcoholic drinks, like the British Retailers Association. Other sections of the industry, like the British Hop Growers or the cider apple industry, go through the National Farmers Union. Pressure groups like Alcohol Concern and Triple A also submit their views on alcohol duties to ministers and

Customs and Excise, as do members of the general public. Members of Parliament communicate with the Treasury ministers and also forward comments from members of their constituencies. Parliamentary questions, or correspondence which demands a detailed technical response, are referred to the appropriate Branch in Customs and Excise, who draft a reply for the minister. Most of this activity takes place some months before the Budget is due; documents begin to arrive at the London headquarters of Customs and Excise in November, five months before the Budget is announced.

HM TREASURYLEAGUE 1, DEPARTMENT (ii)Introduction

Like the Prime Minister, the Treasury has been described as "first among equals". The Treasury is the most senior Whitehall department, exercising a co-ordinating role in Government through the control of public expenditure. In spite of its importance, the Department is relatively small, employing about 3300 people. The Prime Minister is technically First Lord of the Treasury, and both the Chancellor of the Exchequer and the Chief Secretary to the Treasury are members of Cabinet. The Minister of State at the Treasury has responsibility for HM Customs and Excise and is a member of the Inter-Departmental Group on Alcohol Misuse.

Alcohol Responsibilities

In 1979 the CPRS indicated that the Treasury had a leading interest in five alcohol-related areas:

- * Fiscal policy
- * Prices
- * Balance of payments for trade in alcohol
- * Economic significance of alcohol industry
- * Public expenditure effects of alcohol consumption

All these leading interests are for the U.K.

Organisation

The financial and economic implications of domestic alcohol consumption and foreign trade touch all parts of the Treasury infrastructure. However, its chief alcohol-related policy concerns involve fiscal policy and public expenditure, which on many occasions subsume other leading interests with the possible exception of balance of trade issues, responsibility for which is vested in the External Finances Group.

Fiscal Policy

The administrative units within the Treasury responsible for advising ministers on the implications of alcohol duties for fiscal policy are outlined in Figure 3.

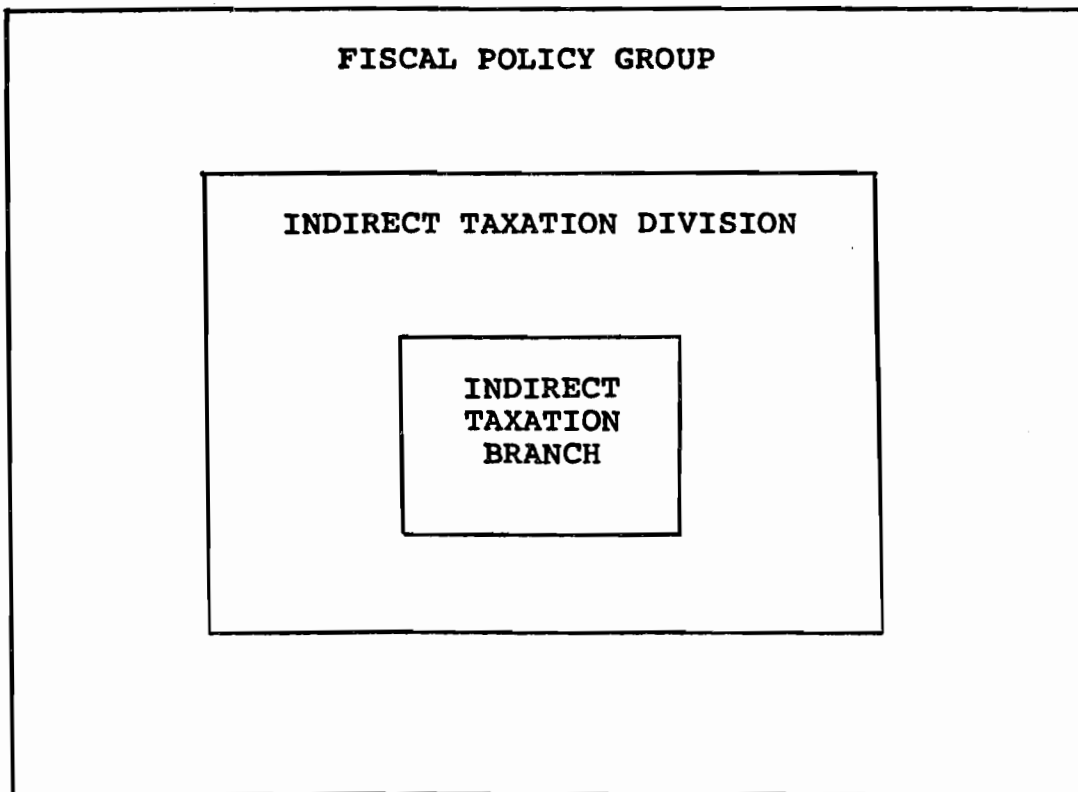


FIGURE 3: ADMINISTRATIVE UNITS WITHIN THE TREASURY ADVISING MINISTERS ON ALCOHOL DUTIES

Fiscal policy is the responsibility of the Fiscal Policy Group, headed by an Under Secretary. Beneath, in the hierarchy, is an Assistant Secretary and 3 Principals. One of these Principals heads a branch concerned with indirect taxation, which has specific responsibility for alcohol and tobacco duties. This branch, which is concerned solely with indirect taxation, is located within the Indirect Taxation Division. The policy responsibility for levels of taxation resides with HM Customs and Excise, but the Indirect Taxation Branch has a general role in advising the Chancellor on indirect taxation, including duties on alcoholic drinks and tobacco. Like HM Customs and Excise, the Branch is concerned with such things as the impact on revenue from changes to alcohol and tobacco duties, and demands for the indexation of duties or the 'earmarking' of a proportion of duties for prevention purposes.

The Treasury is opposed to indexation, which would link alcohol duties to the annual rate of inflation so that they would be automatically adjusted each year in the same way that the threshold for income tax is adjusted, because it would limit its freedom to change duties in line with revenue requirements. Under the present system there is a presumption that duties will increase in line with inflation, but the government can override this rule where necessary.

The Treasury has similar objections to the 'earmarking' of taxation, which would allocate the revenues from alcohol excise duties to prevention purposes in the same way that the Road Fund Licence used to be reserved for expenditure on roads. The Treasury believes 'earmarking' is an inflexible instrument which leads to inefficiency and waste in public expenditure. Whereas public health campaigners see taxation as a potentially useful instrument of social policy, the Treasury believe its purpose is to generate revenue. Tax policy is not decided on health grounds, in spite of the Chancellor giving health considerations as one reason for increasing tobacco duties in the 1986 Budget. From the Treasury's point of view, health is just one of a number of competing demands or forms of special pleading.

Public Expenditure

Each spending department has a Treasury counterpart: a Branch of the Treasury that exists to monitor that department's expenditure programme. The Treasury officials are experts in each particular field, able to provide independent advice to Treasury ministers to assist them in their task of controlling public expenditure. Officials liaise with the finance and policy Divisions of each department and build up a knowledge of the current and future demands on services.

Figure 4 shows the Treasury branches involved in monitoring DHSS expenditure on alcohol-related problems.

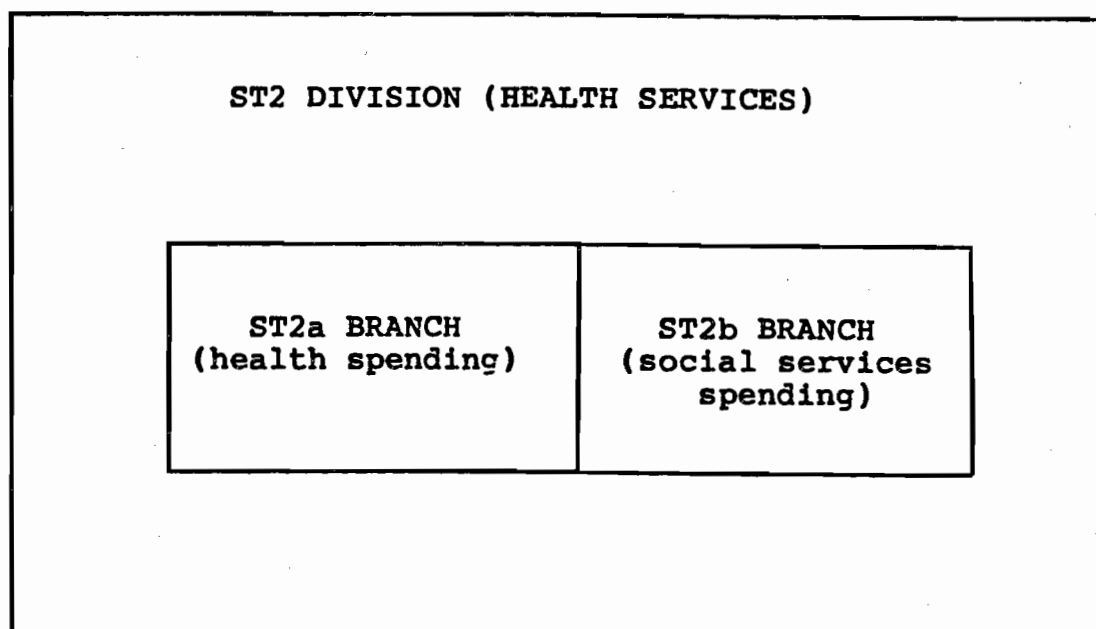


FIGURE 4: ADMINISTRATIVE UNITS WITHIN THE TREASURY MONITORING PUBLIC EXPENDITURE EFFECTS OF ALCOHOL CONSUMPTION

Every department that incurs alcohol-related expenditure can, on occasion, involve its Treasury 'shadows' in work on the public expenditure effects of alcohol consumption. For example, the Division that monitors the Home Office, Home and Transport, could be involved in such work in relation to the Home Office's crime prevention programme, and over liquor licensing issues. But the division that has the most regular involvement with alcohol issues is the Health Services Division, ST2, which controls the DHSS health expenditure programme. ST2 comes under an Assistant Secretary, and has two Branches; one, ST2a, is concerned with DHSS health expenditure, while the other, ST2b, deals with expenditure on the personal social services. ST2a is headed by a Principal, and has the most frequent involvement with alcohol issues, while ST2b is led by a Senior Executive Officer. As part of its general task of monitoring the DHSS budget, ST2a briefs itself about health authority expenditure on alcohol-related problems, the value of DHSS grants received by non-statutory agencies involved in the treatment of alcohol dependency, and trends in alcohol consumption and related problems. This information is used in calculating current and future resource requirements.

Intra-Departmental Liaison

There are few contacts over alcohol duties with other Treasury groups.

Inter-Departmental Contacts

The process of taxation policy formation differs from most other areas of public policy. Budget decisions are not made in Cabinet with the participation of other Cabinet ministers. The Chancellor consults the Prime Minister and weighs up the representations received from ministerial colleagues before "going into purdah" to decide the budgetary strategy. Before each Budget, the ministers of other departments lobby the Chancellor. There is also a meeting between senior civil servants from departments which have an interest in the health and industrial implications of excise duty changes, chaired by a Customs and Excise official, at which the Treasury is represented. However, most inter-departmental contacts come through the Treasury's responsibility for controlling public expenditure.

Non-Departmental Contacts

Unlike Customs and Excise, which is in close contact with the alcohol trade over revenue collection issues, the Treasury has little contact with the alcohol industry. Trade associations like the Brewers Society and the Scotch Whisky Association make written representations to ministers before the annual Budget, as does the public health lobby. However, the Treasury officials believe that taxation is one area of government policy in which the strength of the lobbies is relatively unimportant. The most important criterion for determining alcohol duties is the government's revenue requirements. The effects of proposed tax changes on the retail price index, and industrial considerations are also taken into account.

The European Committees of both the House of Commons and the House of Lords contribute to the development of alcohol and tobacco taxation policy through their review of European draft legislation, directives and proposals. Both committees can make policy recommendations, although they tend to be reactive rather than proactive. Their consistent concern is the defence of UK trade interests. They take evidence from a wide range of public bodies and pressure groups concerned with alcohol and tobacco taxation policy and, indeed, they tend to receive evidence from a wider range of witnesses than the Departmental Select Committees. However, where there is a conflict of interests, trade considerations override all others.

A survey of European Select Committee reports between 1979 and 1986 revealed six which considered European draft legislation directives and other communications relating to the consumption and marketing of alcoholic drinks:

- (i) 1979-80 The Sixty-fifth Report of the Select Committee on the European Communities (Lords): Taxes on Alcoholic Drinks/Harmonisation on Excises on Alcoholic Beverages - A compromise solution submitted by the Commission.

The Committee supported efforts to achieve harmonisation of alcohol duty structures. It also supported a compromise proposal whereby wine excise is mandatory in all member States and the ratio of this excise to that on beer should be 3:1. The Committee considered that the excise duties should be brought into this ratio by lowering duties on wine, not by raising those on beer. The Committee supported efforts to achieve the widest possible export opportunities for spirits produced in the UK and proposed that the Commission's proposals should be accepted.

- (ii) 1980-81 First Report of the Select Committee on European Legislation (Commons): Excise Harmonisation on Alcoholic Beverages.

A report on the government's comments on the Council's proposals on excise harmonisation. The Committee concluded that the proposals were damaging to the Scotch Whisky industry.

- (iii) 1984-85 Third Report of the Select Committee on European Legislation (Commons): Wine Regime Reforms.

This Report focussed on the implications for the UK wine industry of measures to control the over-production of wine in Europe.

- (iv) 1984-85 Tenth Report of the Select Committee on European Legislation (Commons): Taxation and Duties on Alcoholic Beverages.

The Government identified in a memorandum the main issues of policy relating to taxation and duties on alcoholic beverages as being the extent to which changes in duties are likely to

constrain the UK's room for fiscal manoeuvre or lead to increased competition from imported products.

- (v) 1984-85 Twelfth Report of the Select Committee on European Communities (Lords): Common Market in Wine.

This Report considered evidence of the implications, including health implications, of patterns of marketing and consumption of wine in Europe.

- (vi) 1984-85 Thirteenth Report of the Select Committee on European Communities (Lords): Co-operation at Community Level on Health-related Problems.

In considering the European Commission's proposals for developing policies on health that can be incorporated into EEC regulations, the Select Committee admonished the Commission for not regarding the problem of alcohol abuse as a priority area for co-operation. It recommended establishing systems of data collection for the evaluation of policy initiatives on alcohol abuse and a reassessment of the Commission's priority areas.

MINISTRY OF AGRICULTURE, FISHERIES AND FOODLEAGUE 1, DEPARTMENT (iii)Introduction

The Ministry of Agriculture, Fisheries and Food (MAFF) was formed by the amalgamation of the Ministry of Agriculture and Fisheries and the Ministry of Food in the 1950's. In 1987/88 it had a supply estimate of £1 billion and employed just under 11,000 people. The Minister of Agriculture, Fisheries and Food is a Cabinet member and is represented on the Inter-Departmental Group on Alcohol Misuse.

Alcohol Responsibilities

According to the 1979 CPRS report, MAFF had four areas of responsibility in relation to the potable alcohol industry.

- * Sponsorship of the alcohol industry, including distribution and retailing.
- * International aspects of trade that bear on the well-being of the industry.
- * Regulation of drinks for purity
- * Nutritional aspects of alcohol consumption.

All of these responsibilities were for the United Kingdom. MAFF prefer to describe their work in relation to international trade as being carried out in conjunction with the Department of Trade and Industry (DTI), and the regulation of drinks for purity as "control of the composition of alcoholic drinks". It is difficult to know what the CPRS meant by "nutritional aspects of alcohol consumption" and no present-day Division has this responsibility.

Organisation

MAFF is the 'sponsoring department' for all sections of the potable alcohol industry in the UK. This has three aspects. Firstly, it concerns policy making and regulation, such as deciding the UK policy on strength marking for alcoholic drinks. Secondly, it involves problem sharing when particular industries identify scientific worries and government laboratories can assist. Thirdly, it involves identifying the interests of the industry and representing them clearly within government; when there are conflicts between parts of the industry, this may involve attempting to assess their due weight. Sponsorship by a government department is the formal acknowledgement of an unwritten tenet of Twentieth Century British politics - that important 'interests' have a right to be consulted over decisions which affect them. The Department of Trade and Industry has the most extensive range of sponsorship obligations but MAFF comes a

close second with its responsibilities vis a vis the many different parts of the agriculture, fisheries and food industries, including the alcohol production industry.

Within MAFF, responsibility for the alcoholic drinks industry rests with the Alcoholic Drinks Division (ADD). The organisation of ADD is shown in Figure 5.

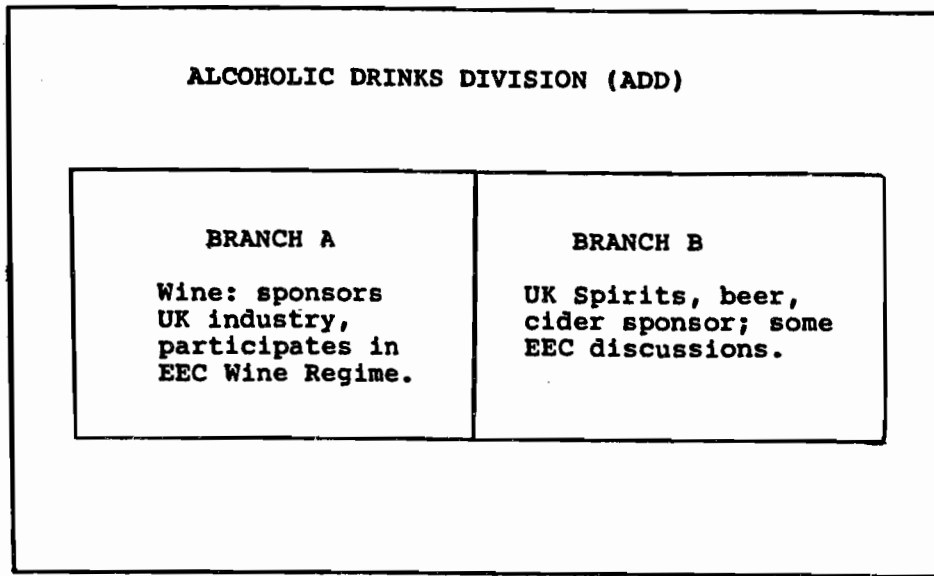


FIGURE 5: DIVISIONS AND BRANCHES WITHIN MAFF RESPONSIBLE FOR SPONSORING THE UK ALCOHOL INDUSTRY.

ADD is one of a group of Divisions broadly concerned with food and export policy, headed by an Under Secretary. The ADD, which is led by an Assistant Secretary, is divided into two Branches. Branch A deals with all aspects of wine, which, as Britain is not a major wine producing nation, means that their activities are focused on the European Community. Branch B deals with all other alcoholic drinks; principally Scotch Whisky, spirits such as gin and vodka, beer and cider. Both Branches are led by a Principal, and employ about six staff each.

Some issues, such as the move to harmonise the structure of excise duties on alcoholic drinks within the European Community, which involves both HM Customs and MAFF, are a matter for both branches of ADD. Other issues are more specialised. The spread of responsibilities within Branch B means that it is involved in a great deal of sponsorship work for industries which together contribute some £5.2 bn per annum at 1987 prices in excise duty and VAT to the Exchequer. Branch A sponsors the UK wine trade, the producers of British wine and British sherry (both made in the UK from imported grape juice) and the small but growing

English wine industry. Branch B has been involved for several years in negotiations in Brussels on proposals for the definition, description and presentation of spirit drinks and aromatised wines. Eventually, there will be one standard throughout the EEC. These negotiations are extremely complex, because they have to accommodate the requirements of different EEC members.

Branch A has even more contact with the European Community because of their responsibility for the wine regime. Wine is a product for which a common market exists amongst EEC members, and the 'regime' is the management of that market. There is a Special Wine Working Group as well as a Management Committee for wine: both meet every week. The UK is normally represented in both meetings by civil servants from Branch A. The market for low quality table wine is in surplus in the Community, and the aim of the UK is to bring supply and demand back into balance, which would have the effect of limiting budgetary costs.

Branch A is also concerned with the labelling of wine bottles. There is a large corpus of European legislation on wine labelling, which is enforced, in the United Kingdom, by the Wine Standards Board. The Wine Standards Board, which is funded by MAFF and the Vintners' Company, has inspectors who visit wine wholesalers and English vineyards to check the authenticity and accuracy of wine labels. The Community has large and growing stocks of intervened wine alcohol - the 'wine lake'. Responsibility for negotiating regulations for their disposal falls to Branch B because of the implications for the UK alcoholic beverage market.

Other European legislation governs alcoholic strength labelling. To conform with the European Directive on Food Labelling and other EC regulations, the UK has been obliged to amend its food legislation so that the labels of all pre-packed alcoholic drinks declare the percentage of alcohol by volume. In England and Wales, new regulations are being drafted by MAFF's Standards Division which will also include the same requirement for dispensed drinks, while the Scottish and Northern Ireland Offices are responsible for changes to legislation in their respective countries. All such proposals for regulation have to be submitted for public consultation before final drafting.

The Standards Division which has contact with all interests (industry, enforcement, consumers and medical) is headed by an Assistant Secretary, and has 5 branches. The branches responsible for controlling the composition of alcoholic drinks are shown in Figure 6.

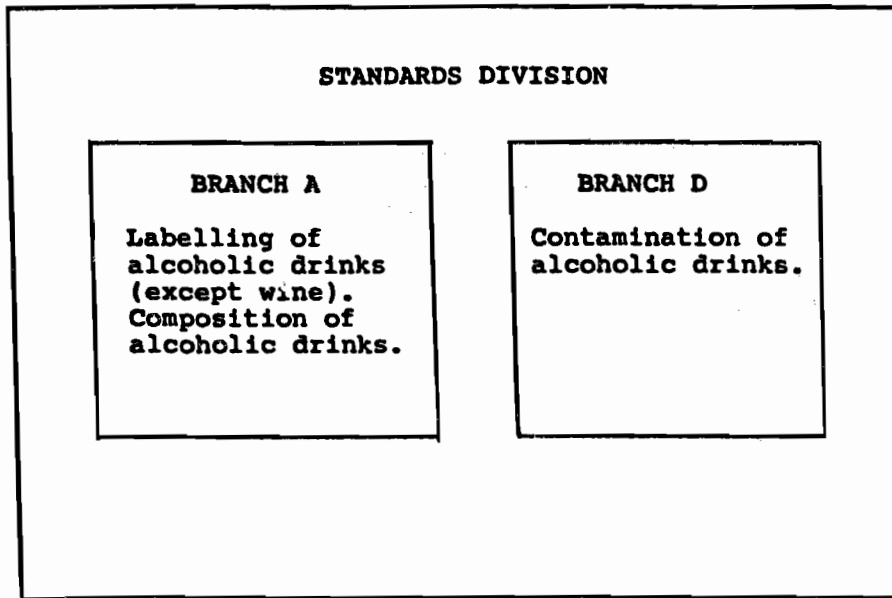


FIGURE 6: DIVISIONS AND BRANCHES WITHIN MAFF RESPONSIBLE FOR CONTROLLING THE COMPOSITION OF DRINKS

Branch A and Branch D are closely involved with controls over the contents of drinks. Branch A is concerned with the labelling of alcoholic drinks (excluding most wines) and also with any questions of regulations being made under the Food Act on the composition of such drinks. Under the Food Acts, whisky, brandy, rum or gin have to be above 37.2% alcohol by volume. Under the Food Labelling Regulations 1984, brandy, gin, rum or vodka less than 37.2% alcohol by volume has to be labelled "under strength". Branch D has general responsibility for food contamination, which includes the contamination of alcoholic drinks. Much attention has been focussed on this area recently because of the wine contamination scandals in Austria and Italy.

Intra-Departmental Liaison

The main links between MAFF Divisions with alcohol interests are shown in Figure 7.

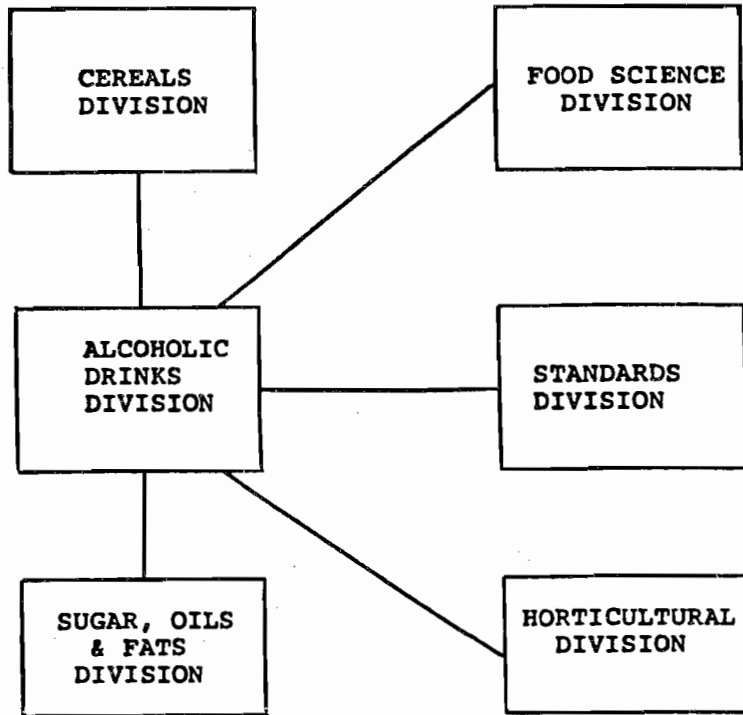


FIGURE 7: LIAISON BETWEEN MAFF DIVISIONS OVER ALCOHOL ISSUES.

Both Branch A and Branch B of the ADD are in close and regular contact with the Ministry's Standards and Food Science Divisions, which take the lead on the control of contents of drinks. This means, in the case of wine, ascertaining that products on sale in the UK comply with the European Community's production rules, and in the case of all drinks, that there is no contamination. The Cereals Division is also to a very limited extent involved with the alcohol industry because large quantities of grain are used in the production of beer, whisky and neutral alcohol for other spirits, and because of the interest in the EEC in the possibility of producing ethanol from agricultural products. Neutral alcohol is also produced from molasses, and as well as ADD, this may occasionally involve the Sugar, Oils and Fats Division of MAFF, which is concerned with the EEC sugar regime. British hop growers, who are suffering from the growing popularity of lager, some of which is made with imported continental hops, are sponsored by the Horticultural Division, who maintain contact with ADD on this issue.

These Divisions provide each other with background information to facilitate their joint tasks, and contact each other over specific issues. Although these are the main Divisions involved, others may become involved with the alcohol industry in the course of their work.

Inter-Departmental Contacts

The main inter-departmental contacts are outlined in Figure 8.

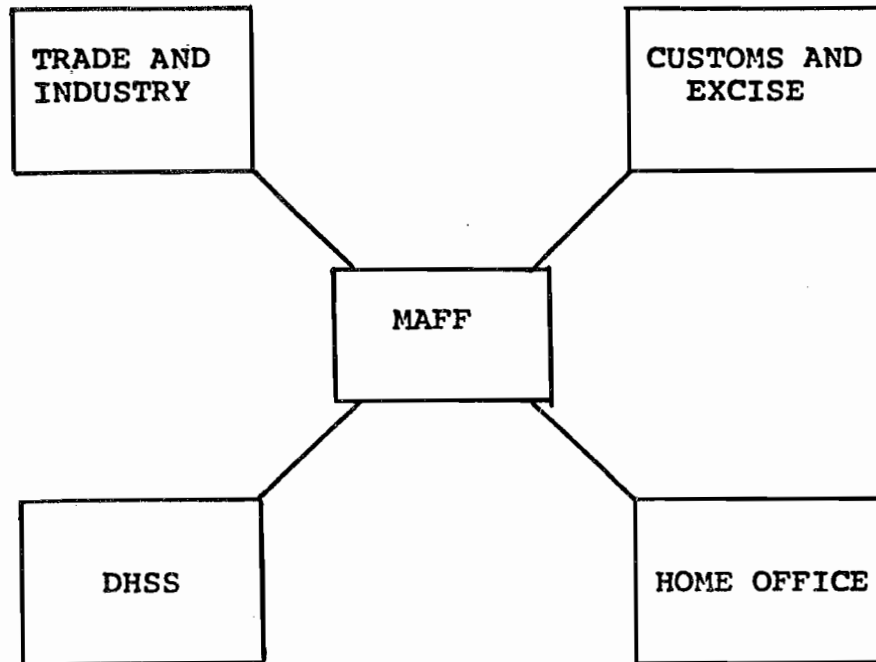


FIGURE 8: CONTACTS BETWEEN MAFF AND OTHER DEPARTMENTS OVER ALCOHOL ISSUES.

MAFF has close and frequent contacts with the DTI, particularly over export policy. The DTI has considerable expertise in coping with the problems of international trade, and both departments have a common objective, to remove barriers to British exports. Contact over trade matters is usually on an ad hoc basis, but there are formal consultations over specific issues, particularly regarding Scotch whisky. The DTI is also involved in the implementation of the European Directive on Food Labelling, as some of its provisions concern weight marking and involve amendments to the existing UK Weights and Measures legislation, which is the responsibility of DTI. When mergers involving companies in the alcoholic drinks industry are considered by the DTI under the Fair Trading Act, MAFF and the ADD are consulted.

MAFF is in close contact with Customs and Excise over taxation and other trade matters. One of the more important

issues at present is the move within the European Community to harmonise the structure of excise duties. This will mean all EEC members adopting the same proportion of excise and ad valorem duties, a proposal that has in principle been broadly accepted by the Government. Customs and Excise are also consulted by the Standards Division over regulations on alcoholic strength and labelling.

MAFF is in regular contact with the DHSS on health aspects. These contacts generally take place via the Food Science and Standards Divisions but may involve ADD. There are also contacts with the Home Office concerning matters relating to the liquor licensing laws.

The alcohol trade associations tend to contact other government departments directly over alcohol control policies, and would only enlist the support of the sponsoring department if it was felt that other departments were failing to give due consideration to their views, or were threatening their interests directly. Although sponsoring departments do not necessarily share industry's views on all matters - indeed on some issues the industry itself is divided - MAFF sees its task as ensuring that the industry's point of view is clearly understood so that it can be taken properly into account when policy decisions are made.

Non-Departmental Contacts

MAFF are mainly concerned with alcohol and alcoholic beverage producers and importers in the UK, as opposed to the distribution and retailing of alcoholic drinks. ADD Branch B does get involved in some retail matters, because the brewers are also retailers, through the 'tied house' system. But the Branch is not concerned with retailing per se, and has very few contacts with organisations like the National Licensing Victuallers Association, which represents publicans. Some sections of the retail trade, such as wine bars, are unorganised and unsponsored. The Federation of Wholesale Distributors has made representations to MAFF on a variety of subjects including the Brewery Tie and the proposed EEC Directive on Containers of Liquids for Human Consumption. However, the sponsoring department for the wholesale and distribution trade is the DTI, and, although there is an inevitable overlap, most of the wholesalers' efforts are concentrated on the DTI. MAFF's main contact with the wholesale trade is through links between the ADD and the Wine and Spirits Association.

ADD prefers to talk to trade associations rather than individual companies. This is because MAFF is concerned to represent an industry-wide view, and because it would be very time-consuming for MAFF to canvass the opinions of all alcoholic beverage producers. Although the Ministry maintains good relations with individual companies, particularly the larger ones, most contact is with the Scotch Whisky Association, the Wine and Spirits Association, the Brewers Society, the Neutral

Alcohol Producers Association, the National Association of Cider Makers, the Gin Rectifiers and Distillers Association, the Vodka Trade Association and the English Vineyards Association. There are frequent communications by letter and over the telephone, and regular formal and informal meetings.

The alcohol industry has always possessed a well-organised lobby and it has maintained and nurtured the link with MAFF. Like other British industries, many of the alcohol trade associations have representatives in Brussels who monitor all developments in the EEC which could have repercussions for British companies. If the trade associations learn of a proposal emanating from the European Commission which could affect their members' profits, they contact MAFF to ensure the British Government fully understands their concerns.

Almost all of the contacts between MAFF and the alcohol producers are through meetings between ADD, the Standards and Food Science Divisions, and the trade associations. The formal apparatus of consultation between government and industry which centres on the National Economic Development Council (NEDC or Neddy), is less important in the alcohol sector than it is in some other fields. This is partly for historical reasons, because the alcohol producers had already established their own network of communications, and partly because consultations through the NEDC machinery tend to be slow moving.

The Committees and Working Groups of the NEDC concerned with the alcoholic drinks industry are shown in Figure 9.

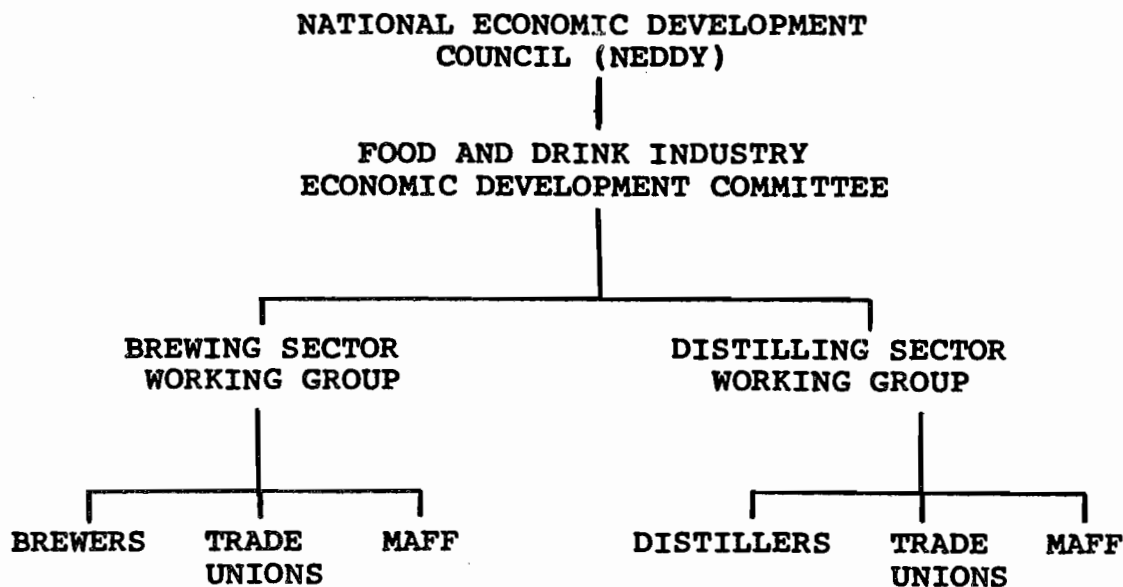


FIGURE 9: FORMAL APPARATUS FOR CONSULTATION BETWEEN GOVERNMENT AND THE ALCOHOLIC DRINKS INDUSTRY.

The NEDC, together with its Economic Development Committees and Sector Working Parties, is the national forum for consultations over economic affairs between government, management and trade unions. The Food and Drink Industry Economic Development Committee has two Sector Working Groups for the alcohol industry, one concerned with distilling and one with brewing. These Groups have produced reports on different factors that affect the efficiency and profitability of the alcohol industry. Neither government nor the trade would use this forum for matters which required a quick decision, such as the response to a new development in European negotiations.

There is less contact between MAFF and organisations campaigning against alcohol misuse, such as Action on Alcohol Abuse and the British Medical Association (BMA), who tend to make their approaches to relevant contacts in the DHSS. The BMA has suggested that containers for alcoholic drinks should carry a health warning, similar to that required on cigarette packets, but no representations have been made to MAFF, the department responsible for food labelling policy. However, the BMA's views are canvassed by MAFF when new regulations are being considered, and the Standards Division will include the BMA in the statutory consultations over the proposed regulations on alcoholic strength labelling. Approximately 150 organisations will have an opportunity to comment on the proposals, including the Health Education Authority, the King's Fund Institute, the Medical Council on Alcoholism, the Hops Marketing Board, the Campaign for Real Ale Ltd, and the British Oat and Barley Millers Association.

DEPARTMENT OF TRANSPORTLEAGUE 1, DEPARTMENT (iv)Introduction

The Department of Transport was formed out of the former Ministry of Transport in 1976. It employs approximately 12,000 people, and had a supply estimate of £2.7 billion for 1987/88. The Secretary of State for Transport is a member of the Cabinet, and is represented on the Inter-Departmental Group on Alcohol Misuse.

Alcohol Responsibilities

In 1979 the CPRS indicated that the Department of Transport had a leading interest in:

- * Road accidents and related legislation.

These responsibilities are for Great Britain, in association with the Scottish Office. In Northern Ireland, road traffic legislation is the concern of the Northern Ireland Office.

Since the CPRS report was written, responsibility for two areas which were previously the concern of the DTI has been transferred to the Department of Transport. These are:

- * Alcohol consumption in the merchant navy.
- * Sponsorship of the Civil Aviation Authority, which is in turn responsible for alcohol consumption in civil aviation.

Both of these responsibilities are for the United Kingdom. In addition to the interests identified by the CPRS, the Department of Transport also has an interest in:

- * Alcohol consumption and railway safety.

Organisation

The Department of Transport divides different aspects of policy between a number of Policy Directorates, each headed by an Under Secretary and each bringing together divisions that deal with similar modes of transport or related areas of policy. Issues connected with alcohol and road use are the responsibility of the Road and Vehicle Safety Directorate. This is the interest in alcohol policy that is most commonly associated with the Department of Transport, but they have three other areas of responsibility in relation to alcohol which have not received so

much recognition, involving safety at sea, in the air and on the railways. There are four Policy Directorates involved, and the Accident Investigation Branch. These are shown in Figure 10.

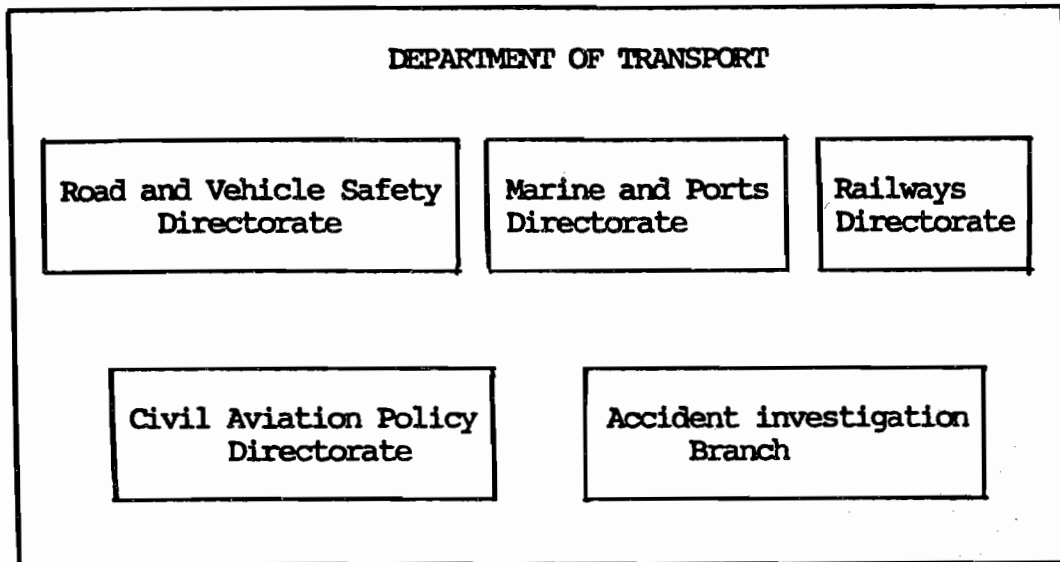


FIGURE 10 DEPARTMENT OF TRANSPORT POLICY DIRECTORATES WITH ALCOHOL RESPONSIBILITIES

Alcohol consumption in the Merchant Navy is covered by the Department's Marine Directorate. Safety standards in civil aviation are controlled by an autonomous body, the Civil Aviation Authority (CAA), which liaises with the Department of Transport's Civil Aviation Policy Directorate. Air safety is also a central concern for the Department of Transport's Accident Investigation Branch which investigates the cause of all accidents involving British registered or manufactured aircraft. Finally, the Railways Inspectorate performs a similar function in relation to railway accidents.

Road and Vehicle Safety

The Road and Vehicle Safety Directorates contains five separate divisions. Drinking and driving issues are the responsibility of the Road Safety Division; other divisions deal with such things as the training of drivers and vehicle

engineering standards. The divisions and branches with a direct interest in alcohol and road safety are outlined in Figure 11.

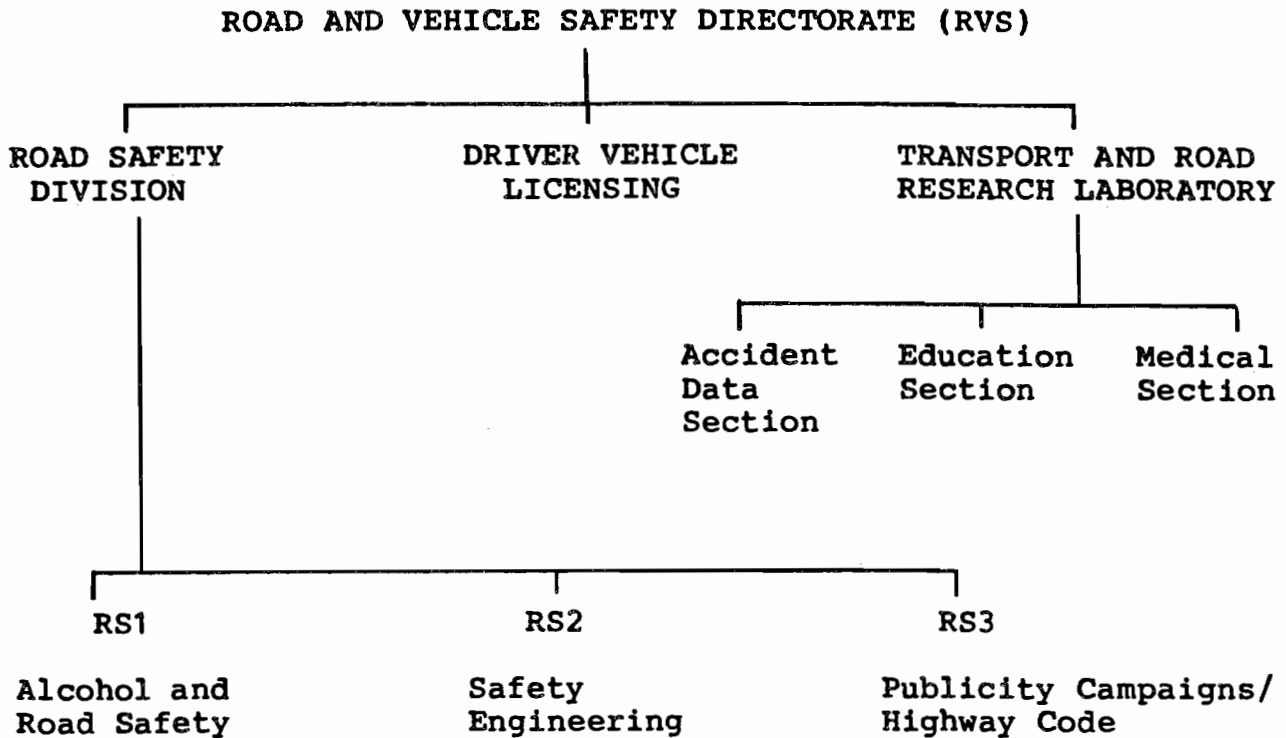


FIGURE 11: ALCOHOL RESPONSIBILITIES WITHIN THE DEPARTMENT OF TRANSPORT'S RVS

The Road Safety Division is headed by an Assistant Secretary, and consists of three Branches, known as RS1, RS2 and RS3. Between them, they employ about twenty administrators. Each Branch is run by a Principal. RS2 is primarily concerned with the safety of the road environment and, in particular, safety engineering issues, some of which have potential relevance to alcohol policy. For example, highway and lighting engineers need to be aware of the hazards that arise from drinking and driving so that they incorporate design features that make life safer for both drinking drivers and their victims. RS1 used to have the main responsibility for the drink-driving campaigns directly funded by the Department, whilst RS2 handled the Highway Code, but these responsibilities were transferred in 1987 to a specially created branch, RS3. Shortly after this reorganisation, the Government decided to phase out the annual drink-driving advertising campaigns over the next 3 or 4 years, after a Department of Transport review concluded that they were not demonstrably cost-effective. One casualty a year can be saved for every £10,000 spent on road improvements; the same amount spent on advertising produces no measurable results.

The Principal in RS1, together with five or six other administrators, has the leading interest in alcohol, road safety and related legislation. Specific issues, like the High Risk Offender (HRO) procedure, are dealt with by a separate unit

within the directorate, the Driver and Vehicle Licensing Centre (DVLC), but RS1 remains responsible for overall policy on the identification and management of drivers with a drink problem.

Driver and Vehicle Licensing Centre

The DVLC is involved in the drink-driving area through its concern for drivers with a medical disability. Under the Road Traffic Act, 1972, as amended by the Road Traffic Act, 1974, holders of a vehicles licence are obliged to notify the Secretary of State for Transport of any "relevant or prospective disability" which may affect their competence to drive. The legislation also requires courts and insurers to notify the Secretary of State of any disability which may come to their attention. Notifications of disability are sent to the Medical Advisory Branch of the DVLC. The Branch receives approximately 600 notifications per day of possible cases of disability, some of which are alcohol-related. It investigates all notifications and recommends appropriate action. Under the legislation, the Secretary of State can require the patient's own doctor to release information about their medical condition, or require the patient to submit to an independent medical examination. The person believed to be suffering from a disability may also be required to submit to a driving test.

Problem drinkers can be referred to the DVLC even though they have neither committed an offence nor been involved in an accident. It is sufficient for someone to be concerned about their ability to drive safely as a result of excessive alcohol consumption. However, in 1976, the Blennerhassett Report recommended that a special procedure be adopted specifically for those with repeated convictions for drinking and driving. These recommendations led to a High Risk Offender (HRO) procedure being introduced in 1983. The procedure applies to all offenders who have already incurred two disqualifications for drinking and driving offences within a ten-year period, where the blood/alcohol concentration was in both cases 200 mgs/100mls or over. The system is administered by the DVLC, which advises all offenders where they may receive help for their drinking problem, and informs them that they will be required to undergo an examination at the end of a three-year disqualification period to establish their competence to drive.

Transport and Road Research Laboratory

The Transport and Road Research Laboratory (TRRL) plays a central role in the formulation of policy on drinking and driving. Three of the TRRL's four Sections are involved with drink-driving issues in the course of their work: these are the Accident Data Section, the Education Section and the Medical Section. (The fourth section, Road Engineering, is the one that has least involvement.) The Data Section maintain the accident data base, and is responsible for statistical analyses, while research into the behavioural characteristics of drinking drivers

concerns the Medical Section. The Education Section is involved with the development of teaching materials for schools, and assists in the planning and evaluation of the Department's educational campaigns.

The TRRL is the 'research arm' of the UK's Transport Departments, able to undertake specific programmes of research to meet the requirements of policy makers in the Department of Transport and the Scottish, Welsh and Northern Ireland Offices. Through their analysis of trends in drink-driving, the characteristics of road users and the impact of previous legislation on the prevalence of drink-driving, the TRRL are able to advise Ministers on policy options and provide technical advice on the most effective strategies to pursue. As part of its broader programme of work, the TRRL collates the drink-driving statistics for Great Britain, which are published, together with an analysis of current trends, in the Department of Transport's annual Road Accidents GB.

One of the most reliable indicators of the prevalence of drink-driving is issued by the TRRL. This is the proportion of motorists and other road users killed in road accidents and found subsequently to have exceeded the legal blood/alcohol limit. All adult road users who die within twelve hours of an accident have their blood/alcohol concentration tested by pathologists. The results of these tests are forwarded to the TRRL by Coroners, in England and Wales, and Procurators Fiscal, in Scotland. In Northern Ireland, the data are collated by the Royal Ulster Constabulary's Traffic Division, but are not published. The TRRL's work is, therefore, central not only to the collection of epidemiological data on alcohol-related harm, but to the development of policy, through the technical information it supplies to other agencies.

The dissemination of research findings is an important part of the TRRL's function and, although most research is commissioned by government departments, the direct beneficiaries are often police forces and local authorities, who have had statutory responsibility for road safety since 1974. The public are also a beneficiary. In addition to the scientific papers published by the TRRL, there are leaflets aimed at the general public which explain in simple terms the basic facts about alcohol and road use.

Marine and Ports Directorate

The Department of Transport's responsibilities towards the effects of alcohol consumption on the efficiency, welfare and safety of the Merchant Navy are lodged in the Marine and Ports Directorate. When the CPRS compiled their report on Alcohol Policies in 1979, the Marine Directorate was part of the Department of Trade and Industry. In 1983, it was moved to the Department of Transport and merged with the Ports Directorate.

The units within the Marine and Ports Directorate concerned with alcohol-related problems are shown in Figure 12.

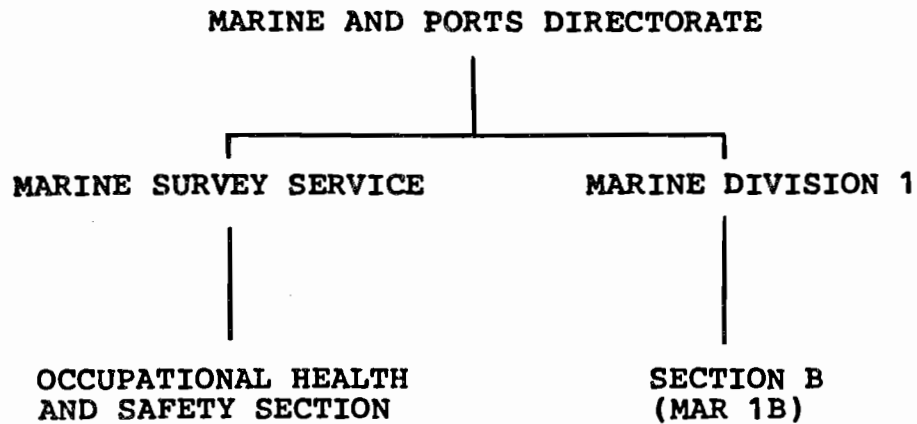


FIGURE 12: DEPARTMENT OF TRANSPORT'S INTEREST IN ALCOHOL CONSUMPTION IN THE MERCHANT NAVY.

The Directorate has two sections concerned with alcohol-related problems: the Occupational Health and Safety Section, which is part of the Marine Survey Service and comes under a Deputy Surveyor; and Section B in Marine Division 1, which is concerned with employment conditions and discipline in the Merchant Navy.

The Occupational Health and Safety Section has only a limited role in relation to alcohol and work policies. Guidelines on alcohol and work policies were issued in 1981 by a joint employers and trades union body, the National Maritime Board, which is now a limited company, British Maritime Technology Limited. These guidelines went to the 80-90 shipping companies which are members of the General Council of British Shipping (GCBS). Over half of these companies have now adopted an alcohol and work policy. The Department of Transport's Occupational Health and Safety Section distributes copies of a booklet, Don't Drink and Sink, which was produced by the now disbanded Alcohol Education Centre. The Section is also concerned with environmental safety measures, such as the regulations governing the size and use of gang planks. Since most alcohol-related drownings occur in ports, when seafarers are leaving or returning to their vessels, environmental safety measures are an important part of any prevention strategy. However, alcohol-related issues have been the province of the Marine Division 1 historically, and the Survey Service do not seem to have realised that many of their activities have an alcohol dimension.

In Marine Division 1, Section MAR1B deals with the discipline and medical fitness of merchant seamen. The

disciplinary function is bound up with the Department's responsibility for issuing a certificate of competence to all prospective Merchant Navy officers who pass the Nautical College examination. In cases of serious misconduct, the Department convenes an enquiry under Section 52 of the Merchant Shipping Act. This enquiry, which can take away an officer's certificate of competence, is run along legal lines, chaired by a legally qualified person. The Department of Transport acts as the prosecution in such cases. The person appointed to run the enquiry adjudicates, assisted by professional assessors. There are only a few Section 52 cases each year, and of these, just under half involve alcohol-related offences.

MAR1B is also concerned with alcohol and medical fitness. Under the Merchant Shipping (Medical Examination) Regulations, 1983, it is an offence to employ a seafarer on a UK registered seagoing ship of 1600 gross tonnage or over without a medical examination. The statutory medical examinations take place every five years for seafarers under 40, and every two for those who are older. The medical standards are laid out in the Department of Transport's Merchant Shipping Notice No. M1144. 'Alcohol abuse' is covered in Section V. If alcohol consumption is causing a "physical or behavioural disorder" the examining physician must record a 'Category B' decision, indicating that the required standard has not been met and that the seaman must be judged permanently unfit. There are approximately 300 doctors, either retained or employed by the ship owners, who are authorised to conduct statutory medical examinations. A seaman who has lost his livelihood in this way can appeal to the Department of Transport, who have a panel of 12 independent doctors. The identification of alcohol dependency is a frequent concern for the appeal panel.

Civil Aviation Policy Directorate

Safety standards in civil aviation are the the statutory responsibility of the Civil Aviation Authority (CAA), a non-departmental public body. The Department of Transport's Civil Aviation Policy Directorate liaises with the CAA on safety matters, through Division 3. Although the Secretary of State is responsible for the Air Navigation Orders governing civil aviation, it is recognised that the Department of Transport has no technical competence in these areas and the Minister is advised on legislation by the CAA. The Air Navigation Orders simply state that no-one may pilot an aircraft while under the influence of alcohol or drugs. However, there are other means of influencing airline policy open to the CAA. In order to operate in the United Kingdom, every UK airline must be in possession of an Air Operators Certificate issued by the CAA. In order to qualify for the Certificate every airline has to comply with published CAA requirements, one of which is that the airline must instruct its aircraft crews to abstain from alcohol for at least eight hours before reporting for duty.

Most foreign countries apply a similar ban on drinking before flying. Problem drinking amongst air crew is regarded as a minor problem but is monitored by the Medical Department of the

CAA at the regular medical examinations to which all aircrew are subjected. When a drink problem is identified, the CAA withdraw the pilot's licence. If the pilot is rehabilitated he may have his licence reinstated, subject to close supervision.

Accident Investigation Branch

The Department of Transport's Accidents Investigation Branch also has an interest in alcohol and air safety. The Branch, which is completely independent, reporting directly to the Secretary of State, is headed by the Chief Inspector of Accidents. The Branch has a staff of 41, of whom 29 are Inspectors. They investigate about 250 accidents per year. In all fatal aircraft accidents pathologists measure the blood/alcohol concentration of the pilot; alcohol has not been shown to be associated with an aircraft crash in the UK for five years. The Accidents Investigation Branch could make recommendations for more stringent controls over pilots' drinking, but have never found it necessary to do so.

Railways Inspectorate

The Railway Inspectorate, although administratively part of the Department's Railways Directorate acts independently in railway safety matters. The Chief Inspecting Officer has direct access to Ministers on these matters. The Inspectorate has a team of 24 Inspectors, headed by the Chief Inspecting Officer of Railways, and investigates all serious railway accidents in the UK. Alcohol misuse has been a major problem on the North American railways for some time, and the Railway Inspectorate are monitoring the situation in Britain, although there is no evidence that the problem is as yet a significant one in the UK. Nevertheless, following a train crash in 1984, when it was found that the driver's judgement had been impaired by alcohol, the Inspecting Officer who investigated the accident recommended that powers be taken to breathalyse train crews. The Department is at present considering British Railways response to this recommendation. The Inspectorate's recommendations are not mandatory because the Board of British Railways are legally responsible for safety, and have complete discretion over operational matters. The Government could, of course, introduce legislation if it felt that the Board was failing to discharge its responsibilities.

Intra-Departmental Liaison

There are close and informal contacts between the Road Safety Division and the DVLC over drinking and driving policy. There is no formal machinery for co-ordinating the Department's policy on alcohol and safety where other forms of transport are concerned. Discussions take place between the railway, marine and aviation sections on an ad hoc basis, in relation to specific

issues. Thus, the Railway Inspectorate consulted with colleagues in Road and Vehicle Safety and in the Marine Directorate when they were considering the case for breathalysing train drivers. Each administrative unit regards the use of legal breath/alcohol limits differently. While motorists have been subject to a blood/alcohol limit since 1967, the Marine Directorate believe that it would be inappropriate to attempt to introduce similar restrictions over drinking on board ship. This is because the ship is the seafarer's home, and alcohol consumption is seen as being a private matter between the individual employee and the shipping company. Merchant seamen might be prosecuted if they were paralytically drunk, or if their behaviour endangered others, but in these cases the prosecution would depend upon the evidence of the ship's Master and there would be no need for a breath test. The Civil Aviation Authority has also decided against the introduction of specific blood/alcohol limits for pilots.

Inter-Departmental Contacts

An Inter-Departmental Advisory Committee (IDAC) on road safety has recently been undertaking a review of all areas of policy, including drinking and driving. It is chaired by the Under Secretary in charge of the Road and Vehicle Safety Division, and it includes representatives from the DHSS, the DES and the Home Office. A Working Group was established to examine drinking and driving issues, but it has not met for some considerable time. RS1 has frequent contact with the Home Office, DHSS and, to a lesser extent, the DES over alcohol-related issues. The main point of contact within the Home Office is F5 Division, the section concerned with the enforcement of road traffic legislation. But RS1 has also been in contact with E3 Division over the question of changes to the liquor licensing laws. There is also frequent contact with the DHSS, mainly with CS2, the Section which deals with alcohol-related damage. Although the DHSS has accident prevention as part of its remit it does not get involved in drinking and driving, a fact that has been a source of friction between the two departments in the past. The Department of Transport would like to see the DHSS take the initiative over the counselling and rehabilitation of drivers suspended under the High Risk Offender procedure.

In 1985 the Department of Transport also established a Departmental Committee of Enquiry to conduct a Review of Road Traffic Law, following recommendations of the House of Commons Select Committee on Transport. The Select Committee, which reported in the Parliamentary Session 1984 - 85, believed that there was a need to investigate ways of simplifying the existing law. The Road Traffic Law Review, which is expected to be completed by the end of 1987, will examine whether the law in Scotland, England and Wales can be made simpler, more effective and more acceptable to the public. The Review has an independent

chairman, and its membership includes civil servants from the Home Office and Department of Transport, and the Professor of Transport Studies from the University of London.

The Road Safety Division has some contact with the Department of Education and Science, over education about drinking and driving in schools, which the Department of Transport would like to see accorded a higher priority (see DES). The Road Safety Division also liaise with the relevant sections in the Welsh Office, the Scottish Office and Northern Ireland Office. There is less contact with Trade and Industry and MAFF, the department that sponsors the alcohol industry. Collaboration with the trade associations for the alcohol industry over the provision of educational material on drinking and driving has meant that direct contacts between the Department of Transport and the industry have tended to replace negotiations with the sponsoring department.

The Marine Directorate is in frequent contact with the Department of Employment. The Directorate's responsibility for ships' articles and conditions of work means that it stands in the same relationship to seafarers as the Department of Employment does to shore-based workers. It is government policy to bring conditions at work for seafarers into line with those on land. There is also contact with the DHSS over medical matters; the Marine Directorate shares the services of a medical officer with the road and rail divisions. The third government department which has frequent contact with the Marine Directorate is the Foreign Office. Because merchant seamen occasionally get into trouble in overseas ports, the United Kingdom's consular service is involved and the Foreign Office has to liaise with MAR1B. The Foreign Office is involved whenever British nationals break the law of foreign countries because of alcohol consumption - whether they are seafarers, expatriate Britons working in countries which prohibit drinking, like Saudi Arabia, or football supporters who commit violent offences or acts of vandalism at overseas matches.

The Civil Aviation Authority is not involved with other government departments, neither are the Railway Inspectorate nor the Accident Investigation Branch.

Non-Departmental Contacts

The Department of Transport is in touch with a wide range of organisations over alcohol and safety issues. Much of this contact takes place on an informal basis over the telephone, but there is also a fair amount of formal consultation.

There are at least five different forums for these discussions. These are shown in Figure 13.

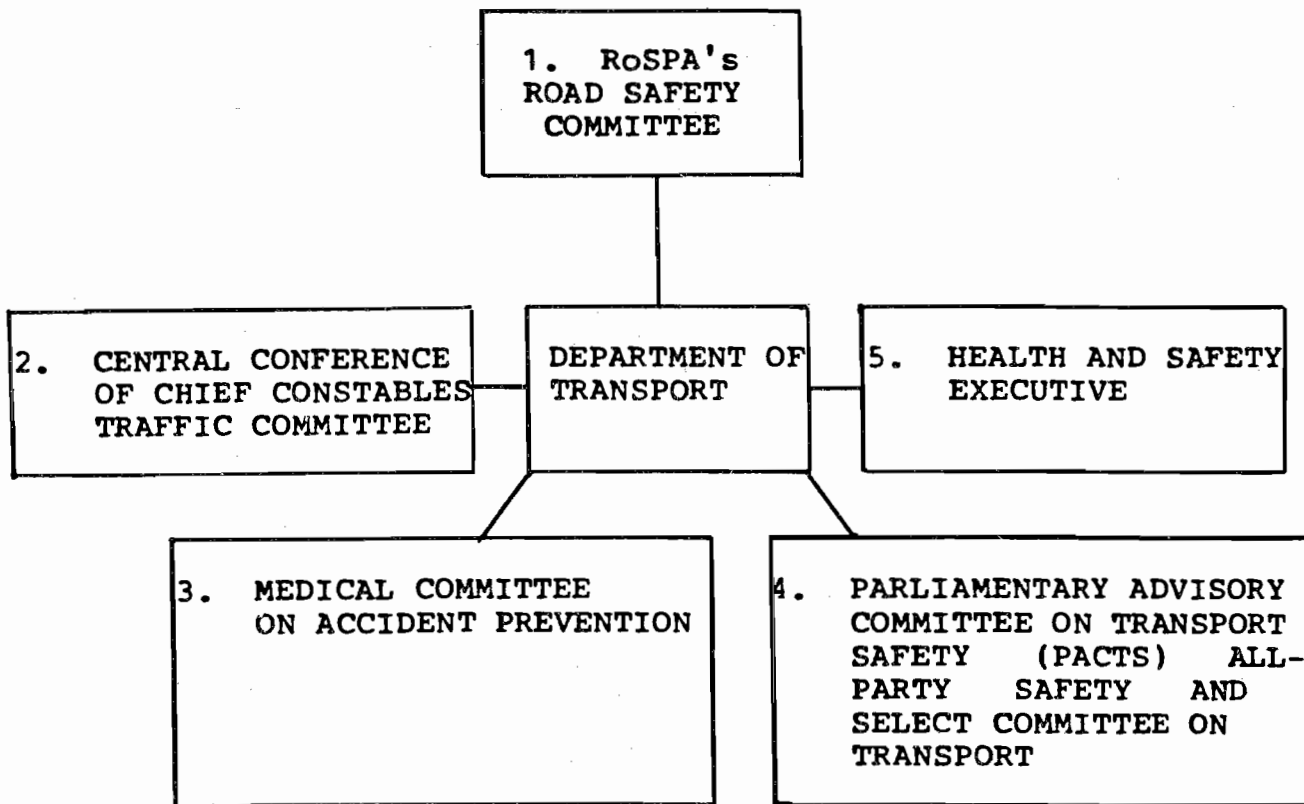


FIGURE 13: DEPARTMENT OF TRANSPORT FIVE FORUMS FOR POLICY DEBATE

The first, and probably the most important, is the Royal Society for the Prevention of Accidents (RoSPA). RoSPA enjoys a close relationship with the Department's Road Safety Division, and receives a £500,000 annual grant from the Department. It has a Road Safety Committee which includes representatives from the Road Safety Division, the TRRL, the DHSS, the Automobile Association, the Royal Automobile Club and the Pedestrians' Association. The TRRL are involved in direct contacts with many outside bodies, including local authorities, Road Safety Officers, both individual and corporate, the Casualty Surgeons Association, and the Association of Chief Police Officers (ACPO). Close links with the police are ensured by the practice of seconding a serving police officer to the TRRL, at the Department of Transport's expense.

ACPO, which represents police officers above the rank of Chief Superintendent in England, Wales and Northern Ireland, is a key member of RoSPA's Road Safety Committee. ACPO has six national committees covering different areas of concern; drinking and driving is dealt with by the Traffic Committee. The main forum for discussions between government and ACPO is the

twice-yearly Central Conference of Chief Constables, which is chaired by a Home Office Under Secretary. Central Conference members include the ACPO President and Vice-President, the Chairmen and Secretaries of the six national ACPO committees, including the Traffic Committee, and senior civil servants from the Home Office. Between conferences, contact between ACPO and the Home Office is maintained by six committees of the Central Conference. These "Committees of the Central Conference" are a mirror image of ACPO's own internal committee structure. ACPO's Traffic Committee nominates two members to serve on the Traffic Committee of the Central Conference. They are joined by two civil servants from the Police Department of the Home Office and a permanent representative of the Department of Transport's Road Safety Division. This standing committee provides ACPO with a line of communication to both the Home Office and the Department of Transport.

The Medical Committee on Accident Prevention (MCAP), a charitable trust which receives grants from the DHSS and the Department of Transport, is a forum for discussion with medical interests. The MCAP has both a Transport and an Alcohol Committee, and brings together representatives of the TRRL, the British Medical Association, and the Royal Colleges. The MCAP has been quite influential on drink driving policy. Dr Andrew Raffell, former chairman of the MCAP and Chief Medical Officer for London Transport, sat on the Blennerhassett Committee which examined drink-driving legislation in 1976.

The Department also has contact with parliamentary bodies, such as the House of Commons Select Committee on Transport, the All Party Group on Transport Safety and the influential Parliamentary Advisory Committee on Transport Safety (PACTS). This 50-strong, all party group provides another important forum, having associate members from many of the same medical, police, road-safety and motoring organisations that serve on RoSPA's Committees. These include university professors and researchers, community physicians, paediatricians and casualty surgeons, representatives from professional institutions, motoring organisations, trades associations and specialist transport safety groups. The broad-based nature of PACTS ensures not only that recommendations are based on the most up-to-date research evidence available, but that they are related to cost and practical considerations.

PACTS was founded in 1979 by a group of Members of Parliament, researchers and professionals, concerned to bring the urgent need for measures to reduce the number and severity of transport accident casualties to public and parliamentary attention. Initially without a focus for activities, the 1981 Transport Act gave the group an impetus that led to constructive and successful briefing of Members of both Houses of Parliament at all stages of the Act. These activities led to a broadening of membership and interest in the group, which is now formally a Trust, employing a full-time co-ordinator and self-sufficient from grants and membership subscriptions.

The main interest, expertise and influence of PACTS is in the realm of road and air transport, though it also serves as a forum for discussion on all aspects of transport safety. The main work is conducted by the General Committee, and six technical working parties covering the following areas: Road Environment, Fitness to Drive, Road-User Behaviour, Vehicle Design, Air Safety and Transport Accident Statistics.

The Health and Safety Executive (HSE) is the nexus for the fifth organisational network concerned with alcohol and safety. Members of the Railway Inspectorate attend the HSE management board and the Inspectorate is in touch with HSE initiatives on alcohol and work policies. Detailed discussions take place between the railway unions and management in the Health and Safety Commission's Railway Industry Advisory Committee, which is chaired by the Chief Inspecting Officer of Railways. The Commission, which has union representatives, provides all sides of industry with another opportunity to discuss alcohol and safety issues (see Department of Employment).

The Marine Directorate is not in touch with non-governmental organisations over alcohol policy, dealing mainly with the trade associations for shipping, the General Council for British Shipping (GCBS) and the smaller Standby Vessels Operatives Association, and the seafarers' trade unions, principally the National Union of Seamen and NUMAST. The Civil Aviation Branch is only in contact with the Civil Aviation Authority, which deals mainly with the airlines and trade unions. The Accident Investigation Branch is not in touch with any alcohol agencies.

THE HOME OFFICELEAGUE 1, DEPARTMENT (v)Introduction

The Home Office is one of the oldest departments and is, in essence, a cross between a Ministry of the Interior and a Justice Ministry. Its central concern is for law-enforcement issues. As a result it is frequently depicted as a 'regulatory' department but precisely because of its interest in the practicalities of law-enforcement, one of its principal and abiding aims is to resist the constant pressure from other parts of Government to solve every problem with a fresh set of laws. It employs a work force of about 35,000 and in the Supply Estimates for 87/88 it had a budget of £4.8 billion. The Secretary of State for the Home Department is a member of the Cabinet and is represented on the Inter-Departmental Group on alcohol misuse. There are three Ministers of State and a Parliamentary Under Secretary of State.

Alcohol Responsibilities

In 1979, the CPRS indicated that the Home Office had a leading interest in five alcohol-related areas;

- * Licensing law.
- * Offences of drunkenness.
- * Other criminal offences associated with consumption of alcohol and treatment of offenders with alcohol problems.
- * Police interest in drink related road accidents.
- * Broadcast advertising of alcoholic drinks in the context of the Home Office sponsorship responsibilities for broadcasting.

The Home Office now prefers to describe the penultimate responsibility as:

- * Police enforcement of drink drive laws.

The first five areas of responsibility are for England and Wales. The sixth covers the UK.

Organisation

The Home Office has an important range of alcohol responsibilities which are co-ordinated by one official. The organisation of these interests is outlined in Figure 14.

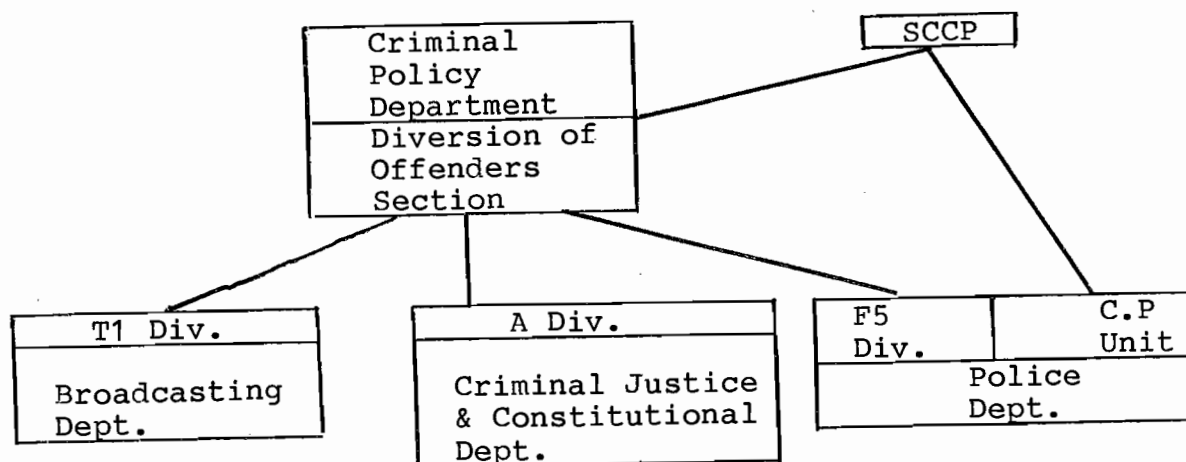


FIGURE 14: HOME OFFICE ORGANISATION OF ALCOHOL INTERESTS AND CO-ORDINATION ARRANGEMENTS.

Liquor licensing matters are the concern of a Liquor Licensing Section within A Division - one of 3 Divisions within the Criminal Justice and Constitutional Department which also contains HM Probation Inspectorate. The Liquor Licensing Section comes under a Principal and has a staff of three and clerical support. The two other Sections in the Division deal with relations with the Channel Islands and the Isle of Man, whilst a fourth handles a range of miscellaneous matters including overall policy on human rights, civilian gallantry awards, Royal matters, shops' law and relations between Church and State.

The primary organisational focus for general policy on pedestrian drunkenness together with other criminal offences associated with the consumption of alcohol and the treatment of offenders with alcohol problems, is located in C1 Division in the Criminal Policy Department. The Criminal Policy Department contains four Divisions and the Research and Planning Unit and Criminal Injuries Compensation Board. The Department maintains constant oversight of the workings of the criminal law and, in

particular, levels of offences and current trends in sentencing. C1 Division has a number of specific responsibilities located in four Sections whose chief responsibilities are (i) overall criminal policy, (ii) sentencing practices in criminal courts, (iii) young offenders, and (iv) the diversion of offenders from the criminal justice system. 'Alcohol and offending' issues can arise in any of these four Sections but the 'lead responsibility' for this topic is vested in the Diversion of Offenders Section which currently has a staff of 6 comprising two Principals, one HGE, one EO, one administration trainee and one clerical officers. One of the two Principals in charge of this Section has a co-ordinating role in respect of alcohol and criminal justice policy issues not only within C1 Division but also within the Department and, where necessary, within the Home Office itself. The co-ordinating role can involve the Principal in servicing meetings, commenting on research and policy proposals and the preparation of papers on all aspects of the law, alcohol and offending. The Principal is one of the two Secretaries to the Inter-Departmental Group on Alcohol Misuse. The other Secretary is the Principal in charge of CMP2(a) in the DHSS.

Alcohol issues figure prominently in the field of crime prevention. The Home Office seeks to stimulate the development of crime prevention measures through the Standing Conference on Crime Prevention (SCCP), a quasi-independent forum established twenty years ago with a membership drawn from the Home Office, other government departments, the business world, local authorities, voluntary organisations and the police. Current prevention topics are addressed by Working Groups and their reports are presented to the Standing Conference's annual meeting. Each Working Group has a member and a Secretary usually supplied by the Crime Prevention Unit located in F3 Division within the Police Department which deals with crime prevention and police operations against crime. The Crime Prevention Unit has a current staff of twenty consisting of civil servants, researchers and members on secondment from other organisations such as the Hanson Trust, the National Association for the Care and Rehabilitation of Offenders (NACRO) the National Westminster Bank and others. Seconded staff work closely with civil servants in the Unit and bring specific skills and wide organisational contacts to a variety of topics such as the dissemination of 'good practice', organising specific crime prevention programmes and raising private funds to underwrite prevention initiatives. However, not all Working Group recommendations are necessarily endorsed by the Home Office or are directly promoted by the Unit. In many cases the promotion and implementation of recommendations is left to the organisations represented on the Working Groups. The 'alcohol Principal' from the Diversion of Offenders Section links the Criminal Policy Department with the Crime Prevention Unit and exercises a specific co-ordinating role in respect of any crime prevention matters which have an 'alcohol dimension'. In 1985, for the first time, Working Group reports were presented in open session in an attempt to promote interest in the work being done and to encourage the implementation of recommendations.

The SCCP has touched on alcohol-related subjects. For instance, in 1986 one of the five reports presented was entitled 'The Prevention of Violence Associated with Licensed Premises' (others were 'Residential Burglary', 'Car Security', 'Shop Theft' and 'Commercial Robbery'). In 1987 a Working Group under the Chairmanship of Baroness Masham considered the topic of 'alcohol and young people'. The Group reported in November 1987 and one of the first tasks of the Inter-departmental Group was to consider its thirty-four recommendations. In addition, the Home Office Research and Planning Unit has recently completed a study into city centre disorder, the results of which have major crime prevention implications. Entitled 'Drinking and Disorder in the City Centre: A Policy Analysis' it has been published as Chapter 4 in Implementing Crime Prevention Measures (Home Office Research Study 1986), London, HMSO. 1985.

Police enforcement of drink driving law is the responsibility of F5 Division, one of eight Divisions within the Police Department. This Division contains three Sections dealing with (i) the Police Dependents' Trust, (ii) Police Training and (iii) Road Traffic. The Road Traffic Section is headed by a Principal assisted by two HEOs and two EOs plus clerical support. It deals with a wide range of traffic law issues but roughly 50% of its time is devoted to drink driving law enforcement issues such as approval of evidential breath testing machines, monitoring test and conviction rates and providing an input into drink driving policy debates.

Whilst the Diversion of Offenders Section within C1 Division in the Criminal Policy Department provides a focus for drink related criminal justice policy questions, there is no similar focus within the Police Department for drink related law-enforcement issues. These can arise in any of the Department's other six Divisions, especially F2 (Police Practice and Procedures) and F8 (Public Order and Firearms).

Oversight of the legislation relating to broadcasting, including the broadcast advertising of alcoholic drinks, is the responsibility of the Broadcasting Department which contains two Divisions. T2 Division deals, amongst other things, with the financing of broadcasting, which includes setting the BBC license fee and the levy on independent television companies. T1 Division is headed by an Assistant Secretary and deals with the constitutional position of the broadcasting and cable authorities. The Division has a current staff of only five, comprising the Assistant Secretary, two Principals and two HEOs. All matters relating to the constitutional position of broadcasters are the responsibility of T1 Division. However, it has no direct interest in either the content or implementation of the self-regulatory Codes of Practice governing broadcast advertising in the UK. The obligation to maintain Codes of Practice is laid upon the Independent Broadcasting Authority (IBA) by the Broadcasting Act 1981, and on the Cable Authority by the Cable and Broadcasting Act 1984, and they decide both on the

appropriate content of Codes and how they should be administered, although the Acts oblige them to consult with the Secretary of State from time to time. However, the legislation does give the Home Secretary power to ban a specific class or description of advertisements and this power was employed to end the advertising of cigarettes and cigarette tobacco on television in 1965. The power has not been employed in respect of any area of alcohol advertising.

Intra-Departmental Liaison

Alcohol related issues are increasingly important within the Home Office's wide-ranging law-enforcement responsibilities. Links over such issues are particularly well-developed between the Criminal Policy and Police Departments and are promoted by the 'alcohol Principal' from the Diversion of Offenders Section within Criminal Policy C1 Division. In addition to the general co-ordinating role in respect of alcohol, the Principal has specific crime prevention responsibilities which strengthen the links between the Criminal Policy Department, the Crime Prevention Unit and the SCCP. The Liquor Licensing Section within A Division in the Criminal Justice and Constitutional Department also has close links with the Crime Prevention Unit and the Standing Conference, given the current proposals to reform licensing law and the Home Office interest in licensed premises and disorder. The Road Traffic Section in the Police Department's F5 Division is involved in internal consultations over alcohol issues as appropriate.

T1 Division in the Broadcasting Department lies well outside this network of intra-departmental 'alcohol contacts' but it is consulted over specific alcohol and advertising issues. Other parts of the Home Office's organisational structure, such as the Probation Inspectorate and the Prison Department, will be drawn into consultations over alcohol-related issues where this is appropriate. The Research and Planning Unit has undertaken research into alcohol-related issues and the Statistical Department provides data to inform policy making throughout the Home Office. The Road Traffic Section liaises particularly closely with Division One within the Statistical Department. This Division maintains, along with other data, statistics on fire arms, immigration and a variety of offences including drinking and driving.

Inter-Departmental Contact

The Home Office consults, and is consulted by, a variety of departments on the law enforcement dimension of alcohol policy issues. Its network of inter-departmental contacts is outlined in Figure 15.

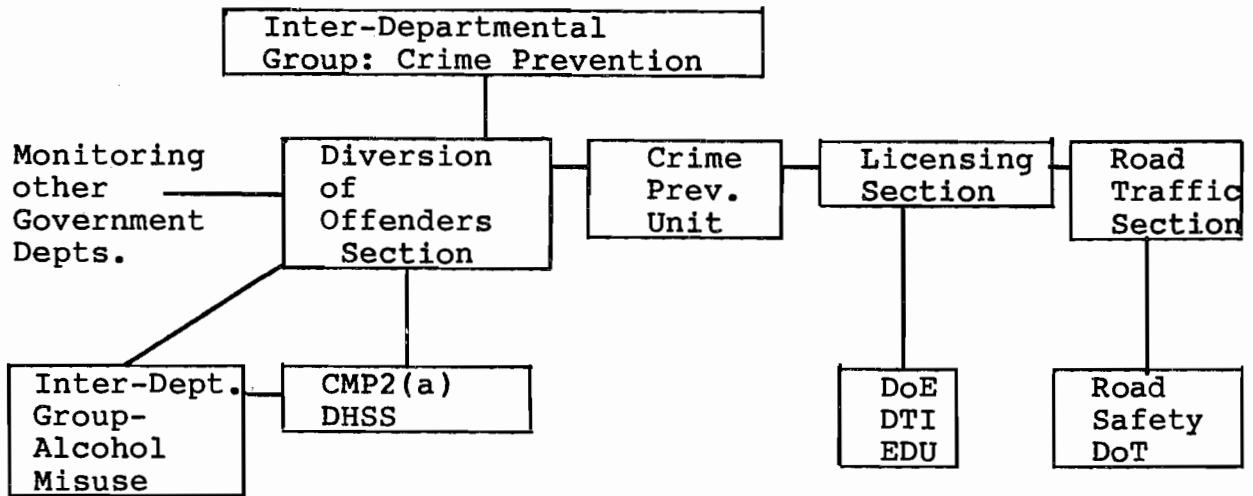


FIGURE 15: HOME OFFICE PRINCIPAL INTER-DEPARTMENTAL ALCOHOL POLICY LINKS

The Principal from the Diversion of Offenders Section in Criminal Policy Department has a co-ordinating role within the Home Office in respect of alcohol issues. This Principal also monitors other Departmental policies which might have implications for the criminal justice system and Home Office crime prevention initiatives.

Government-wide co-ordination on crime prevention issues is promoted by an Inter-departmental Group on Crime Prevention with Ministerial members drawn from the DHSS, the Department of Transport, the Department of Education and Science, Department of Energy, Department of the Environment, Treasury, Department of Employment, Health and Safety Executive, Department of Trade and Industry and the Scottish, Welsh and Northern Ireland Office. It is advised by civil servants from the Home Office's F3 Division and, where appropriate, by the 'alcohol Principal' from the Diversion of Offenders Section in C1 Division. Home Office oversight of alcohol policy has been enhanced by the Principal's role as joint Secretary to the Inter-departmental Group on Alcohol Misuse.

The Diversion of Offenders Section has close links with the DHSS and in particular the CMP2(a) Section in the Children Maternity and Prevention Division and its associated Alcohol Misuse Client Team. The 1971 Home Office report for the Working Party on Habitual Drunken Offenders transferred responsibility for habitual drunken offenders' rehabilitation to the DHSS

although, of course, the police retain responsibility for enforcing the law. The report recommended the establishment of 'detoxification centres' to which drunks could be taken for care, assessment, and advice and where, if necessary, further help and assistance could be arranged. A small number of such centres were established although central funding has now been discontinued. Nevertheless, the Home Office and the DHSS maintain close contacts over the health and social service provision available for such offenders.

The DHSS has also been involved in discussions over the proposals to reform licensing law. The other principal inter-departmental contacts over liquor licensing issues are with the DoE, MAFF and the DTI. The tourist industry, which has been at the forefront of the campaign to relax the liquor licensing hours in England and Wales, is sponsored by the DoE. Its Small Firms and Tourism Division (SFT) has three branches one of which, SFT3C liaises with other Government departments over key education and training issues and the reform of the liquor licensing hours. However, although SFT3C retains its interest in permitted hours for licensed premises the lead on this topic has since 1985 been taken by the Enterprise and De-regulation Unit (EDU) which moved with Lord Young from the DoE to the DTI. The EDU is a central task force, with staff drawn from a variety of Government departments and business organisations. It is responsible for promoting de-regulation throughout Whitehall. Every department has nominated officers responsible for pursuing de-regulation objectives and many departments have their own de-regulation Units. The EDU has a co-ordinating function in the Whitehall-wide attempt to reduce the volume of existing regulation and to ensure that new regulations do not impose unnecessary costs on businesses.

The Road Traffic Section is in regular contact with the Road Safety Division within the Department of Transport. This Division is responsible for such matters as environmental safety measures, the Highway Code and the Department of Transport's drink driving campaigns. The Principal in charge of Branch RS1 in the Road Safety Division takes the lead interest in alcohol, road safety and related legislation. An Inter-Departmental Advisory Committee was formed in 1984 to examine a number of road safety issues. It is chaired by the Under-Secretary from the Road and Vehicle Safety Division and its members are drawn from the DHSS, the DES and the Home Office. Shortly after it was formed, the IDAC created a Working Group to examine drinking and driving but this Group is currently in abeyance. The Principal in charge of the Road Traffic Section is a member of the Road Traffic Law Review, a Departmental Committee of Enquiry set up by the Department of Transport following a report by the Transport Committee of the House of Commons which examined ways of reducing road traffic casualties (first Report from the Transport Committee Session 1984-5, HC 103 - 1-2-3)

Non-Departmental Contacts

Until September 1986, responsibility for liquor licensing issues were located in a Section within E3 Division of the Home Office's General Department, where it lay alongside Sections concerned with such topics as election matters and procedures, parliamentary boundaries and betting and gaming laws. These responsibilities were re-distributed in a move designed to 'slim-down' the Home Office's organisational structure. The re-location of liquor licensing in the Criminal Justice and Constitutional Department was seen as particularly appropriate since that Department has close links with the Magistrates Association and the Society of Clerks to the Justices and A Division is also responsible for shop law which has a close and obvious connection with liquor licensing. The Liquor Licensing Section also maintains contact as necessary, with other groups such as the Retail Trade Consortium, the Brewers Society and restaurateurs. Contact with the various Tourist Boards is through their sponsoring Department, the DoE. Group pressure in favour of licencing law relaxation appears strong. However, given the Government's own ideological dispositions, groups in favour of liberalisation have been 'pushing at an open door'. Their influence may be less than supposed since Government regards them as having little to offer in the way of concrete evidence and feels that it knows as much (or even more) as they do about the practical implications of policy options under review.

The Road Safety Section maintains close and continuing contacts with the Automobile Association (AA) and the Royal Automobile Club (RAC). It will also have contact as necessary with organisations such as the recently formed, and increasingly influential, Campaign Against Drinking and Driving (CADD) and a wide range of organisations represented on the Royal Society for the Prevention of Accidents' (RoSPA) National Road Safety Committee. This brings together many different organisations in the road safety field including (among many others) representatives from the DES, the Freight Transport Association, the Institute of Road Safety Officers, the Motor Agents Association, the British Cycling Federation and the Bus and Coach Council.

The Home Office's law-enforcement responsibilities means that the police are the major non-departmental group consulted in relation to a wide range of policy issues including liquor licensing, 'alcohol and crime' and road safety. The Home Office is the sponsoring department for the police and there is a well-developed machinery to assist the two-way flow of information and exchange of views which is outlined in Figure 16.

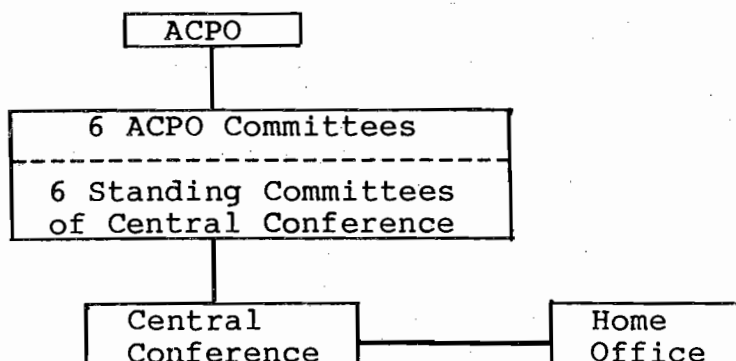


FIGURE 16: HOME OFFICE/ACPO CONSULTATIVE STRUCTURE

There are three organisations representing policemen. The Police Federation has approximately 1,000 members with a rank of Constable through to, and including, Chief Inspector. The Federation covers England, Wales, Scotland and Northern Ireland. The Superintendants' Association has members in England, Wales, Scotland and Northern Ireland and it includes those from the ranks of Superintendent and Chief Superintendent. Finally, the Association of Chief Police Officers (ACPO) has about 275 members holding ranks above Chief Superintendent; (in ascending order) Assistant Chief Constable, Commanders, Deputy Chief Constable and Chief Constables. The ACPO represents officers in England, Wales and Northern Ireland. A separate organisation, the Scottish ACPO, represents the most senior officers in that country. However, it contains only about 30 officers and the Scottish ACPO works very closely with its counterpart south of the border. The ACPO is a non-statutory body recognised by the Home Office and Government and it is the principal medium through which the views of the police are made known to both. The Home Office has less contact with the Police Federation or the Superintendants' Association.

The ACPO has two distinct functions. Firstly, it is the representative body of the most senior police officers in England, Wales and Northern Ireland. As such it maintains links with all political parties in the machinery of government. Secondly it seeks to encourage consistency in the implementation

of legislation throughout those police forces it represents. This consistency is developed and promoted through its committee structure. The ACPO has a regional structure with regional committees made up of ACPO members from that area. The Chairman of the regional ACPO committee is usually a Chief Constable. The Secretary is usually a Deputy Chief Constable or an Assistant Chief Constable. The 'ACPO year' runs from September to September. Each year, two members from the eight regional committees are nominated to serve on each of the six national ACPO committees. The twelve annual nominations from each ACPO Region are made by the Chairman of the Regional Committee after consultation with committee members. Each pair of nominations to the six national ACPO committees usually includes a Chief Constable. As far as possible, the other nominee to each national committee will be an ACPO member with some relevant experience in, or responsibility for, a particular area of concern covered by the national committee. The six national ACPO committees are;

- (i) The Crime Committee
- (ii) The Training Committee
- (iii) The Technical and Research Committee
- (iv) The Traffic Committee
- (v) The General Purposes Committee
- (vi) The Terrorism Committee.

The General Purposes Committee is a 'catch-all' committee and its remit includes pedestrian drunkenness and public order issues generally. The Terrorism Committee is a very recent innovation. All national ACPO committees meet about once a quarter. They consider issues of general concern and relevance to ACPO members. Their consideration of issues may be prompted by ACPO concerns or have their origin in government requests for information and views on a contemporary issue.

The ACPO's 'governing body' is the ACPO Council. It is made up of all Chairmen of the ACPO Regions and every Regional Secretary. The Council considers committee reports and recommendations and it may accept or reject them or refer them back for further consideration. If accepted by the Council, committees' recommendations become 'ACPO policy'. The Council seldom takes votes, preferring to reach a consensus, but if a vote is taken, Deputy Chief Constables and Assistant Chief Constables have no voting rights.

'ACPO policy' is not binding on Chief Constables. Under the Police Act (1964) Chief Constables have complete discretion over the implementation of their responsibilities. Thus, if the ACPO's national Traffic Committee recommended that motorists exceeding the 30, 40 and 70 MPH speed limits by less than, say,

Chief Constables would not be bound to accept this ruling in their force. However, most Chief Constables do accept ACPO policy on most occasions. Some, on some occasions, will not.

The entire ACPO organisation (regional committees, national committees and Council) is a "free structure" and the constitutional arrangements have been designed to allow flexible and open discussion of issues and the generation of debate. Much of this discussion and debate finds its way into government; more specifically, into the Police Department of the Home Office by way of another set of committees which are maintained by the twice-yearly Central Conference of Chief Constables.

Membership of the Central Conference consists of the ACPO President and Vice-President, the Chairmen of the eight Regional Committees and the Chairmen and Secretaries of the six national ACPO committees. The Central Conference is not part of the ACPO constitutional structure, but is a forum for ACPO-government discussions. As such, it is chaired by the Home Office Permanent Under-Secretary. Other members of the Central Conference include the Deputy Under-Secretary and Assistant Under-Secretaries from the Police Department of the Home Office.

The twice-yearly Central Conference considers major policies of mutual concern to ACPO and the Home Office. Continuing, lower-level, day-to-day contact between ACPO and the Home Office is maintained by six committees of the Central Conference which meet between Central Conferences, as the need dictates. These 'Committees of the Central Conference' are a mirror image of ACPO's own internal, national committees and are known as:

- (i) The Crime Committee of the Central Conference
- (ii) The Training Committee of the Central Conference
- (iii) The Technical and Research Committee of the Central Conference.
- (iv) The Traffic Committee of the Central Conference
- (v) The General Purposes Committee of the Central Conference
- (vi) The Terrorism Committee of the Central Conference.

The exact correspondence and name and function between the ACPO national committees and the committees of the Central Conference is a recent development and has been achieved by ACPO's reorganisation of its committees to achieve a complete 'fit'.

Members of the Central Conference Standing Committees are drawn from both the ACPO and the Home Office. Each ACPO national committee nominates two of its members to serve on the equivalent standing committee of the Central Conference. The Home Office

also nominates two appropriate members from the Police Department. If necessary, additional standing committee members can be co-opted either from the Home Office, other government departments, or, indeed, outside organisations. However, only one standing committee - the Traffic Committee of the Central Conference - has a permanent member who is not from ACPO nor the Home Office. This additional member is drawn from the Department of Transport.

The Central Conference and its standing committees provides the ACPO with a means of making its views known to Government (and vice versa). Alcohol-related topics are not uncommon in the ACPO Traffic Committee and the Traffic Committee of the Central Conference, and the ACPO General Purposes Committee and the General Purposes Committee of the Central Conference.

The ACPO has no views on the 'right' legal blood or breath/alcohol 'limit'. This they regard as a question for politicians (what should public policy be?) and the scientists (what effect does drink have on driving ability?). The ACPO contents itself with merely observing that, if asked, its own experience leads it to advise all motorists not to 'drink and drive'. Similarly, complex debates surround the relationship of drink to crime. The ACPO does not feel that it is qualified to make any contribution to these beyond observing that, in its members' own experience, drink is very frequently entered in 'mitigation' where many different kinds of offences are concerned.

ACPO's strongest links are with the Home Office Police Department. However, it also maintains links with a small range of other organisations, although not on an institutionalised basis. These include the NACRO, the Association of Chief Officers of Probation (ACOP), the National Association of Victim Support Schemes (NAVSS).

THE DEPARTMENT OF HEALTH AND SOCIAL SECURITY

LEAGUE 1: DEPARTMENT (vi)

Introduction

The Department of Health and Social Security (DHSS) was formed in 1968 when the Ministry of Health and the Ministry of Social Security were amalgamated. It employs a total workforce of about 90,000 working in London and the provinces. In 1987/88 the Health and Personal Social Services side of the Department had a supply estimate of £13.7 billion. The Secretary of State for Health and Social Services is a member of the Cabinet, and is represented on the Inter-departmental Group on Alcohol Misuse.

Below the Secretary of State there is a political and organisational division between health and social security. In the health area the Secretary of State is assisted by a Minister of Health and a Parliamentary Under-Secretary of State (Health and Personal Social Services). The equivalent posts for social security are filled by a Minister of State for Social Security and the Disabled and a Parliamentary Under-Secretary of State (Social Security).

Alcohol Responsibilities

In 1979 the CPRS indicated that the DHSS had a leading interest in four alcohol-related areas:

- * Trends in the effects of alcohol consumption.
- * Health and social service provision for victims of alcohol misuse.
- * Health education and alcohol.
- * Sponsoring research into alcohol abuse and related problems.

The second item fails to emphasise that much service provision is supplied by non-statutory agencies.

All these responsibilities are for England and Wales only.

Organisation

The foci for these leading interests are: (a) a Section within CMP2 Branch in the Children, Maternity and Prevention Division; (b) a Section in CMP1 Branch also located in the Children, Maternity and Prevention Division and an Alcohol Misuse Client Team. These organisational foci for alcohol issues within the DHSS are outlined in Fig 17.

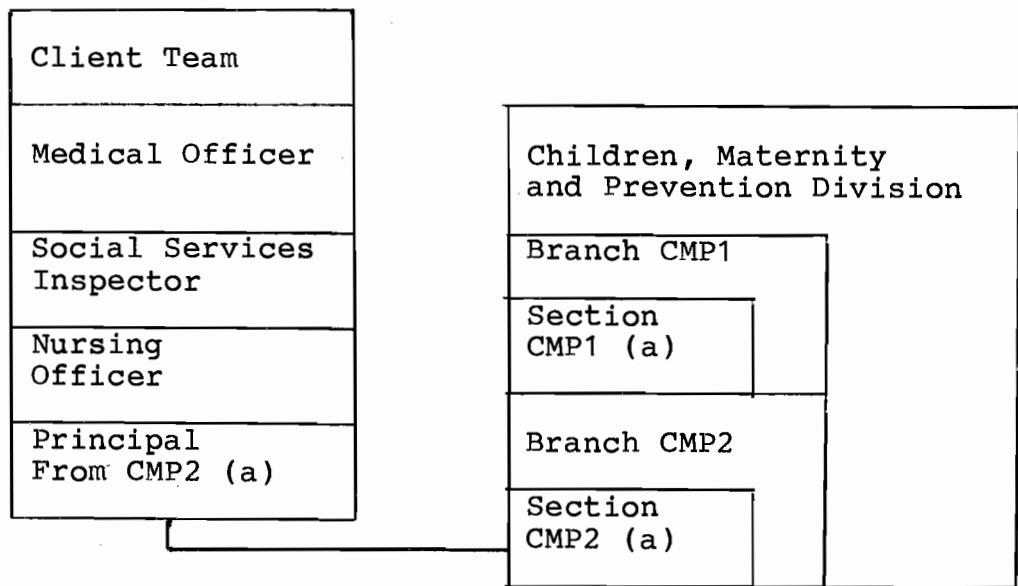


FIGURE 17: DHSS ORGANISATION OF ALCOHOL INTERESTS

CMP2 Branch is staffed by career, generalist civil servants and is headed by an Assistant Secretary. Its responsibilities cover alcohol and illegal drug misuse and violence in marriage. Section CMP2(a) deals with alcohol misuse and violence in marriage. Section CMP2(b) and (c) are solely concerned with illegal drug use. The Section with responsibility for alcohol is headed by a Principal and contains two Higher Executive Officers (HEOs) and two Executive Officers (EOs). The Section has one clerical officer whose time is shared between the group's different responsibilities. The Principal of CMP2(a) is one of the two Secretaries to the Inter-Departmental Group on Alcohol Misuse. The other Secretary is the Principal in charge of the Diversion of Offenders Section within C1 Division in the Home Office Criminal Policy Department.

Prior to 15 December 1986, CMP2 Branch was located in the Community Services Division where it was known as CS2. At this time it had an additional responsibility for some aspects of single homelessness. Before its move to the Children, Maternity and Prevention Division, the equivalent of five full-time posts were, roughly, devoted to alcohol issues. With the reduction in responsibilities, this is likely to rise slightly.

Health education is, clearly, an important component of any preventive strategy. The organisational focus for this policy area also lies in the Children, Maternity and Prevention Division. Branch CMP1's responsibilities cover health promotion and education, policy on smoking and health and nutrition, each of which is the responsibility of a separate Section. The health promotion/education Section, CMP1(a) is headed by a Principal and

contains 2 Senior Executive Officers, a Higher Executive Officer, two Executive Officers and a Clerical Assistant.

The Alcohol Misuse Client Team is drawn in large part from the professional hierarchies which lie alongside the main organisational spine of the DHSS. There are three such hierarchies representing the medical profession(s), nurses and social workers. Doctors are represented by the Medical Division which is divided up into many different occupational sub-groups. Nurses are located in the Nursing Division, whilst social workers are based in the (recently formed) Social Services Inspectorate.

The Alcohol Misuse Client Team consists of a Medical Officer, a Social Services Inspector, a Nursing Officer and the Principal in charge of the 'alcohol Section' within CMP2 Branch. The Medical Officer is drawn from MED/MHI, a subdivision of the Medical Division composed of psychiatrists with expertise in, among other things, drug and alcohol abuse. Alcohol first entered the health policy arena as a mental illness issue. The move to Community Services Division reflected a significant change of emphasis, as does the most recent shift to the Children, Maternity and Promotion Division, where alcohol will lie alongside illegal drugs, tobacco, and AIDS as a 'prevention issue'.

The Branches and Client Team are concerned with policies relating to all aspects of alcohol use and abuse. In broad terms the Department's policy on alcohol misuse is to promote prevention, stimulate early identification and encourage the development of local services. This approach, and the issues it raises are encapsulated in Drinking Sensibly, which was jointly published by the Health Departments of the UK in 1981. The document provides a 'government view' insofar as it is the agreed product of wide consultation among all departments with an interest in alcohol issues. It was labelled 'a discussion document' with the aim of generating more and better debate, especially among non-governmental groups and organisations.

Intra-Departmental Liaison

Close links are maintained between CMP2 and CMP1 Branches and the Client Team and together they can draw on many Departmental sources of advice and information. The main intra-Departmental links are outlined in Figure 18.

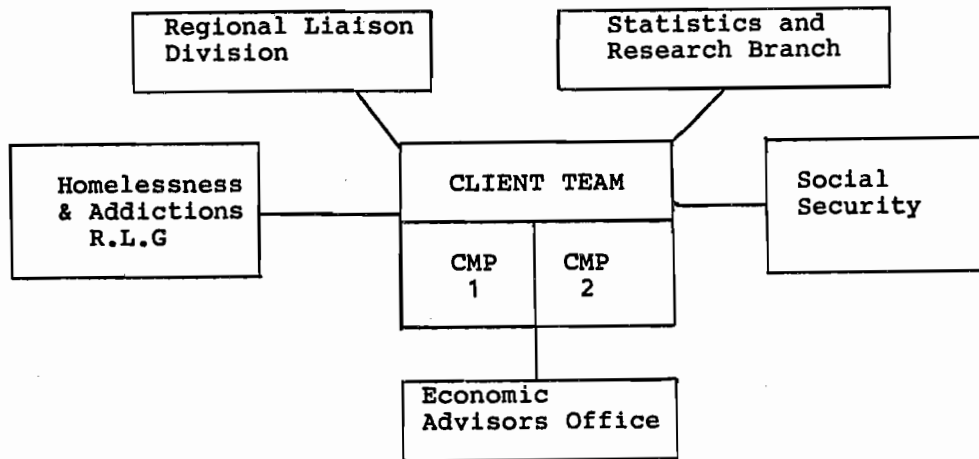


FIGURE 18: DHSS INTRA-DEPARTMENTAL ALCOHOL LINKS

The Client Team maintains contact with the Regional Liaison Division of DHSS, whose Branches are in constant touch with Regional Health Authorities (RHAs) in England and Wales on a daily basis over priorities, reviews of plans and many other issues as they arise. The Statistics and Research Branch has nominated officers available to advise the Client Team and produce information that may be required. The Team is also linked to the Office of Population, Censuses and Surveys (OPCS) through the Statistics Branch and have regular meetings, either to commission surveys or claim space on existing ones. There is also a nominated individual in the Economic Advisors Office who can be drawn on if the Team require advice on the economic aspects of alcohol policy. There is also contact with the social security side of the Department over such issues as hostel accommodation payments. Both CMP1 and CMP2 have access to the same Departmental sources of information and help either through the Client Team or through direct access.

Research is promoted by the Client Team in collaboration with the Homelessness and Addictions Research Liaison Group (RLG), one of a number of groups which discuss research priorities and proposals. Like other RLGs, it is composed of policy makers, scientific advisers, service advisers and research managers whose task it is to develop, implement and monitor research programmes. The Homelessness and Addictions RLG considers the need for research in the areas of alcohol misuse, drug misuse, solvent misuse, homelessness and violence in marriage. It has the task of evaluating research proposals, and monitoring progress. The commissioning of research is carried out by the Research Management Division. Alcohol research is the responsibility of one of the liaison officers within Research Management Division.

Inter-Departmental Contacts

With its important cluster of 'leading interests', the DHSS consults and expects to be consulted by all Government Departments on a variety of alcohol issues. These contacts can be formal or informal. On important policy issues, the main

informal connection between the DHSS and other Departments will be at Assistant Secretary level (i.e. Branch heads). Recently, these links were used for discussions with the Home Office over liquor licensing. Informal, day-to-day contact over less prominent issues is conducted by Principals. The principal inter-Departmental links are identified in Figure 19.

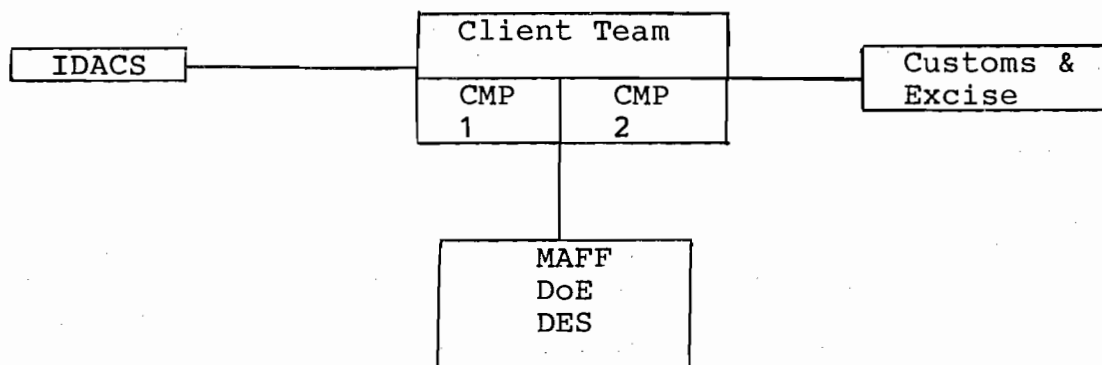


FIGURE 19: DHSS INTER-DEPARTMENTAL ALCOHOL LINKS

Formal liaison in the form of inter-Departmental working groups or inter-Departmental committees (IDACs) are often employed. For example, three years ago the Customs and Excise Department chaired an inter-Departmental working group on a European Court judgement in relation to excise duties. A representative from CMP2 (then CS2) Branch played a part in these discussions. At about the same time, the Department of Transport led in the establishment of an IDAC on road safety issues. Drinking and driving was originally excluded from its remit. Its membership does not include anyone from the Client Team, nor CMP2(a), although the DHSS has other representation because of its interest in: (i) the safety of NHS vehicles; and (ii) the many costs borne by the Service as a result of road accidents of all kinds. However, shortly after its inception, the IDAC spawned a working group to examine the drinking and driving issue. The Client Team is represented on this Group which held an inaugural meeting in 1985 bringing together representatives from the Department of Transport, the Transport and Road Research Laboratory (TRRL), the HEC and Alcohol Concern. The Group hoped to include the Home Office in future deliberations over drink driving issues. At the moment, the Group is in a state of suspended animation but could be rejuvenated if any of its members felt it would be a useful forum for further discussions.

Alcohol education issues bring CMP1 and the Department of Education and Science (DES) into occasional contact, mainly through non-Departmental forums such as the now-defunct HEC and the Teachers Advisory Council on Alcohol and Drug Education (TACADE). Branch CMP1 is currently charting all the 'prevention relevant' activities of other government departments. It has identified prevention issues of one sort or another across the entire range of government policy.

There is an annual, pre-Budget exchange of positions between the DHSS and Customs and Excise, where the Department represents health and social aspects of alcohol. Contact with the Treasury, which has the ultimate responsibility for deciding on such matters, is restricted to Ministerial level. Other ad hoc contacts might include the Ministry of Agriculture, Fisheries and Food (MAFF) and the Department of Employment over such topics as, say, the labelling of drinks and alcohol and work policies which are designed to identify and help employees in all kinds of workplaces who may have an alcohol problem.

Non-Departmental Contacts

The DHSS has a wide range of contacts with professionals in health, social services and the non-statutory sectors. In particular, the Department's own medical officers are frequently used as channels of communication by the various Royal Colleges and the British Medical Association (BMA) on issues of concern. However, the Department's professional hierarchies are not simply reactive. Pressure can, and does, go both ways, depending on Departmental commitment and interest in an issue or policy area. Ministerial concerns and enthusiasms have an important part to play in raising the 'visibility' of issues and generating a 'proactive' Departmental stance. Some of these extensive links are charted in Figure 20.

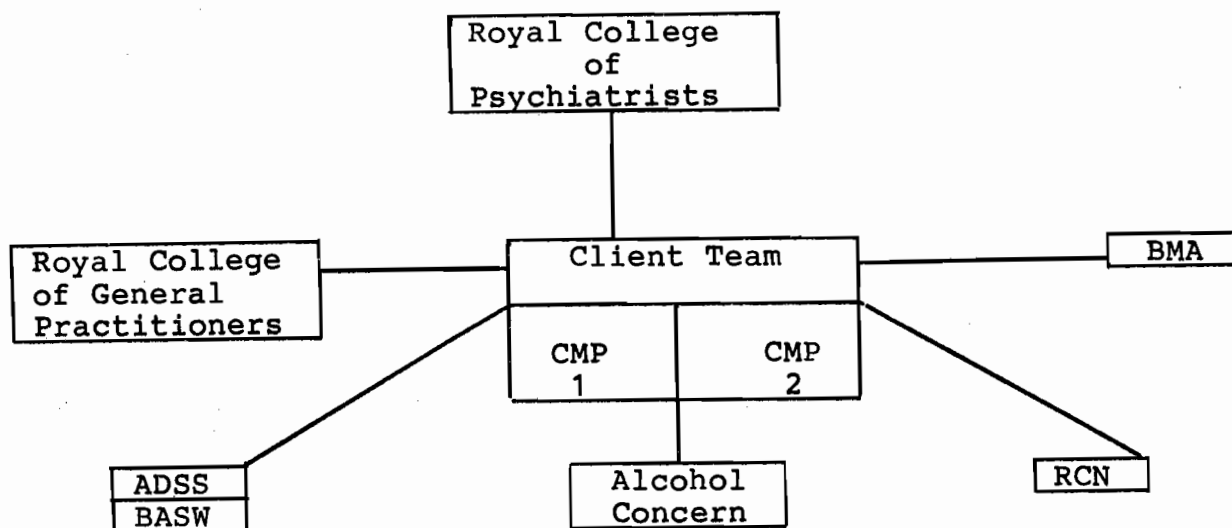


FIGURE 20: DHSS PRINCIPAL NON-GOVERNMENTAL ALCOHOL CONTACTS

Departmental links with various professionals concerned with alcohol misuse are varied. A close relationship is maintained with the Royal College of Psychiatrists and the Medical Officer

on the Client Team is an observer on the Executive Committee of the College's Substance Misuse Section. There is less continuous contact with other organisations such as the Royal College of Nursing (RCN), the BMA and the Royal College of General Practitioners (RCGP). The British Association of Social Workers (BASW) and the Association of the Directors of Social Services (ADSS) can make their views known to the Department through the Social Services Inspectorate. The Medical Council on Alcoholism (MCA) used to be a useful channel for medical opinion on alcohol matters, but since the establishment of Alcohol Concern - which replaced the major, national groups active in the alcohol field - the MCA has declined in influence. Its place has been largely taken by Alcohol Concern's Medical Sub-Committee. This is regarded by the Department as a valuable forum since it incorporates a wide variety of medical opinion, including representatives from the BMA and the Royal Colleges.

The link between the DHSS and Alcohol Concern is closer and more co-operative than the previous relationship with the voluntary agencies which it displaced. Before their re-organisation the national agencies appear to have been seen by the DHSS as an instrument of policy rather than a source of advice and critical appraisal. Because of this, the voluntary agencies felt they had to 'lobby' the Department by exerting political pressure through Parliament and the media. For its part, the DHSS regarded many of the agencies as both undemocratic and autocratic. In contrast, Alcohol Concern has a much more democratic structure and consultation and co-operation appears to be facilitated by its greater representativeness. The Department maintains virtually daily contact with Alcohol Concern and a DHSS observer is present at most of the organisation's important meetings.

The DHSS-sponsored Advisory Committee on Alcoholism which produced three reports on alcohol issues in the late '70s, was a major example of formal consultation with interested groups in this policy area. The Committee was composed of GPs, psychiatrists, social workers, representatives from the voluntary agencies and members of the Client Team.

Until recently, Section CMP1 (a) liaised closely with the Health Education Council (HEC) over priorities and funding. At the start of every financial year, joint DHSS-HEC discussions were held to agree HEC priorities for the next 12 months. Progress was reviewed at the end of each year. Day-to-day contact involved oversight of the HEC's finances and provision of support and information 'as necessary'. In addition, the Assistant Secretary in charge of the old CS2 Branch sat on the HC's Alcohol Programme Planning Group. CMP1 (a) facilitated links between the HEC and DHSS professional groups particularly specialists in health education, located in the Medical Division. These specialists maintain regular contact with bodies such as the Society of Health Education Officers and liaise closely with the Health Education Unit at the University of Exeter. They also have strong links with the media, particularly television, which is an important educational resource especially for young people at school. CMP1(a) will continue to facilitate these links for

the new Health Education Authority. Health Education issues bring the DHSS into some contact with the Teachers Advisory Council on Alcohol and Drug Education (TACADE) which provides a link to the DES, since its Board contains a member of Her Majesty's Inspectorate (HMI). Occasionally, the TACADE might be approached directly by the DHSS or the DES to comment on position papers, policy initiatives or educational materials.

The DHSS has an International Relations Division which handles enquiries from the European Economic Community (EEC) and the World Health Organisation (WHO). International Relations 'farm out' any enquiries and issues arising from these sources to the appropriate policy divisions, and alcohol abuse or health prevention questions will come to rest with CMP2(a) or CMP4 respectively.

DEPARTMENT OF EMPLOYMENTLEAGUE 1, DEPARTMENT (vii)Introduction

The Department of Employment, originally known as the Department of Employment and Productivity, was formed out of the post-War Ministry of Labour in 1968. Its principal aim is to encourage the development of an 'enterprise economy' through the creation of a greater degree of self-employment and business-ownership. The Department itself is quite small, as many of its previous functions have been devolved to three non-departmental public bodies: the Health and Safety Commission, the Advisory Conciliation and Arbitration Service and the Manpower Services Commission. Collectively, these organisations are known as the Department of Employment Group. The Group's budget was in the region of £4,000m. in 1986/87. Around £3,000m of this was expenditure on employment and training programmes. Two of the Department's Ministers are Cabinet members, the Secretary of State for Employment and the Paymaster General. It is represented on Inter-Departmental Group on Alcohol Misuse.

Alcohol Responsibilities

The CPRS credited the Department of Employment with a leading interest in:

- * The effect of alcohol misuse on accidents, absenteeism and productivity in Great Britain.

This fails to convey the full extent of the Department's interest in alcohol-related issues. Its central interest is focussed on:

- * The effect of alcohol control policies on employment generally.
- * The effect of alcohol control policies on the tourist industry.

All of these responsibilities are for Great Britain. In Northern Ireland, similar responsibilities are discharged by local agencies.

Organisation

Within the Department of Employment Group there are at least four administrative units with a direct or indirect interest in some aspect of alcohol policy. The Health and Safety Executive and Commission are concerned with alcohol and safety and convey views to Ministers both directly and through the Department of Employment's Health and Safety Liaison Branch. Within the Department itself, general concerns about the effects of alcohol control policies on employment in the brewing and distilling

industries are dealt with by the Employment Policy Branch, while more specific concerns about the effects of liquor licensing hours on tourism are shared between the Small Firms and Tourism Division and the Enterprise and Deregulation Unit (EDU), a central government task force which was based in the Department of Employment until 1987, when it moved with Lord Young to the Department of Trade and Industry.

Health and Safety Executive

Drinking can pose special problems in the workplace: in some occupations even a small amount of alcohol increases the risk of industrial accident, while in others the ready availability of alcohol can lead to excessive consumption. Figure 21 shows the units within the Department of Employment Group concerned with developing an awareness of, and a response to, these problems within the workplace.

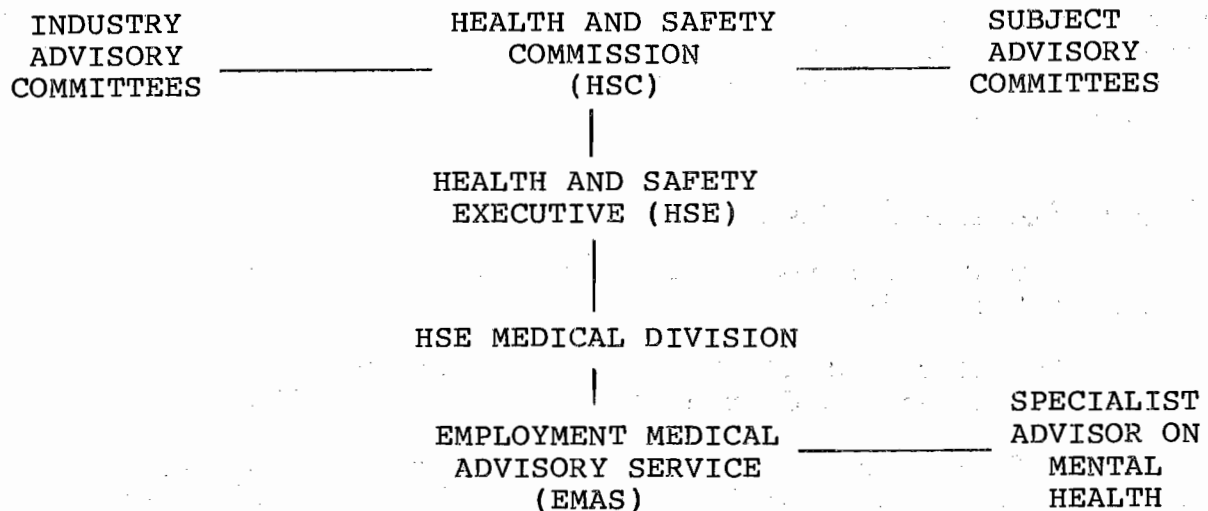


FIGURE 21: UNITS WITHIN THE DEPARTMENT OF EMPLOYMENT GROUP RESPONSIBLE FOR ALCOHOL AND WORK POLICIES.

The day-to-day responsibility for encouraging an awareness of alcohol-related problems and for issuing guidance on alcohol and work place policies rests with the Health and Safety Executive (HSE), which was established in 1974 under the Health and Safety at Work Act. The HSE is responsible to the Health and Safety Commission (HSC), also established by the 1974 Act. The Commission is responsible, in turn, to Parliament, through the Secretary of State for Employment. The Secretary of State appoints the Commission's chair and up to nine members - three after consultation with organisations representing employers, three after consultation with organisations representing

employees, and three after consultation with local authority associations.

The HSC is assisted by eleven industry advisory committees, covering such industries as agriculture, construction and oil. There are also seven subject advisory committees, including one for occupational health matters. The HSC has overall responsibility for the development of policy towards issues like alcohol and work, and for the advice on health and safety matters given to government, employers and employees. In discharging these responsibilities the Commission is not confined to a purely advisory role; it encourages industries to adopt codes of conduct which will lead to greater safety in the workplace and, where this is insufficient, may propose changes in legislation to government.

The HSE is the Commission's operational arm. The HSE employs about 3600 staff, including four inspectorates of agriculture, mines and quarries, factories and nuclear installations. The HSE has a Medical Division, which, through the Employment Medical Advisory Service (EMAS), provides advice on medical matters to employers, occupational health services, employees and trade unions. In developing this service, the HSE draws on the professional advice of consultants in several different branches of medicine; a Consultant Psychiatrist advises the HSE on problem drinking, as part of a general responsibility for mental health.

In 1981 the HSE, the Department of Employment and the Health Departments jointly published The Problem Drinker at Work, which urged management and unions to develop policies which would 'make it possible for employees who are problem drinkers to come forward and be given help'. 'Alcohol and work' policies are based on the recognition, by employers and employees, that problem drinking is a 'health problem', which should be dealt with in the same way as other occupational health issues. Where such policies are adopted, those in need of help are given the opportunity to seek appropriate assistance and support, and continue to enjoy the same employment and pension rights as employees with other forms of ill-health. Under Section 2(3) of the 1974 Health and Safety at Work Act, all those who employ more than five people are responsible for drawing up a written health and safety policy, and employers have been advised to publicise the existence of alcohol and work policies in this statement (HSE 1981, p.5).

The HSE's initiative in publishing The Problem Drinker at Work prompted the Civil Service management and staff sides to begin negotiations over alcohol and work policies through the National Whitley Council machinery, and individual government departments have now adopted, or are in the process of adopting, their own policies based on agreed guidelines. The involvement of Civil Service trade unions, such as the Prison Officers Association, in negotiations over some of these departmental policies has been indirectly responsible for the TUC developing its own position on problem drinking.

Employment Policy Branch

The leading interest in levels of employment in the brewing and distilling industries rests with the sponsoring department, the Ministry of Agriculture, Fisheries and Food (MAFF). However, any proposals to reduce per capita alcohol consumption which might lead to a decline in employment in the alcoholic drinks industry would also be a matter for the Employment Policy Branch, responsible for assessing the employment effects of different government policies. Employment Policy is headed by an Assistant Secretary.

Small Firms and Tourism Division

The tourist industry has been at the forefront of the campaign to relax the liquor licensing hours in England and Wales. The English Tourist Board and the British Tourist Authority are largely independent bodies, although financed by government, and have lobbied energetically for changes to a law they believe has a detrimental effect on the tourist industry. In July 1986, the British Tourist Authority wrote to all Members of Parliament seeking their support for a relaxation of the law. The tourist industry is sponsored by the Department of Employment, a responsibility which is located in the Small Firms and Tourism Division (SFT). Some aspects of the internal organisation of the SFT Division is shown in Figure 22.

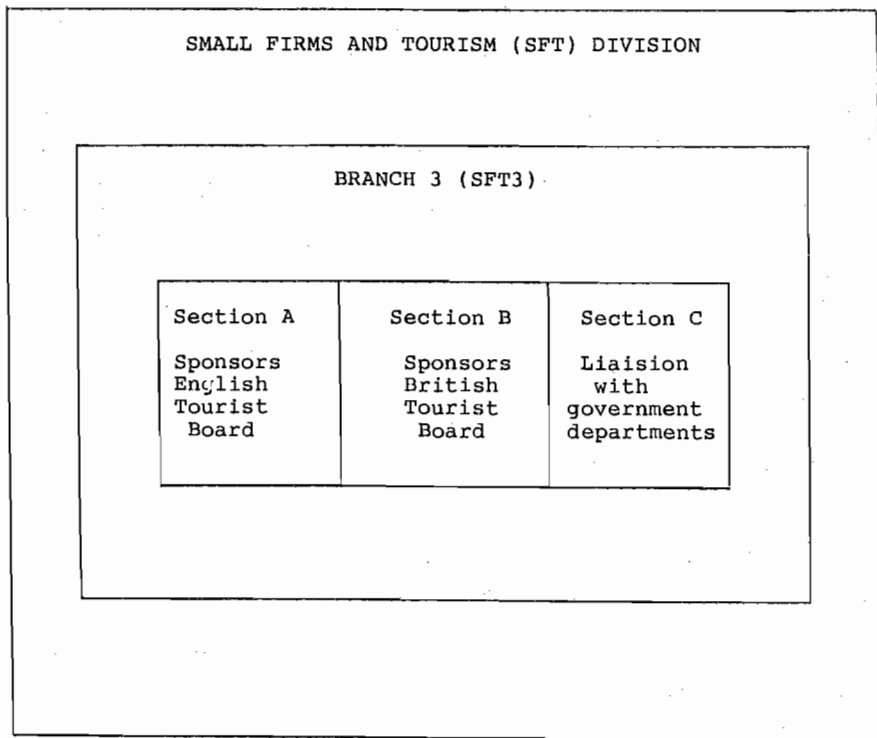


FIGURE 22: UNITS WITHIN THE DEPARTMENT OF EMPLOYMENT SPONSORING THE TOURIST INDUSTRY

The SFT Division, which is headed by an Under Secretary, has three Branches: two of the three are concerned with promoting small businesses and one with tourism. The Branch concerned with tourism, SFT3, is headed by an Assistant Secretary and is divided into three sections. Section A deals with matters relating to the English Tourist Board, while Section B is concerned with the affairs of the British Tourist Authority. Section C liaises with other government departments over key issues like education and training, and the reform of the liquor licensing hours. Section C has two Administrative Officers, and a Principal.

Although SFT3C retains its interest in the permitted hours for licenced premises, since 1985 the lead has been taken by the Enterprise and Deregulation Unit, currently located in the DTI. The EDU is a central task force, with staff drawn from a number of government departments and business organisations, charged with pursuing deregulation throughout Whitehall. Other Departments have officers responsible for pursuing deregulation and many have their own Deregulation Units, who liaise with the EDU. The Department of Employment has its own De-regulation Unit in the Senior Management Support Unit, plus a number of Regional Enterprise Units concerned with enterprise and deregulation at a local level. These Units, each of which is headed by a Principal, are responsible for grants to local enterprise agencies, and are able to report to the EDU on the restrictions faced by local businesses. The Small Firms Service, a series of 9 regional centres offering advice and counselling to local businesses, also relay complaints about restrictive regulations to the EDU.

Intra-Departmental Liaison

There is very little communication over alcohol and work policies within the Department of Employment Group, the responsibility being devolved to the HSE, where it does not have a particularly high profile. Close links existed between the SFT Division and the EDU, which used to be based in the Department of Employment, largely because both pursue similar objectives with regard to policy on deregulation and on small businesses. Those in the EDU who liaise with the Home Office are still in frequent contact with their colleagues in SFT3C over liquor licensing issues.

Inter-Departmental Contacts

When the EDU was based at Employment, the Department was exceptionally well briefed about any policy initiatives undertaken by other Departments, as they were obliged to inform the EDU periodically of regulatory proposals, so that any new demands on businesses could be identified. Now that the EDU has moved to the DTI, Employment is no longer at the centre of the network of de-regulation units throughout Whitehall, although it does, of course, maintain close links with the DTI, and it is represented on the Inter-Departmental Group on Alcohol Misuse.

Non-Governmental Contacts

Because the Department of Employment has contact with trades union and business organisations at a national and local level, it is in touch with a wide range of non-governmental organisations. The Regional Enterprise Units and the Small Firms Service are represented in most areas of the country, and provide an additional channel of communication between the Department and the nation's employers. The HSE also has wide ranging contacts through the 20 area offices, each of which also has responsibility for dealing with one or more specific industry or sector of employment on a national basis. Alcohol is an issue relevant to every workplace and the safety problems that it can create will be familiar to all area offices of the Factory Inspectorate.

The main channel of communication between the Department of Employment and the nation's employers and workforce is through employers' organisations and the trade unions. There are 360 employers' organisations, some of which only operate at a regional or local level, but most of which are national organisations organised around a single industry, like the Engineering Employers' Federation. Most national organisations belong to the CBI. There are currently 413 trade unions, organised either by occupation or industry, representing approximately 11.5 million members. 93 of these unions, representing 10 million workers or 90% of all trade unionists, are affiliated to the TUC. As the largest and most powerful organisations in the field, the attitudes of the CBI and of the TUC towards the need for alcohol and work policies are extremely influential.

Confederation of British Industry

As the largest employers' organisation in Britain, the CBI is in continual contact with the Department of Employment, and nominates the employers' representatives for appointments to a number of public bodies, including the Health and Safety Committee (see above). The CBI represents approximately a quarter of a million businesses, which employ between them one half of the working population. It has a permanent staff of 340, divided between the national office, 13 regional offices and a European office in Brussels. Policy is decided by a Central Council of 400 members, which has a number of standing committees, that look after specific issues. The CBI has an Employment Affairs Committee, which is responsible for the formulation of policy on issues like problem drinking; however it has no official attitude towards the need for workplace policies, believing that individual companies should decide on the best course of action in the light of their own circumstances. While some of its largest members, such as the Post Office, have been pioneers in the development of workplace policies, others have not seen the need for a more constructive response to problem drinking.

Trade Union Congress

Like the CBI, the TUC exists to promote the collective interests of its affiliated organisations. Policy is decided at an annual conference, the Congress, with a General Council responsible for implementing the Congress' decisions and for presenting the trade union view throughout the year. Like the CBI, it is constant touch with the Department of Employment, and nominates representatives for appointments to the HSC and other public bodies. There are eight regional trades union councils for England, and one for Wales, while Scottish unions also have their own organisation, the Scottish Trade Union Congress, which performs similar functions to the TUC in Scotland. In Northern Ireland, 85% of trade unionists belong to organisations affiliated to the Irish Congress of Trade Unions; most, but not all, of these are also affiliated to the British TUC.

The TUC has taken an active interest in tackling alcohol-related problems. Following the publication of The Problem Drinker at Work, the TUC launched a survey of existing alcohol and work policies, and issued Problem Drinking: TUC Guidelines for a workplace policy in 1986. This stresses the need for management and unions to work together to reduce alcohol-related harm.

DEPARTMENT OF TRADE AND INDUSTRY

LEAGUE 1, DEPARTMENT (viii)

Introduction

The Department of Trade and Industry (DTI) has approximately 13,000 employees, divided between London and 10 regional offices; 11, if the Business Statistics Office in Cardiff is included. The Department had a Supply Estimate of £1.41 billion for 1987/88. The Secretary of State for Trade and Industry is a member of the Cabinet and is represented on the Inter-Departmental Group on Alcohol Misuse.

Alcohol Responsibilities

In 1979 the CPRS indicated that the DTI had a leading interest in five alcohol-related areas:

- * Prices
- * Competition and pricing policies as they bear on the alcohol industry, including distribution and retail.
- * Policy on container sizes
- * Advertising and promotion
- * International trade in alcoholic drinks

Prices and international trade are UK wide responsibilities. All other leading interests are for 'Great Britain', ie England, Wales and Scotland only.

The CPRS list omitted to identify the Department's responsibility for 'alcohol and discipline/safety' issues in the Merchant Navy and the civil aviation industry. However, these two responsibilities have since been transferred to the Department of Transport.

Nine years on, the DTI describes its alcohol responsibilities thus:

- * Consumer Safety
- * Sponsorship of the advertising industry
- * Policy on container sizes, weights and measures
- * Implications for industry of fiscal policies
- * Impact on industry of accidents in the work place, days lost through sickness and absenteeism
- * Competition policy and de-regulation

- * Sponsorship of firms manufacturing drink processing machinery and other suppliers to brewers
- * Supervision of the insurance industry
- * Bi-lateral commercial relations and barriers to trade problems
- * International trade in alcohol drinks and the provision of export services and advice to alcohol producers.

Much of this list is a re-working of the CPRS catalogue although it does include interests not previously identified ie consumer safety, insurance and sponsorship of drink processing machinery manufacturers.

Organisation

Organisational responsibilities for the DTI's wide-ranging interest in alcohol-related issues are located in the Consumer Affairs, General Policy, Engineering and Manufacturing Technology, Insurance, European Policy, International Policy and Overseas Trade Divisions.

Consumer Safety

Responsibility for this area is vested in the Consumer Affairs Division as outlined in Figure 23.

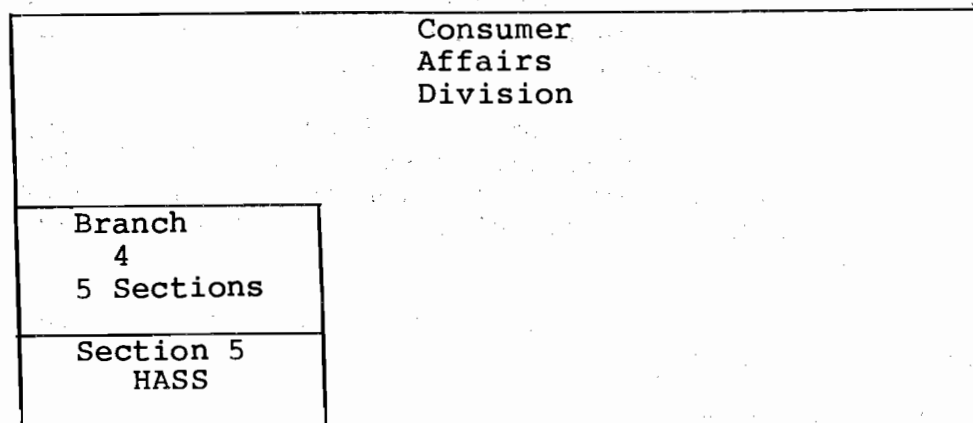


FIGURE 23: DTI ORGANISATION OF CONSUMER SAFETY INTERESTS

Branch 4 of the Consumer Affairs Division is responsible for consumer safety. This topic has an obvious 'alcohol dimension' which was, however, not catalogued by the CPRS in 1979. The Branch makes regulations under the Consumer Safety Act, 1978 and, where appropriate, issues emergency prohibitions, orders and

notices. It contains five sections. The first is responsible for policy and publicity. The next three are responsible for (i) chemical hazards, (ii) mechanical and flammability hazards (including toys and furniture and (iii) electrical and gas appliances and fitting hazards. The fifth section constitutes a Consumer Safety Unit responsible for research, including the Home Accident Surveillance System (HASS). It is headed by a Principal Scientific Officer (PSO) who has a staff of eight. The Unit carries out detailed studies on safety matters of current concern. In 1980, it published a report entitled Personal Factors in Domestic Accidents - Prevention Through Product and Environmental Design. This short but invaluable study revealed that out of a sample of 280 accidental deaths in the 15-64 age group, no less than 102 (36%) involved alcohol. The same Report examined in detail 173 cases of deaths from fire in England and Wales in 1973 and found that alcohol was implicated in 22 (13%) of these cases.

One of the Unit's major responsibilities involves HASS. This system was set up in 1976 to provide reliable and comprehensive information on home accidents with the aim of monitoring trends and identifying areas in which preventive action could be usefully and cost-effectively initiated. Data are drawn from the Accident and Emergency (A & E Departments) in England and Wales. Each year, 5 of the hospitals are replaced by others creating a 'rolling sample'. Accidents are analysed on a HASS report form which are completed in the A & E Departments. These forms do not have questions dealing specifically with the 'alcohol component' of accidents, although such information is occasionally obtained and finds its way onto the HASS data base.

Advertising

Branch 2 of the Consumer Affairs Division is responsible for advertising issues and its responsibilities are outlined in Figure 24.

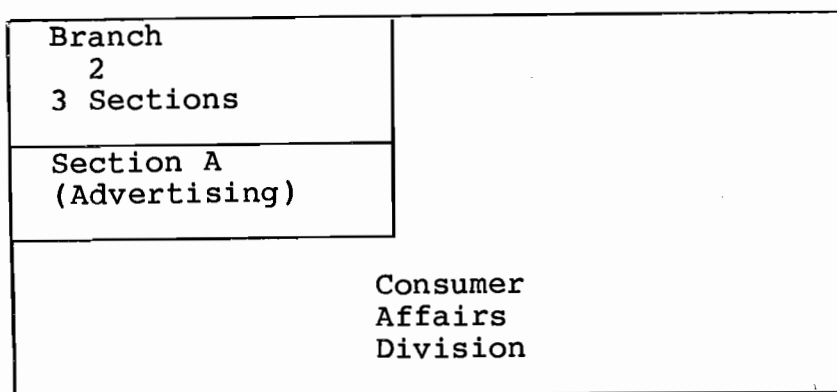


FIGURE 24: DTI ORGANISATION OF ADVERTISING INTERESTS

Branch 2 has three sections. Section A is concerned with advertising, relations with the National Consumer Council and the operation of consumer advice services. Section B is responsible for the various consumer committees in the nationalised industries and Section C with trade description legislation.

The DTI is the governmental sponsor of the advertising industry. The DTI favours self-regulatory systems to control the content and presentation of all UK advertising in the non-broadcast (which includes cinema) media. However, the DTI is not closely involved in issues affecting broadcast advertisements, since oversight of this policy area is vested in the Home Office. The DTI's view of the self-regulatory system - which many in the public health lobby regard as inadequate where alcohol is concerned - is that it is a delicate mechanism which works and that its replacement by statutory controls would probably be less efficient and less effective.

Sizes, Weights and Measures

Responsibility for this important cluster of alcohol-related issues is located within Branch 1 of the Consumer Affairs Division and it has three sections as shown in Figure 25.

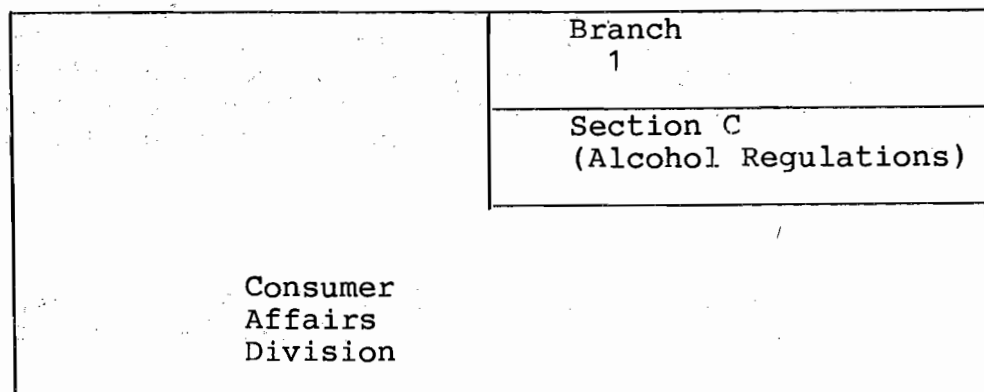


FIGURE 25: DTI SIZES, WEIGHTS AND MEASURES ORGANISATION

Section A is responsible for the role of local government agencies in promoting trading standards. Section B covers consumer credit issues and Section C, weights and measures. Among its other duties, Section C is responsible for prescribing the quantities in which beer and certain spirits may be sold over the bar and the quantities in which still wine may be packed. The Section is also responsible for quantity statements associated with both on - and off- sales of alcohol, and their accuracy. However, the Section is not involved in the debate, generated by the British Medical Association (BMA) in recent

years, over whether the current alcohol content display on labels should be expressed in volume terms (as opposed to more complicated measures such as the 'proof' system). This question is the responsibility of MAFF. Alcohol content by volume is now being introduced.

Implications of Fiscal Policies

The DTI is responsible for industrial policy and assistance. This includes general promotion of the interests of industry and the provision of assistance to industry together with the reduction of administrative burdens on businesses. The Department has a specific interest in the performance of all manufacturing and service industries apart from those covered by other departments and policy in relation to a number of public bodies - British Shipbuilders, British Steel Corporation, Post Office and the British Technology Group. The Department takes a close interest in the implications for industry of other department's domestic, economic, fiscal and financial policies. This involves constant monitoring and a considerable amount of 'detective work' since other departments do not always volunteer information about their plans, nor fully understand the repercussions which they may have for industry. The implications of taxation policy are of major concern to the DTI and Branch 1 in the General Policy Division is responsible for formulating the DTI's position in the annual pre-budget negotiations conducted by the Customs and Excise. The structure of the General Policy Division is outlined in Figure 26.

General Policy Division		
Branch 1 Taxation Policy	Branch 2 Sickness & Absenteeism (Section (b))	
Branch 5 Competition Policy & Deregulation	Branch 4	Branch 3
EDU		

FIGURE 26: DTI ORGANISATION OF GENERAL POLICY DIVISION

Sickness and Absenteeism

Branch 2 in the General Policy Division is responsible for monitoring a number of domestic policy areas. These include other department's policies in relation to sickness and absenteeism which can clearly affect the health and competitiveness of British industry. The specific organisational responsibility is lodged within the Branch's Section (b). Branch 2 (b) is aware of the role which alcohol appears to play in absenteeism and work accidents. This Branch would have an important role to play in any future policy initiatives designed to promote the development and spread of 'alcohol and work' policies.

Competition Policy and Deregulation

Branches 4 and 5 of the General Policy Division are together responsible for the overall development and application of UK competition policy, and for liaison with the main competition authorities - the Office of Fair Trading (OFT) and the Monopolies and Mergers Commission (MMC) - on its implementation. The DTI's aim is to promote the development of competition within British industry, and to ensure that restrictive business practices are subject to effective safeguards.

Section (a) in Branch 4 is concerned with mergers, monopolies and anti-competitive practices. Section (b) is responsible for the general development of competition policy. Section (c) is temporary, and has been established to conduct a review of law and policy on mergers and restrictive practices, with the intention of creating a more favourable 'competition climate'.

Branch 5 has two Sections. Section (a) is responsible for policy on restrictive trading practices legislation and for resale price maintenance, and for co-ordinating the Department's interest in European Community competition policy and in international aspects of competition policy generally. Section B in Branch 5 is responsible for newspaper mergers and it has a number of general 'sponsorship' duties in relation to the MMC, ie it handles appointments to that body and co-ordinates briefing and Governmental submissions. It also has a co-ordinating role in referrals to the MMC of nationalised industries and other public bodies which were allowed by Section 11 of the Competition Act of 1980.

Branches 4 and 5 in the General Policy Division work closely with the Enterprise and Deregulation Unit (EDU). The EDU is a central task force with staff drawn from a number of Government departments and business organisations, charged with pursuing deregulation throughout Whitehall. The unit was created following proposals in two White Papers, "Lifting the Burden" (Cmnd. 9571) and "Building Businesses Not Barriers" (Cmnd. 9794). The EDU was first established in the DTI but followed

Lord Young to the Department of Employment. However, with Lord Young's return to the DTI, the EDU is once again lodged in that Department. Each department has officers responsible for pursuing de-regulation and many have their own Deregulation Units. The DTI EDU has a co-ordinating function and seeks to ensure that there is a joint effort to reduce the volume of existing regulation and that any new regulations do not impose unnecessary costs on businesses.

The Director of the EDU has the equivalent rank of an Under Secretary. The Unit has two Deputies, who are Assistant Secretaries and below them are five Principals. In all, the EDU consists of around 20 staff mostly on short-term secondment. The Unit also has an Advisory Panel on Deregulation, a group of about nine business men who act as a 'sounding board', and who advise the Secretary of State on the potential impact of proposed regulations. The EDU has an informal structure, with each Principal being responsible for liaising with a group of departments.

Branches 4 and 5 in the General Policy Division and the accompanying EDU are responsible for important aspects of the Government policy in relation to British industry. Their importance stems from the Conservative Government's commitment to 'competition' as a means of rejuvenating British industry and the economy. These branches seek to encourage competitiveness and to eliminate restrictive practices in British industry. However, they are not directly responsible for the health and competitiveness of the beverage alcohol industry since the DTI is not its 'sponsoring' Department. The DTI has extensive sponsorship responsibilities in respect of, for example, British Leyland (located in the Department's Vehicles Division) and the artificial flower industry (located in the Department's Chemical, Textile, Paper, Timber, Miscellaneous Manufacturing and Service Industries Division). However, the Departmental sponsor for the alcohol industry is MAFF and not the DTI. Nevertheless, through the work of Branches 4 and 5, the DTI does have a major role in encouraging the economic performance and competitiveness of the producers of alcoholic beverages.

Although beverage alcohol manufacturers are sponsored by MAFF, the DTI does deal in non-potable markets including the use of alcohol as an ingredient of solvent in toiletries and cosmetics, paints and plastics and sundry specialty chemicals, together with its use as an intermediate in the synthesis of other chemicals such as surfactants, pesticides and pharmaceuticals and as an adjuvant in some formulations. Branch 4 of the Chemicals, Textiles, Paper, Timber and Miscellaneous Manufacturing and Services Industries Division sponsors the chemical industry and the manufacture of synthetic alcohol.

Equipment Used in Drinks Production

The Department's Mechanical Engineering and Manufacturing Technology Division (MMT) sponsors firms which manufacture drink processing machinery and also other supplies to brewers.

Insurance

The insurance industry is sponsored by DTI's Insurance Division. The Division recognises that at least some industrial accidents have an 'alcohol component'.

Overseas Trade

The Department's responsibilities in relation to overseas trade involve the promotion of UK trade interests in the European Community (EC), the Organisation for Economic Co-operation and Development (OECD) and other international organisations. Working under the direction of the British Overseas Trade Board (BOTB), the Department fosters bilateral trade relations, promotes UK exports and provides assistance to exporters. The DTI's organisation of its overseas trade responsibilities is outlined in Figure 27.

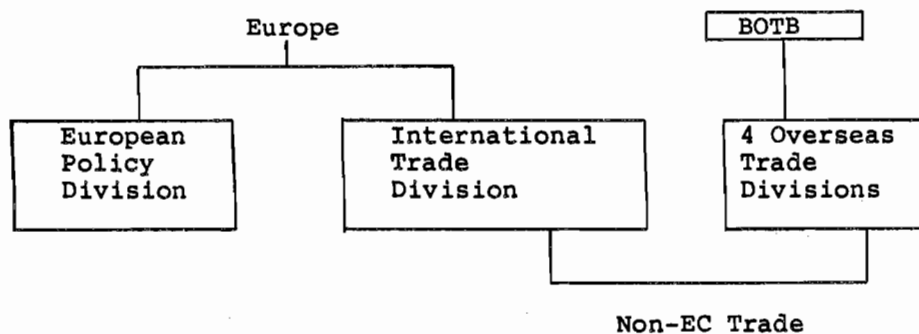


FIGURE 27: DTI ORGANISATION OF OVERSEAS TRADE RESPONSIBILITIES

The DTI is responsible for co-ordinating the UK's input into the external trade policy of the EC. Since accession to the Community, the UK has no independent right to negotiate or enter into international trade agreements. Its contribution to Community Trade Policy is the responsibility of the DTI's European Policy Division and its International Policy Division whose members represent the Department at relevant meetings of the Community institutions.

Four Overseas Trade Divisions are responsible for trade

relations in countries other than those of the EC. The Overseas Trade Divisions work under the guidance of the BOTB and seek to encourage exports to all non-EC countries from all manufacturing and service sectors of the UK. The BOTB is a Board, consisting primarily of business men with experience in all aspects of exporting. The BOTB supervises the Government's export promotion programme on behalf of the Secretary of State. It also advises him on overseas trade issues. All these export promotional activities and services are "marketed" under the "BOTB" label. The BOTB's net budget for 1986/87 was £29 million which funds the range of services it provides.

The four Overseas Trade Divisions are located in London and the BOTB also has ten regional offices throughout the country. Three of the four Overseas Trade Divisions deal with trade and exports on a country by country basis. Responsibility for individual countries or groups of countries is divided within the Divisions between branches, known as Market Branches which are further sub-divided into Sections. A Product Co-ordination Unit working with Overseas Trade Division 3 (OT3) deals with export matters which are not geographically orientated and which affect specific product service areas outside the sponsorship of the DTI. This includes the alcohol industry.

The DTI's ten regional offices are the BOTB's 'front-line' in its relations with exporters and potential exporters. The regional offices help exporters by liaising with the Market Branches and the commercial departments of the Foreign and Commonwealth Office posts around the world, by providing information from their own data bases and by supplying information about the financial support which the BOTB offers to encourage market research, trade missions, stands at trade fairs and other activities. An alcohol producer approaching the regional office or the Overseas Trade Divisions direct would have access to all the information and advice and other services the BOTB can offer. But the company would be advised to contact its own industry's sponsoring department, ie MAFF, for advice on the industry's strategy for exports.

The BOTB provides assistance to exporters on a response basis and it does not need to take a 'view' on exports of alcohol. The structure of the DTI's overseas trade responsibilities leads to a fragmented view of alcohol exports, since its 'HQ organisation' is by country and its provincial organisation is by UK region. Lacking a sponsor/client relationship, the DTI has thus little incentive to develop a comprehensive picture of export activities in this area.

Intra-Departmental Liaison

The DTI has a number of important areas of responsibility which involve an interest in the production or consumption of alcohol. However, although these various interests have important implications for any co-ordinated Government strategy

to combat alcohol misuse, they are neither particularly prominent nor continuous. The 'alcohol component' of day-to-day policy issues is seldom important enough to warrant separate attention. Issues of this kind do occasionally arise in a variety of administrative units but they seldom involve extensive intra-Departmental contacts beyond the normal consultations between related Branches and Divisions especially over trade matters.

Inter-Departmental Liaison

As with other Departments, DTI is part of a small network of inter-Departmental relationships, the boundaries of which are created by inter-dependencies, eg mutual needs for information and co-operation over problems. The principal links are identified in Figure 28.

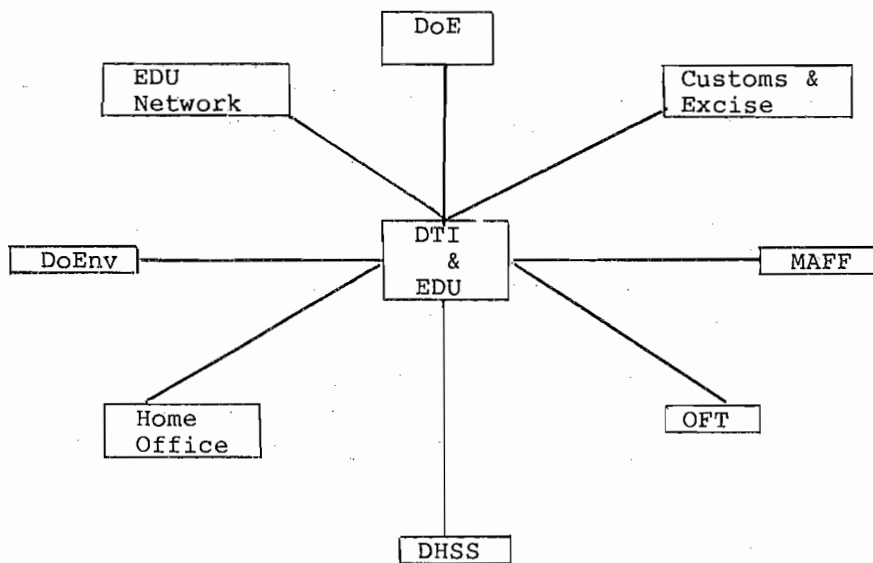


FIGURE 28: DTI PRINCIPAL INTER-DEPARTMENTAL LINKS OVER ALCOHOL ISSUES

Links with the Department of Employment are strong since the two organisations share responsibility for the nation's economic health and productivity. Links are also maintained with MAFF and the Product Co-ordination Unit working with OT3 has the prime responsibility for maintaining contact with the departmental sponsor for the alcohol industry. This link is strengthened by

the DTI sponsorship of the chemical industry and the manufacture of synthetic alcohol. This gives the DTI an interest in the alcohol market as a whole, including state aids to production in other EC member states, access of third world alcohol to the EC market and the possible use of agricultural surpluses for 'bioethanol' production as a gasoline extender and as a chemical for feed stock. MAFF and the Department of Energy have lead responsibilities here. Its interest in synthetic alcohol also involves links with the Customs and Excise, responsible for measures to ensure that all potable alcohol carries excise duty and that alcohol for other uses is protected from diversion by denaturing or other provisions. The Laboratory of the Government Chemist, which is one of the DTI's industrial research establishments, provides analytical and advisory services to the Customs and Excise in support of these responsibilities. Its Biotechnology Unit has an interest in the development and promotion of fermentation technologies. It also provides the Home Office with standard ethanol solutions to support prosecutions in connection with drinking and driving offences under the Road Traffic Act, 1967 and The Transport Act, 1981.

It should be noted that the DTI sponsors the tobacco industry and has contact with both the DHSS and the Department of the Environment over the regularly re-negotiated voluntary agreements which govern the advertising and promotion of tobacco products. However, although the DTI's views are sought by other departmental parties to the agreement, it does not play a direct part in the negotiations surrounding the advertising of tobacco products. It has no direct contact with the health lobby over either tobacco or alcohol. However, it discovered recently that the DHSS had never held direct discussions with the advertising industry over tobacco advertising. The negotiations of the voluntary agreement have, in the past, always been with the tobacco industry. The DTI acted to bring the Advertising Association (AA) and the DHSS together so that the advertisers could put their case over their right to advertise tobacco products. Thus, the DTI's role as the sponsor of many different industries can bring it into contact with a variety of departments if it appears that an industry's interests are threatened by some particular policy development or they have been excluded from consultative processes.

The EDU, as a central task force, is at the centre of a network of deregulation units throughout Whitehall. It is in close contact with most Departments of State, including the DHSS, the Home Office, MAFF and the DTI. The Department is, therefore, well briefed about any policy initiatives undertaken by other departments. Each department has to inform the EDU periodically of regulatory proposals, so that any new demands on businesses may be identified. If the Government were proposing a major initiative on alcohol-related problems which included, for the sake of argument, the extension of licensing controls to wholesale liquor outlets, the relevant department, in this case the Home Office, would notify the EDU. It would also have to estimate the costs and benefits of the proposed regulation, using

a 17 point checklist which has been adopted by all departments. The checklist includes questions on whether alternatives to regulation, such as voluntary agreements, have been considered or whether there is any provision for exempting small businesses. Departments are also required to state whether they have engaged in consultation with businesses likely to be affected. If the preliminary assessment does not provide a clear indication of the likely costs to business, the EDU may request a full-scale cost-benefit analysis, possibly involving surveys of industry. The procedures are intended to ensure that no new regulations are introduced which impose costs on business without clear justification.

The concern of Branches 4 and 5 of the General Policy Division with competition policy and restrictive trade practices legislation links them firmly with the OFT. The Competition Policy Division of the OFT administers the Director General of Fair Trading's responsibilities for competition policy enshrined in the Fair Trading Act, 1973; the Restrictive Trade Practices Act, 1976; the Resale Prices Act, 1976 and the Competition Act, 1980. The OFT is also jointly responsible with the DTI, for relations with the European Commission's Directorate-General for competition and for participation as required in the work of the Advisory Committee on Restrictive Practices and Dominant Positions.

The DTI's concern for the self-regulatory system has involved the Department in protracted negotiations with the European Commission over its 1978 draft directive on misleading advertising which, in essence, would have involved member states adopting the German method of statutory controls. A Departmental Working Party - which reported in 1981 - came down in favour of the current British method of self-regulation but recommended that the Director General of the OFT be given some statutory back-up powers which could be mobilised when the self-regulatory system failed to work. Subsequent negotiations over this issue have succeeded in tailoring the European directive to British requirements and views. UK Regulations implementing the Directive will come into force in 1987 but the British system will remain unaffected except that the Director General of the OFT will be given powers to apply for an injunction to prevent the publication of an advertisement in exceptional circumstances. Contact with the Home Office is occasionally necessary over issues involving broadcast advertisements.

Non-Departmental Contacts

The DTI's main non-departmental contacts are outlined in Figure 29.

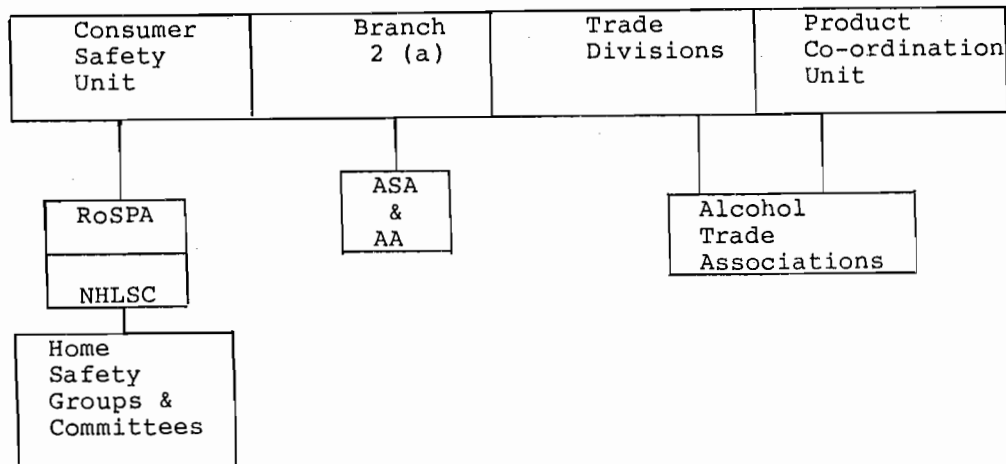


FIGURE 29: DTI NON-DEPARTMENTAL ALCOHOL CONTACTS

The Consumer Safety Unit's interest in product safety brings it into contact with the Royal Society for the Prevention of Accidents (RoSPA) and the Unit is a source of statistical and research information for RoSPA's Home and Leisure Safety Division. RoSPA services a network of home safety groups and interests around the country. These include Home Safety Committees in local authorities in England and Wales established under permissive powers granted by the Home Safety Act, 1961. These and other bodies concerned with home safety are federated into 14 Area Home Safety Councils in the UK. Each of these Councils meets three or four times a year and sends two representatives - one officer and one elected member - to the National Home and Leisure Safety Committee (NHLSC) administered by RoSPA's Home and Leisure Safety Division. The NHLSC also includes representatives of the Association of County Councils (ACC), the Association of District Councils (ADC), British Gas, the Electricity Council, the British Standards Institute (BSI), the Association of Chief and Assistant Chief Fire Officers (ACACFO) and the Society of Health Education Officers. The Consumer Safety Unit has close links with the BSI and members of the Unit sit on numerous BSI committees which are established to review a product or a problem area.

Section (a) in Branch 2 of the Consumer Affairs Division liaises with both the Advertising Standards Association (ASA) which is the body responsible for the policing of non-broadcast

advertisements and the Advertising Association which is the federated representative body of advertisers, advertising agents and the media. DTI links with the complex advertising network are close.

The Overseas Trade Divisions are in frequent contact with the Scotch Whisky Association and occasionally other bodies such as the Gin Rectifiers and Distillers Association regarding barriers to trade. The Product Co-ordination Unit lying alongside the 4 Overseas Trade Divisions also liaises with the Scotch Whisky Association, Trade Associations and other sectoral organisations on export and trade matters to non-EC countries.

CABINET OFFICELEAGUE 2, DEPARTMENT (ix)Introduction

The Cabinet Office is made up of a number of different units: the Central Statistical Office, the Office of Arts and Libraries, the Secretariat, the Establishment Officers Group and the Office of the Minister for the Civil Service, formerly known as the Management and Personnel Office (MPO). MPO was successor to the Civil Service Department (CSD), which was established in 1968 as a personnel management department for the Civil Service. When the CSD was disbanded, in 1981, its pay and manpower functions were allocated to the Treasury and its remaining personnel functions to the MPO. In 1987 the MPO was replaced by the Minister's Office. The Ministers Office employs about 1,000 staff. Many of these are based at the Civil Service College, which is responsible for the training of civil servants, and at the Civil Service Commission, which deals with recruitment. The remainder are based at policy divisions in Whitehall. The Minister's Office is headed by a Second Permanent Secretary.

Alcohol Responsibilities

In 1979, the CPRS indicated that the Civil Service Department had a leading interest in:

- * The effect of alcohol abuse on the efficiency and conduct of the Civil Service in the United Kingdom.

This is now the responsibility of the Office of the Minister for Civil Service.

Organisation

The Office of the Minister for the Civil Service handles the personnel functions of the former Civil Service Department. These functions are divided between Management Efficiency Policy Group and Personnel Management Group. The Personnel Management Group has the leading interest in the effect of alcohol abuse on the efficiency of the Civil Service, but the Occupational Health Service and Staff Welfare Officers are also closely involved.

The three parts of the Cabinet Office responsible for the development and maintenance of alcohol policies in respect of civil service personnel are outlined in Figure 30.

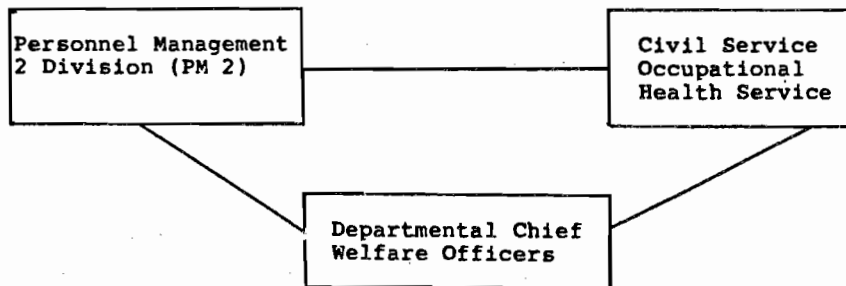


FIGURE 30: CABINET OFFICE RESPONSIBILITY FOR HELPING PROBLEM DRINKERS WITHIN THE CIVIL SERVICE

Responsibility for helping problem drinkers within the Civil Service is held in the first place by line managers, with specialist support from nearly 400 Staff Welfare Officers and support staff in 66 departments and non-departmental public bodies. The Welfare Adviser and his colleagues in Personnel Management 2 Division (PM2) and the new Civil Service Occupational Health Service co-ordinate and provide advice to Welfare Officers in conjunction with Departmental Chief Welfare Officers.

Following the Health and Safety Executive's publication of The Problem Drinker at Work in 1981 the Cabinet Office began discussions with the Civil Service trade unions over alcohol and work policies. These discussions took place under the auspices of the National Whitley Council, the official forum for discussions between management and the staff side in the Civil Service. The National Council has a number of specialist joint committees. The National Joint Committee on Welfare, which meets every two years, issued a joint paper on problem drinking and alcoholism, setting out guidelines for departmental policies on alcohol and work. Individual departments have followed these guidelines in adopting alcohol and work policies, although some, such as Customs and Excise which has large numbers of officers working directly with alcohol, have modified the policies to take account of their particular circumstances. The guidelines stress that "alcoholism" is a medical condition for which sick leave should be granted to enable treatment to be undertaken. Each case should be considered on its merits, however, and the need for disciplinary action cannot be entirely ruled out.

PM2 Division devoted a lot of time to alcohol issues when the national agreement was being drawn up, but now that most departments have adopted alcohol and work policies the advice of PM2 is sought less often, and there seems to be little in the way of a systematic follow-up or monitoring of the operation of these

policies by PM2. There are a number of ways in which the Cabinet Office could monitor the implementation of alcohol and work policies. The Chief Welfare Adviser could use the network of Chief Welfare Officers to find out what is going on in other departments, or he could ask the Principal Establishment Officers who are responsible for the internal management of each department. He could also ask Departmental Training Officers what information about alcohol is included in departmental training programmes and put them in touch with bodies like Alcohol Concern who produce relevant literature and training courses. He could also check whether the Civil Service College, which provides the training for welfare officers and personnel managers in the Civil Service, includes any instruction on the identification, treatment or management of drinking problems and whether this information is up-to-date. At present, little is being done on any of these fronts, possibly because drinking problems account for a relatively small proportion of the cases handled by Civil Service Welfare Officers. In 1985 only 551 cases of problem drinking came to the attention of Welfare Officers, less than 2% of their caseload. However, it is arguable that with the adoption of alcohol and work policies and a correspondingly greater awareness of the effects of alcohol, many of the social and health problems which are dealt with by the welfare service will be seen to have an alcohol dimension.

In June 1986 the Civil Service Medical Advisory Service and the Ministry of Defence Civilian Medical Services Directorate were merged to form the Occupational Health Service. This followed the acceptance by the government of recommendations in an efficiency scrutiny report. The OHS takes over the responsibilities of the previous services, including monitoring sickness absences and is located in the Minister's Office. This, together with a proposed shift of emphasis from reactive to preventive medicine, means that the new service should have an important role in the development of the Civil Service alcohol and work policy.

Intra-Departmental Liaison

PM2 Division has close links with the Occupational Health Service over alcohol and work issues. PM1 Division, which deals with the Civil Service disciplinary code, also has an interest in these issues as some problem drinkers are dealt with as disciplinary cases.

Inter-Departmental Contacts

The Office of the Minister for the Civil Service has a co-ordinating role in relation to the management of the Civil Service. Each government department is responsible for the management of its own staff and determines its own policies within broad guidelines issued by the Office. These guidelines are arrived at following discussions between the Office and the

departments involved, and after negotiations between the Office and the Civil Service trade unions through the structure of Whitley committees.

There are no sanctions at the disposal of the Office to ensure the implementation of agreed policies. It works through persuasion, dissemination of information and the establishment of consensus. One of the main foci for the study of alcohol and work policies is the National Joint Committee on Welfare, where the trade unions and management have invited organisations with established policies, like the Post Office, to demonstrate their video and training materials, and discuss the way management are encouraged to deal with problem drinking. Another way in which the Office can influence management practices is through the network of Chief Welfare Officers, who meet on a regular basis to discuss the domestic, work and health related problems being referred to the welfare service. PM 2 Division has an interest in improving the efficiency and effectiveness of the welfare service and produces inter-departmental papers on broad areas of concern, such as marital or drinking problems. One issue which is under active consideration, as a result of pressure from the trade unions and from ASH (Action on Smoking and Health) is smoking in the workplace. The Office have issued guidance to departments on ways to provide a smoke-free environment and some government agencies have introduced restrictions on smoking following a survey of staff members. PM2 liaises with other departments and civil service groups: the main consultative links are outlined in Figure 31.

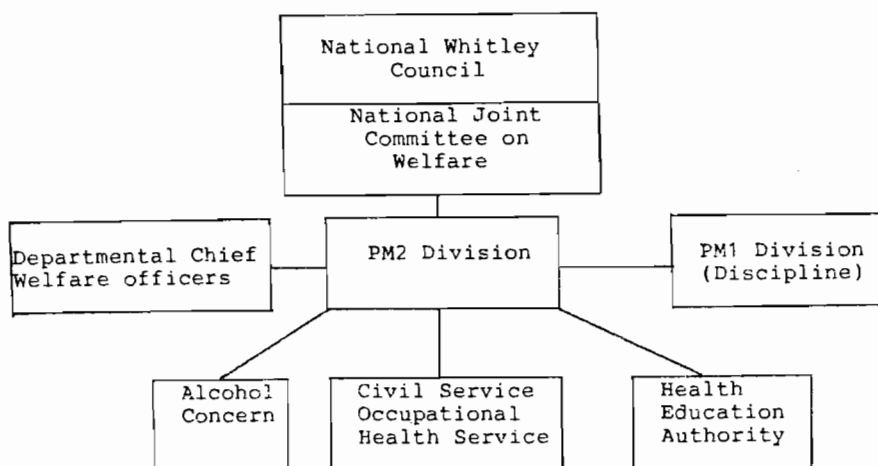


FIGURE 31: CABINET OFFICE LIAISON AND CONSULTATION OVER ALCOHOL AND WORK ISSUES

Non-Departmental Contacts

PM2 is in touch with the management of public and commercial organisations, and attempts to relay information about improved welfare practice to Chief Welfare Officers. They meet with the Health Education Authority, and, as subscribers to Alcohol Concern, receive details of their literature and training courses. Occasionally, the Office is approached by agencies dealing with the treatment of "alcoholism", who invite referrals.

MINISTRY OF DEFENCELEAGUE 2, DEPARTMENT (x)Introduction

The Admiralty, War Office and Air Ministry were combined as the Ministry of Defence in 1964. It has a military establishment of about 330,000 around the world and accounts for one third of the current, total Civil Service establishment numbering 197,000 (including locally engaged civilians) and in the Supply Estimate for 1987/88, the Ministry had a budget of £18.8 billion. The Secretary of State for Defence is a member of the Cabinet and there is a Minister of State for the Armed Forces and a Minister of State for Defence Procurement, each of whom is supported by a Parliamentary Under Secretary.

Alcohol Responsibilities

In 1979 the CPRS identified the Ministry of Defence as being responsible for:

- * Policies affecting the control of alcohol and the treatment of its misuse.

It noted that these responsibilities were for the U.K. only. However, the Ministry of Defence is ultimately responsible for policies affecting the health and welfare of all serving men and women at home and abroad.

Organisation

With a total strength of over half a million inclusive of locally engaged civilians, personnel is the key resource in the Armed Forces each of which provides a comprehensive 'welfare state' for its serving men and women. Programmes for the prevention of alcohol problems and the identification and care of those in difficulties are accorded high priority because of the serious implications not only for personal welfare but also standards of discipline, safety, security and professionalism. In many respects the Armed Forces would seem to provide a classic 'at risk' group where alcohol is concerned given the male-dominated nature of the three Services, off-duty boredom, separation from family, stress and peer group pressures. However, in a Supplementary Memorandum (No. 11) 'Alcohol Abuse in the Armed Forces' submitted to The Select Committee on the Armed Forces Bill (1986) it was emphasised that as far as alcohol misuse was concerned "the services would generally reflect the trends prevalent in society at large". It is also important to note that aspects of service life can work to help prevent problems. In particular, the 'team concept' and the familiarity engendered by close working conditions makes it difficult to hide problems of any sort for long. Moreover, personal fitness has a high priority among serving men and women.

There are no publically available statistics on the extent of alcohol abuse in the three Services and, indeed, in at least one important area information is only slowly becoming available. Until 1986, none of the Services collected comprehensive drunkenness data for the simple reason that charges brought under general headings such as 'Conduct Prejudicial to Good Order' do not reveal whether alcohol was implicated. However, the Ministry of Defence 'Memorandum 11' indicates that from 1986 onwards, the three Services are now recording and centrally collating information on drunkenness. The only publicly available indication of the extent of alcohol abuse in the Armed Forces is the existence of six Services Hospitals in the UK and the British Army Of the Rhine (BAOR) which run alcohol treatment courses. Three of these (one in each Service) run more extended courses. These centres are staffed by fully qualified consultant psychiatrists and specialist assistants and 'Memorandum 11' indicates that all these centres have "good success rates" reported to be in the 35%/40% range. Treatment in Forces hospitals is of a high standard as the Defence Medical Services are geared to their war role and are expected to play an important part in maintaining standards of fitness and physical reliability.

The importance accorded to the topic of alcohol abuse in all three Services can be gauged from the fact that each has a comprehensive programme of education and treatment. In each Service, responsibility for this programme is shared between the personnel and medical functions.

The organisation of the Ministry's personnel function is outlined in Figure 32.

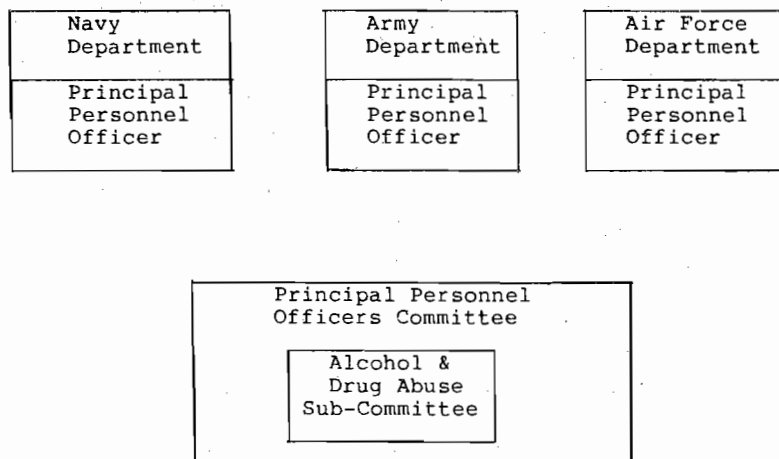


FIGURE 32: MINISTRY OF DEFENCE ORGANISATION OF PERSONNEL FUNCTION

Collaboration between the personnel and medical functions over alcohol-related issues begins in the Ministry of Defence. The Ministry of Defence is staffed by civil servants and serving officers on tour of duty. The organisational structure is extremely complex but, basically, the 'spine' of the Ministry is made up of the Navy, Army and Air Force Departments and other functional groups, which report to the Defence Council. Each of the single service Departments is capped by a Service Executive Council which has replaced the old Army, Navy and Air Force Boards. Each Service Executive Council is chaired by the Secretary of State for Defence. Inter-Service Defence Planning and Strategy rests with the Joint Chiefs of Staff who also report direct to the Defence Council. The Navy, Army and Air Force Departments each have a Principal Personnel Officer (Second Sea Lord, Adjutant General and Air Member for Personnel) in charge of a number of Directorates. Each is supported, inter alia by a Director General of Personnel Services. The Director Generals' wide-ranging responsibilities include welfare, pay and conditions. A Director of Personnel is responsible to each Director General. Each Personnel Directorate is broken down into Branches responsible for a variety of personnel/welfare issues.

Inter-Service coordination over personnel issues is achieved by a range of committees, with decisions on policy agreed by the most important of these, which is the Principal Personnel Officers Committee. The Principal Officers Committee has a number of sub-committees including one on Alcohol and Drug Abuse. This Sub-Committee is the cock-pit for the development of inter-Service personnel policy on this topic. Decisions taken in this forum can be taken back to the separate Service Departments for promotion through the Personnel Directorates down to unit level. The personnel function is represented at the highest level within the Ministry of Defence since the respective Principal Personnel Officers each sit on the Service Executive Council for their Service.

The organisation of the medical interest in alcohol abuse is similar. The Navy, Army and Air Force Departments each have a Director General of Medical Services below whom are found a range of Establishments and Branches headed by senior officers responsible for such issues as the training of medical personnel and the administration of medical, dental and nursing services. However, inter-Service co-ordination on the medical side is, in

the main, achieved not through committees but through a tri-Service Defence Medical Services Directorate (DMSD). The structure of the DMSD is outlined in Figure 33.

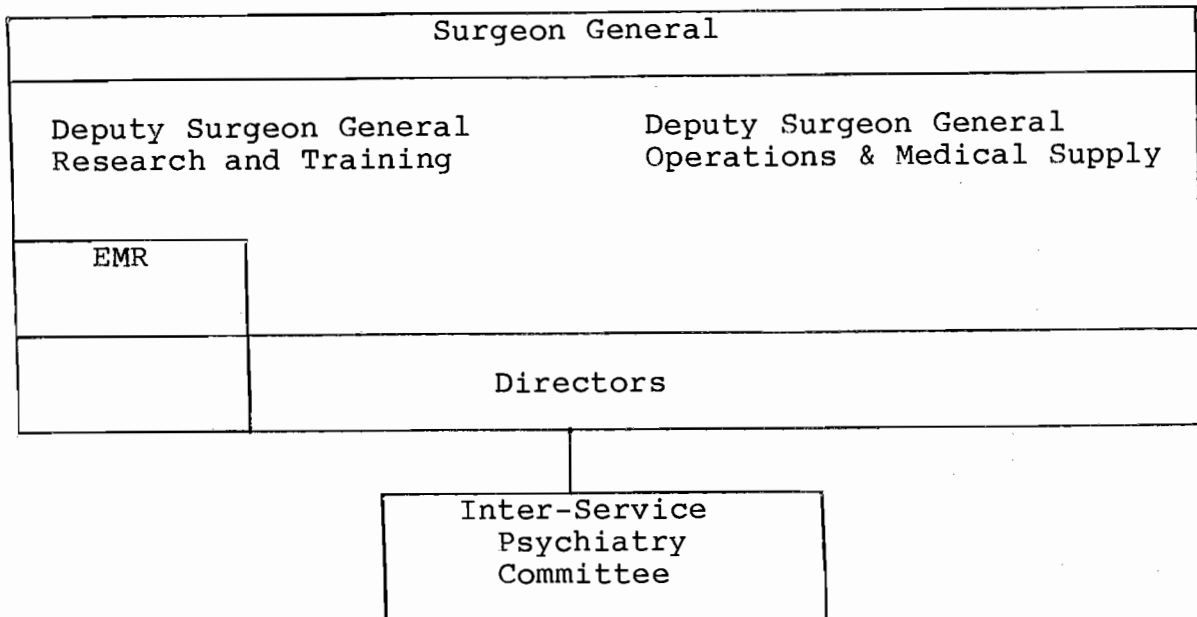


FIGURE 33: MINISTRY OF DEFENCE TRI-SERVICE DEFENCE MEDICAL SERVICES DIRECTORATE (DMSD).

The DMSD is headed by the most senior medical figure in the Ministry, the Surgeon General. He is supported by two Deputy Surgeon Generals, one from each of the other two Services. One Deputy Surgeon General is responsible for Research and Training and the other for Operations and Medical Supply. In addition to their tri-Service post, the Surgeon General and Deputy Surgeon Generals each have a secondary role as Director Generals of their own Service's Medical Service. In addition, the DMSD has Directors responsible for developing and co-ordinating inter-Service policy on dentists and nurses and a Finance and Secretariat Function.

The focus for the medical interest and policies in alcohol abuse among servicemen/women is located within the Research and Training function under the heading of Environmental Medical Research (EMR) which is responsible for all environmental and occupational health issues. Inter-service medical co-ordination is enhanced not only by the existence of the DMSD but also through a number of committees which bring together medical personnel from the three Service Departments. The Director of Army Psychiatry chairs an inter-Service committee which includes the Directors of Psychiatry from the Navy and Air Force. The three Director Generals of Medical Services within the DMSD provide the link back to their own Service for the implementation

of medical policy. In common with the personnel function, medical policy is represented at the highest level of the Ministry as the three Director Generals of Medical Services sit on their respective Service Executive Council.

Policy on alcohol-related issues is embodied in a series of policy instructions which are jointly implemented at unit level by the personnel and medical functions within each Service. These policies affect not only servicemen and women but also civilian employees working in a military environment. Until June 1986 civilian employees were the responsibility of a Ministry of Defence Civilian, Medical Services Directorate. Following a 'Rayner' Efficiency Scrutiny Report, this was merged with the Civil Service Medical Advisory Service to form the Civil Service Occupational Health Service based in the Office of the Minister for the Civil Service in the Cabinet Office. However, the Surgeon General retains ultimate responsibility for policy issues concerning civilian occupational health.

Intra-Departmental Liaison

Alcohol-related policy issues are the joint concern of the personnel and medical functions. In both these areas, the organisational arrangements are designed to enhance inter-Service policy co-ordination. In the case of personnel issues, this is achieved mainly through the use of committees the most important of which is the Principal Personnel Officers Committee with its sub-Committee on Alcohol and Drug Abuse. On the medical side, the principal vehicle of co-ordination is the tri-Service DMSD with the EMR providing the organisational focus for the medical interest in alcohol-related issues. The personnel and medical structures are in day-to-day contact over a wide range of health and welfare issues including alcohol abuse. It is unusual for any other part of the Ministerial structure to have any kind of major input into this policy area. The Ministry is responsible for policies affecting the availability of alcohol on bases both at home and abroad. In Germany, alcohol is duty-free. The development of control policies involving price adjustment to alcohol available overseas would create difficulties since the Overseas Allowance is linked to the cost of living in other countries and the price of alcohol and other social amenities are elements in this cost. Any adjustment to the price of alcohol would have to 'de-couple' its price from the Overseas Allowance. Nevertheless, the Ministry is aware of the well-established relationship between availability and levels of problems and policy in this area is periodically reviewed.

Inter-Departmental Liaison

Principal links are between the Ministry and both the DHSS and the DES. These links are maintained primarily to keep abreast of health and educational policy developments so as to ensure that the Ministry's policy on alcohol abuse reflects current thinking and priorities and makes the best use of educational materials. The level of inter-Departmental links

varies according to the issue. Normal, day-to-day consultation on alcohol questions is conducted at 'desk level'.

Non-Departmental Contacts

The Ministry has no regular, non-Departmental contacts over alcohol policy. Such links are seldom necessary and if the Ministry wish to contact an 'outside' organisation it would normally do so through the Department with the closest links. Thus, although the Ministry of Defence makes wide use of health educational materials, many of these are produced 'in-house'. If it wished to contact the Health Education Authority it would do so through, and with the knowledge of, the DHSS.

LORD CHANCELLOR'S DEPARTMENTLEAGUE 2, DEPARTMENT (xi)Introduction

The Lord Chancellor's Department is one of the oldest Departments of the Realm. It employs a total work force of about 10,000 and its Supply Estimate is included in the Home Office Estimate. The Lord Chancellor is responsible for promoting general reforms in the civil law, for the procedure of the civil courts and for the administration of the courts system in England and Wales that is to say, the Supreme Court comprising the Court of Appeal, the High Court and Crown Court and the County Courts. He is also responsible for advising the Crown on the appointment of judges and certain other officers. The Lord Chancellor is personally responsible for the appointment of Masters and Registrars of the High Court and District and County Court Registrars and Magistrates. He is also responsible for legal aid schemes. The Lord Chancellor is head of the Judiciary and is Speaker of the House of Lords. He has a seat in the Cabinet.

Alcohol Responsibilities

The CPRS indicated that the Lord Chancellor's Department had a leading interest in:

- * Function of JPs in licensing law.

This responsibility is for England and Wales only.

Organisation

The responsibilities of the Lord Chancellor's Department in respect of liquor licensing matters is restricted to the training of magistrates which can include training for licensing justices.

There are one hundred and five Magistrates' Courts Committees in England and Wales with responsibility under the Justices of the Peace Act 1979 for administering magistrates' courts. There is one committee for each non-metropolitan county, metropolitan district and various London areas. Committee membership is made up of magistrates elected annually by their colleagues. Each Magistrates' Court Committee is required by the Lord Chancellor to appoint from among its members a Training Committee to review, develop and promote a training programme for magistrates. Training committees may invite other persons to attend and participate in their meetings but there should never be more than three such persons and they do not have the right to vote. Neighbouring training committees should liaise closely to avoid unnecessary duplication. The Lord Chancellor urges committees to take full advantage of the facilities offered by the Magistrates' Association and its branches, academic institutions, and any organisation or group which can contribute to an education

programme. Each training committee has one or more training experience of the duties and needs of lay magistrates, their courts and committees. The vast majority of training officers are clerks to the justices or their deputies.

It is the duty of every Magistrates' Courts Committee, in accordance with arrangements approved by the Lord Chancellor to make and administer schemes providing for courses of instruction for justices in their area. Central responsibility for promoting and improving training standards for magistrates is the responsibility of the Lord Chancellor's Training Officer, who is an Assistant Secretary located in the Judicial Appointments Division of the Lord Chancellor's Department, which is headed by an Under Secretary. Other branches in the Division deal with such matters as the appointment of Judges, Recorders and Assistant Recorders, Queens Counsel, Stipendiary Magistrates, Justices of the Peace, General Commissioners of Income Tax, and tribunal appointments. The current Magistrates' Training Officer is a former Justices Clerk and was Secretary of the Magistrates' Association from 1977 to 1986. His two immediate predecessors were justices' clerks on secondment for a period.

The current training programme for magistrates is largely the product of the Boreham Committee chaired by Mr Justice Boreham which until 1985 had oversight of magistrates' training. The basic training programme devised by the Boreham Committee is in two stages both of which must be completed within a year of magistrates' appointment. The first stage includes attendance at court as an observer and a course of instruction in:

- (i) The magistrates' office
- (ii) Court Practice and Procedure
- (iii) The sentencing of offenders
- (iv) The Court's civil jurisdiction

The second stage consists of visits to penal institutions and other places to which offenders may be committed, further observation and domestic and other courts, and a course of instruction in:

- (i) Practice and procedure of Magistrates' Courts
- (ii) Road traffic offences
- (iii) Punishment and treatment
- (iv) Probation supervision
- (v) Domestic proceedings
- (vi) Miscellaneous matters

All magistrates appointed since January 1980 have been required to undergo further training over and above their two-stage basic

programme. The aim of this further training is to provide a broad based training programme to widen experience and knowledge, to increase understanding and, thus, to increase confidence. Following the third anniversary of their appointment, each magistrate must undertake at least 12 hours of further training in each 3-year period. There are only two prescribed further training topics;

(i) Training in Chairmanship. As a general rule a magistrate should have a substantial experience of regular court attendance before taking the Chair.

(ii) Training for the Crown Court. Full details of the structure and organisation of magistrates' training can be found in 'The Training of Magistrates' and 'Further Training for Magistrates' which are published by the Lord Chancellor's Department. Basic training is also prescribed for members of Juvenile and Domestic Panels and further training for members of these panels became obligatory in April 1986.

The Boreham committee was disbanded in 1985 when the Judicial Studies Board assumed responsibility for training for all branches of the Judiciary. The establishment of the Board was preceded by a Consultative Working Paper 'Working Party on Judicial Training and Information' published by the Home Office in August 1976 and a White Paper 'Judicial Studies and Information' published jointly the Home Office and the Lord Chancellor's Office in 1978. The latter recommended that the proposed Board should "determine the principles on which judicial studies should be planned; to approve the proposed form of study programmes; to observe them in operation; and to report on them periodically to the Lord Chancellor, Lord Chief Justice and the Home Secretary.

The Magisterial Committee of the Judicial Studies Board has taken over the responsibilities of the Boreham Committee for magisterial training. This is one of three sub-Committees of the main Board, the other two being the Criminal Committee and the Civil and Family Committee. The Magistrates' Training Officer in the Judicial Appointments Division is a member of the Magisterial Committee. The main Board is dominated by the highest judiciary and its only magistrate member is the Chairman of the Training Committee of the Magistrates Association. The Chairmen of the three Committees are members of the full Board. The current Chairman of the Magisterial Committee is Judge Stewart-White. The Magistrates' Training Officer provides a link between the Lord Chancellor's Department, the Magisterial Committee, local Training Officers and organisations making a contribution to magistrates' training. These links are outlined in Figure 34.

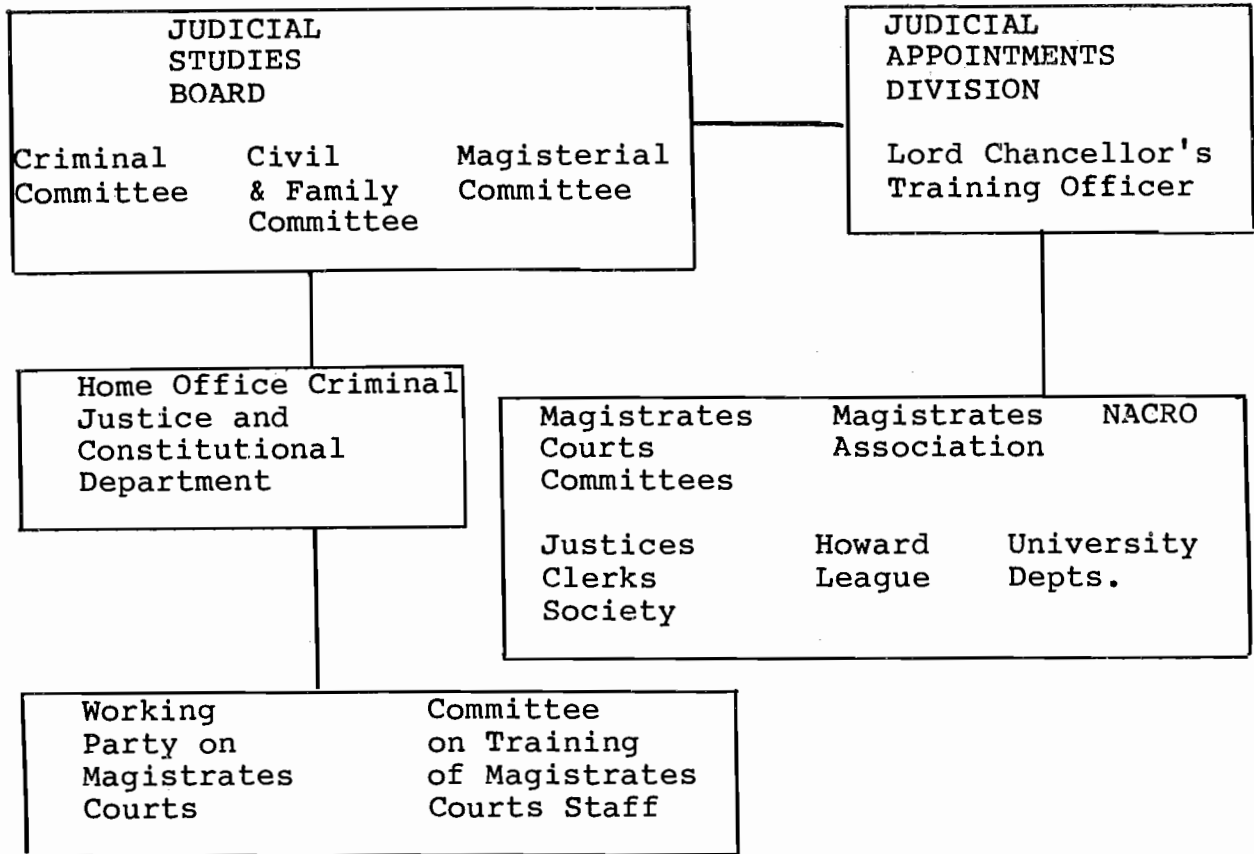


FIGURE 34. LORD CHANCELLOR'S DEPARTMENT: INTER- AND NON-DEPARTMENTAL MAGISTRATES TRAINING LINKS.

Since its inception, the Magisterial Committee has sought to increase the quantity and quality of training provided for all branches of the judiciary. Two major, recent conferences of direct relevance to magistrates as well as other members of the judiciary have been held on the regionalisation of training and training in ethnic minority cultures. Two approved topics in the current syllabus, which can be inserted into a Magistrates' Courts Committees programme without prior application to the Lord Chancellor are 'Liquor Licensing' and 'Alcoholism and Crime'. The Magisterial Committee is at present revising the syllabus. The Committee may well take a closer interest in developing more specific training for licensing justices since the issue is of growing importance.

Intra-Departmental Liaison

The Magistrates' Training Officer works closely with the Magisterial Committee. Most of the Training Officer's links are with Magistrates' Courts Committees, their training officers and

Inter-Departmental Contacts

The Training Officer is a member of the Home Office Working Party on Magistrates Courts and the Home Office Committee on Training of Magistrates Courts Staff. The Home Office has a direct interest in the programme of activities devised by the Judicial Studies Board and this link is maintained by one of its members - an Assistant Secretary from the Home Office's Criminal Justice and Constitutional Department, who is a member of the Magisterial Committee.

Non-Departmental Contacts

The Magistrates' Training Officer is in close and continuing contact with a wide range of organisations with an interest in training issues or a contribution to make to local training programmes. These include the Magistrates' Association, the Justices Clerks Society, the Central Council of Magistrates Courts Committees, the Central Council of Probation Committees, the Standing Conference of Training Officers, Standing Conference of Clerks to Magistrates Courts Committees, the National Association for the Care and Rehabilitation of Offenders (NACRO), the Howard League for Penal Reform, and University Departments.

DEPARTMENT OF THE ENVIRONMENTLEAGUE 2, DEPARTMENT (xii)Introduction

The Department of the Environment (DoE) had in 1986/1987 a Supply Estimate of £13.1 billion. The Secretary of State for the Environment is a Cabinet member. The Secretary of State is assisted by a Minister for Local Government and Environmental Services and Minister for Housing and Construction. There are four Parliamentary Under-Secretaries of State, one of whom is designated the Minister for Sport. There is a substantial Common Services organisation linking the DoE and the Ministry of Transport. Among other functions, the Common Services organisation provides Establishment and Management, Economics and Statistics, Planning and Information Services.

Alcohol Responsibilities

In 1979 the CPRS noted that the DoE had a leading interest in two alcohol-related areas:

- * Sponsorship of sport by alcohol industry
- * Football hooliganism as affected by alcohol (with the Home Office)

Both these responsibilities are for England and Wales only.

Organisation

Both these leading interests are the responsibility of the Sport and Recreation Division (SARD) which employs about 20 people. The Division is headed by an Assistant Secretary (Grade 5). The Division currently has three branches and Figure 35 identifies their various alcohol responsibilities.

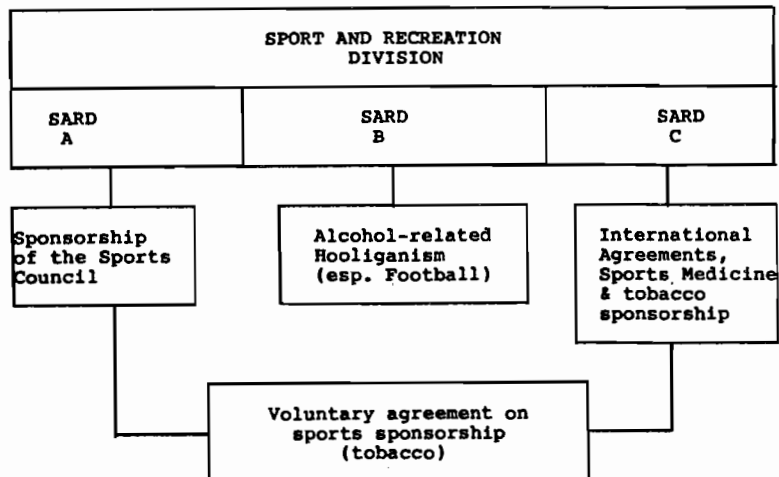


FIGURE 35: DoENV BRANCHES WITH ALCOHOL RESPONSIBILITIES

Branch A (known as SARD A) has a staff of about 5. The Branch is headed by a Principal, assisted by one Higher Executive Officer. SARD A is the governmental 'sponsor' of the Sports Council and its 10 associated Regional Councils for Sport and Recreation. The Sports Council is a quango established by a Royal Charter in 1972. According to the Charter its principal aim is:

"to develop and improve the knowledge and practice of sport and physical recreation in the interests of social welfare and the enjoyment of leisure among the public at large in Great Britain, and to encourage the attainment of high standards in conjunction with the governing bodies of sport and physical recreation".

SARD A is responsible for about 100 appointments in total to the Sports Council's central and regional structure. About 20-30 such appointments are made each year. In addition, the Branch is responsible for co-ordinating and promoting the nominations of British sportsmen and women for honours and for issues involving sports for the disabled.

Sports sponsorship, which must be distinguished from SARD A's 'sponsorship' of the Sports Council, is a major issue for the Branch since the health of many sports depends on adequate funders. Sponsorship of sport has risen from £50m. to £128m. in five years. Taking 'hidden expenses' into account, total sponsorship expenditure is now about £300m., i.e. about 10% of the UK's total advertising/promotional expenditure of £3,000m.

Sponsorship of sport by tobacco companies is an important policy issue for SARD A and, since 1977, this sponsorship of sport in the UK by tobacco companies has been regulated by a Code of Practice agreed by the Tobacco Advisory Council, the DHSS and the DoE. Its current provisions include:

- * Spending on sponsorship cannot rise above 1976 levels, except for increases in line with inflation.
- * Health warnings have to be included on advertisements for sponsored events and on promotional signs at the events.
- * The companies must consult with the Ministry if they intend to sponsor a new sport.

However, SARD A is not responsible for these negotiations or for the monitoring of the Code. This falls to SARD C whose responsibilities include sponsorship of sport by tobacco companies, sports medicine (mainly the use of drugs in sport) and relationships with international bodies on trans-national sports issues, such as the Gleneagles agreement.

There have been no similar moves to regulate sponsorship by alcohol companies and SARD A does not have any direct or indirect contact with any 'health lobby' organisation over the issue, nor do they receive representations from such bodies. Nevertheless, the Minister for Sport has voiced concern about the role of both

alcohol and tobacco companies in sports sponsorship and SARD A is under some pressure to develop a 'position' on the role of alcohol companies in the promotion of sporting events. A 'position' may emerge from current discussions which are being held with the Sports Council on the recommendations of the 'Howell' Committee of Enquiry into Sports Sponsorship, published by the Central Council for Physical Recreation, in November 1983. This contained over 70 proposals on a wide range of complex sports sponsorship issues. These ranged from the tax implications of sponsorship deals to the impact of satellite TV on sponsored sports. The 'Howell' Report stressed that it was vital that sports of all kinds should be free to seek financial support from any legitimate enterprise - including tobacco companies within the limits of any current Code of Practice.

SARD B is responsible for football - including alcohol-related hooliganism at matches, school sport, competitive tendering of local authority sports provision and children's play. The Branch has a staff of about four, usually consisting of a Principal, a HEO, an EO and one Clerical Officer. Football takes up about 80% of the Branch's time. Like SARD A, SARD B has an essentially co-ordinating role in relation to the package of government measures developed to combat football violence. A major component of this package is The Sporting Events (Control of Alcohol etc.) Act, 1985 which restricts the sale and consumption of alcohol on the way to and inside grounds, and makes it an offence to enter a ground when drunk or in possession of alcohol. However, responsibility for both the introduction (on the basis of Scottish experience) and the implementation of this important Act lies with the Home Office. As the 'law and order' department, the Home Office has other major legislative interests touching on football hooliganism. One such is the Police and Criminal Evidence Act, 1984 which extended police powers of search and arrest to enable them to deal more effectively with trouble-makers at football matches. Additionally, revised ground regulations posted around stadia now include police searches as a condition of entry. The Association of Chief Police Officers (ACPO) have introduced a new system for anticipating and preventing trouble. Home Office photographic and surveillance vehicles are available for deployment at matches, together with experimental high definition cameras. Police effectiveness will be further enhanced by new measures in the Public Order Bill (now before Parliament), which proposes powers for the courts to exclude convicted trouble-makers from attending matches. Thus, Home Office interest in football disorder is so prominent that the CPRS could have allocated the leading interest in alcohol-related football hooliganism to the Home Office with the DoE in a collaborative and supporting role.

SARD B has a more direct role in co-ordinating other anti-hooliganism measures through its contact with football authorities and clubs. One important measure has involved the installation of closed-circuit TV in all Scottish Premier Division grounds, all Division One and Division Two grounds in England and Wales and in some Division Three clubs. Other issues of concern to the Branch involve the identification, by football authorities, of matches likely to attract violence so that all

ticket sales and other precautions can be taken, and the encouragement of measures designed to strengthen family and community involvement in the game.

The government's anti-hooliganism measures are largely guided, in spirit if not in detail, by The European Convention on Spectator Violence at Sporting Events. The Convention was adopted by the Council of Europe on 23 July 1985 and came into force on 1 November of that year. The Convention commits contracting parties to take 10 steps, including pressing

"football and local authorities, stadium owners and clubs to take the necessary practical measures for problem matches, e.g. in the design, improvement and selection of stadia, segregation, alcohol control, ticket sales, the exclusion of drunks and trouble-makers, etc." (Article 3.4).

Intra-Departmental Liaison

SARD A, B and C are, in effect, the Sports Minister's Secretariat, and there is very close contact between all the branches on sports issues. Interchange and circulation of personnel within SARD is common. Contact with other DoE Divisions is less frequent, although SARD A has overall responsibility for co-ordinating the MINIS (Management Information System) introduced to the Department by Michael Heseltine. If this non-sporting function is discounted, both SARD A and B have more links with other government departments and non-governmental bodies than with other parts of the DoE structure.

Inter-Departmental Contacts

SARD B has very close links with F8 Division in the Home Office, which is responsible for the implementation of The Sporting Events (Control of Alcohol etc.) Act, 1985 and other football violence and safety issues. SARD A has links with the Treasury over the disbursement of the Sports Council's annual grant, which amounted to £36.9m. in 1987/88. Until recently, grants such as these were made by the Treasury direct to the body concerned. Under the government's Financial Management Initiative, governmental sponsors (such as SARD A) are responsible for grant disbursement and its efficient management and utilisation.

Non-Departmental Contacts

Each of the three branches in the Sport and Recreation Division has an extensive network of non-departmental contacts outlined in Figure 36.

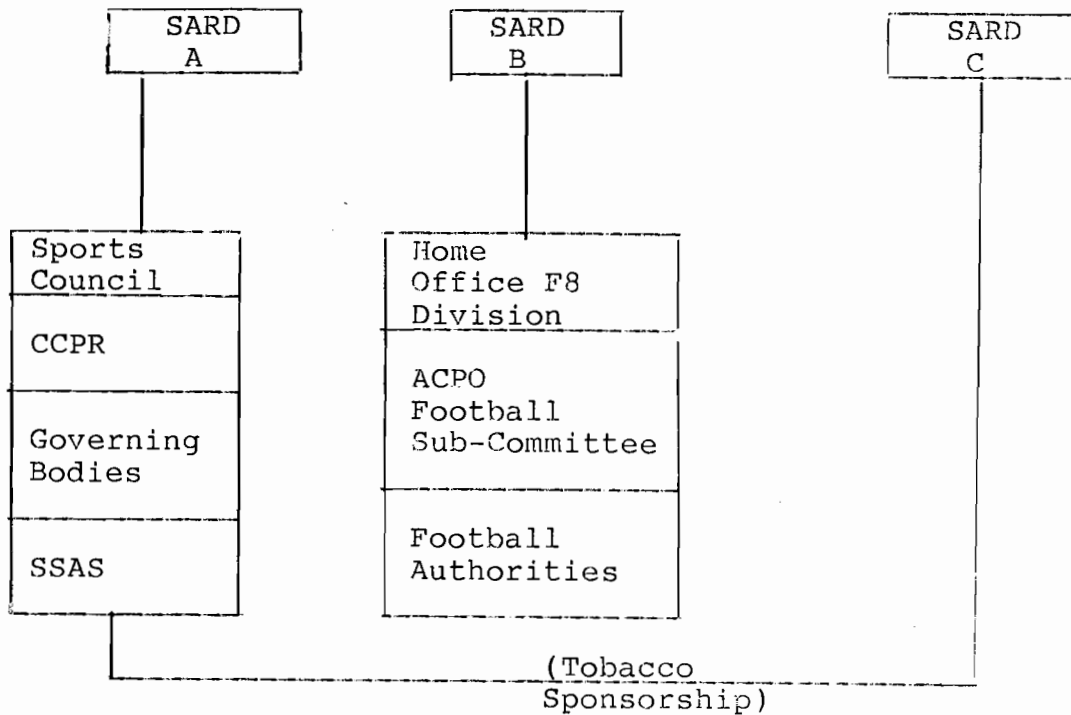


FIGURE 36: DoENV NON-DEPARTMENTAL ALCOHOL CONTACTS

SARD A relies heavily on the Sports Council for specialist advice where specific problems and issues are concerned and it has close links with the Sports Council and its regional structure which are becoming closer. In the past the Assistant Secretary in charge of SARD attended all Council meetings to oversee financial planning, evaluate policies and act as a link between the Council and the Sports Minister. He has been attached, from 2 January 1987 for 18 months, to the Sports Council as a director of special projects. This involves reviewing the management of the six national sports centres, and helping the Council take over a number of duties from the Department. As a result of this reallocation of responsibilities the Sports Council will deal directly with the Home Office on matters of football hooliganism and will contribute to the Council of Europe at their regular meetings. It will also have direct access to the Sports Minister rather than having its opinions and views filtered through SARD.

The Sports Council and governing bodies are brought into contact with potential sponsors of all kinds by the Sports Sponsorship Advisory Service (SSAS) launched by the Sports Council and the CCPR in 1982. This Service is maintained on a consultancy basis (two days a week) by the Managing Director of 'Sportscan' (Sport Sponsorship Computer Analysis Limited). 'Sportscan' produces a comprehensive analysis of who spends what on sponsorship and, where applicable, the TV exposure involved. The analysis provides key information on sports sponsorship by drinks firms. 'Sportscan' has a regular page in the weekly 'Marketing'. The Sports Sponsorship Advisory Service seeks to interest businesses of all kinds in 'communication through

sport', indicate the benefits and, by identifying which target groups businesses want to reach, match them to appropriate sports. The SSAS and 'Sportscan' are totally separate organisations.

As well as promoting direct sponsor-sport links, the Advisory Service is developing its contacts with 'service organisations' such as advertising agencies, PR firms and the growing number of organisations specialising solely in the marketing and promotion of sporting personalities. In the past, agencies and PR firms have been chary of sports sponsorship as a means of promoting their clients' interests. In the Consultant's view, this has been due to a lack of data, professional evaluation and expertise which it hopes to rectify. SARD A maintains links with both the SSAS and 'Sportscan'. Through these organisations SARD A has tenuous links with the Institute of Sponsors of Sport (with 58 member businesses) and recently formed the Sponsorship Association whose members consists of those who sponsor, those who want a sponsor and 'observers' (i.e. the Sports Council and 'Sportscan').

SARD B has close links with the various football organisations, including the Football Association (FA), the Football League (FL), the Football Trust (FT) and the Professional Footballers Association (PFA). Continuing contact is maintained with the Football Sub-Committee of ACPO's General Purposes Committee.

The Assistant Secretary from the SARD chairs the regular meetings in Strasbourg of the Standing Committee on the Implementation of the European Convention on Spectator Violence. These committee meetings are also attended by the Principal in charge of SARD B. The representatives of other signatories are mostly civil servants, although a few are police.

DEPARTMENT OF EDUCATION AND SCIENCELEAGUE 2 DEPARTMENT (xiii)Introduction

The Department of Education and Science (DES) employs a workforce of about 2000 and had a Supply Estimate of £1 billion for 1987 - 88. The Secretary of State for Education and Science is a Cabinet member, and is represented on the Inter-Departmental Group on Alcohol Misuse by the Parliamentary Under Secretary of State.

Alcohol Responsibilities

In 1979 the CPRS indicated that the DES had a leading interest in two alcohol-related areas:

- * Health education in schools.
- * Alcohol issues insofar as they have any relationship to young people in education.

Both of these responsibilities are for England and Wales only.

Organisation

The DES units with an interest in alcohol education are shown in Figure 37.

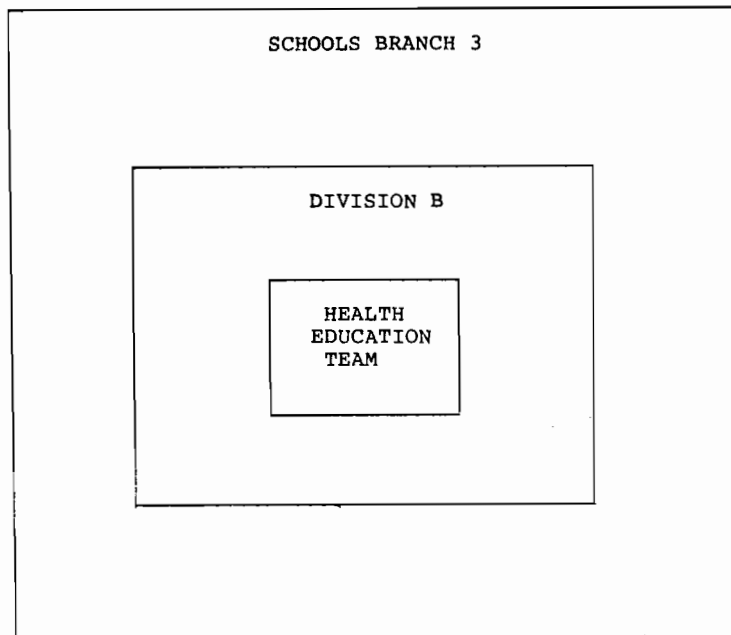


FIGURE 37: ADMINISTRATIVE UNITS WITHIN THE DES WITH AN INTEREST IN ALCOHOL POLICY.

Responsibility for the development of policy concerning health education in schools lies with Division B - one of four Divisions in Schools Branch 3. This Division is responsible for the national curriculum subject working groups and for the development of policy on a number of different subject areas. It is headed by an Assistant Secretary and contains approximately 15 staff. The development of health education policy, in the context of the government's broader policies for the curriculum as a whole, lies with a team comprising 6 administrators, who deal with health education alongside their responsibilities for other aspects of personal and social education, religious education and physical education.

It is difficult to quantify the amount of Divisional/Team resources devoted to the development of alcohol education in schools' curricula since other areas of curriculum development, such as social skills training, have implications for young peoples' knowledge of, and attitudes towards, alcohol use. However, as a distinct policy interest it has until recently come after concern for the development of drug education and the hardly less topical issues raised by sex education. Whilst the White Paper, Better Schools (Cmd 9469, 1985), made it clear that the Government regards health education as an essential part of schools' curricula, there has been no central government initiative on alcohol education to match the current campaign on drugs misuse, which includes making money available to local education authorities through the Education Support Grant to appoint or second full-time members of staff to provide appropriate education. Where alcohol is concerned, individual local education authorities and schools have been expected to take their own initiatives if they feel action is required. Many have defined drug misuse in such a way that alcohol-related problems can also be addressed. As mentioned above the DES is represented on the Inter-departmental Group, and it is possible this will lead to some reassessment of the profile of health education in schools about alcohol.

Intra-Departmental Liaison

The team in Division B responsible for health education works closely with Her Majesty's Inspectorate (HMI). HMI is a separate, independent body which reports directly to the Secretary of State. Inspectors are appointed by the Queen to inspect and comment on the quality of education and have both a general responsibility for a number of schools in a locality and for specialist subject areas such as health education. England and Wales is divided into 7 HMI Divisions, each with a Divisional Office and smaller local offices. Inspectors' reports on the provision of health education in schools have been published and are available from the DES Publications Dispatch Centre, Honeypot Lane, Stanmore, Middlesex HA7 1AZ. In addition, HM Inspectors contribute to in-service courses for teachers and mount their own short courses. There was a short course on health education for teachers in 1986 and the Inspectorate regularly updates Curriculum Matters 5-16 which is supported by papers on different subject areas including health education.

As well as its regional structure, the HMI has a presence within the DES headquarters at Elizabeth House in London, and liaises closely with officials throughout the Department.

Inter-Departmental Contacts

Division B liaises with the DHSS, notably those in the alcohol Section in CMP2 Branch and the health education/promotion Section in CMP1 Branch. Alcohol use and misuse is an important issue in road safety education. The provision of road safety education for young people in schools brings the DES into contact with the Transport and Road Research Laboratory (TRRL) which is at the centre of a small specialist network (see Department of Transport). The DES is represented on the Inter-Departmental Advisory Committee on Road Safety, which is Chaired by a Department of Transport Under-Secretary.

Non-Departmental Contacts

Contacts with the road safety network are mediated by the TRRL. Where general alcohol education for young people is concerned, the DES maintains a link with the Teachers' Advisory Council on Alcohol and Drug Education (TACADE) through a member of the Inspectorate sitting as an 'observer member' on the Board. Inspectors also sat on several Health Education Council (HEC) committees as observers until the Council's replacement, early in 1987, with the Health Education Authority charged with all areas of health education. Close links are maintained between officers at the DES and the HEA.

THE SCOTTISH OFFICELEAGUE 3, DEPARTMENT (xiv)Introduction

Scotland has a strong national identity and a distinct legal and governmental apparatus. The Scottish Office is responsible for many aspects of Scottish affairs. It has a total work force of about 13,000 and in the Supply Estimates for 1987/1988 it had a budget of £5.7 billion. The Secretary of State for the Scottish Office is a member of the Cabinet and is represented on the Inter-Department Group on Alcohol Misuse.

Alcohol Responsibilities

In 1979, the CPRS indicated that the Scottish Office had a leading interest in;

- * ... matters handled in England and Wales by the DHSS, Home Office, Department of Transport and MAFF (unless these Departments' responsibilities are UK-wide).

This means that the Scottish Office has responsibility for;

- (i) Trends in the effects of alcohol consumption.
- (ii) Health and social service provisions for victims of alcohol misuse.
- (iii) Health education on alcohol.
- (iv) Sponsoring research into alcohol abuse and problems.

(Items (i) to (iv) covered by the DHSS in England and Wales)

- (v) Licensing law.
- (vi) Offences of drunkenness
- (vii) Other criminal offences associated with consumption of alcohol and treatment of offenders with alcohol problems.
- (viii) Police interest in drink-related road accidents.

(Items (v) to (viii) covered by the Home Office in England and Wales).

- (ix) Road accidents and related legislation.

(For (ix) the Department of Transport has responsibility for Great Britain but works in association with the Scottish Office).

Organisation

A number of Scottish Office departments are responsible for different areas of alcohol policy. The Scottish Home and Health Department (SHHD) is the most prominent not only because it has extensive responsibilities of its own but because one of its branches has a co-ordinating function in respect of alcohol policy. The distribution of alcohol responsibilities in the Scottish Office is outlined in Figure 38.

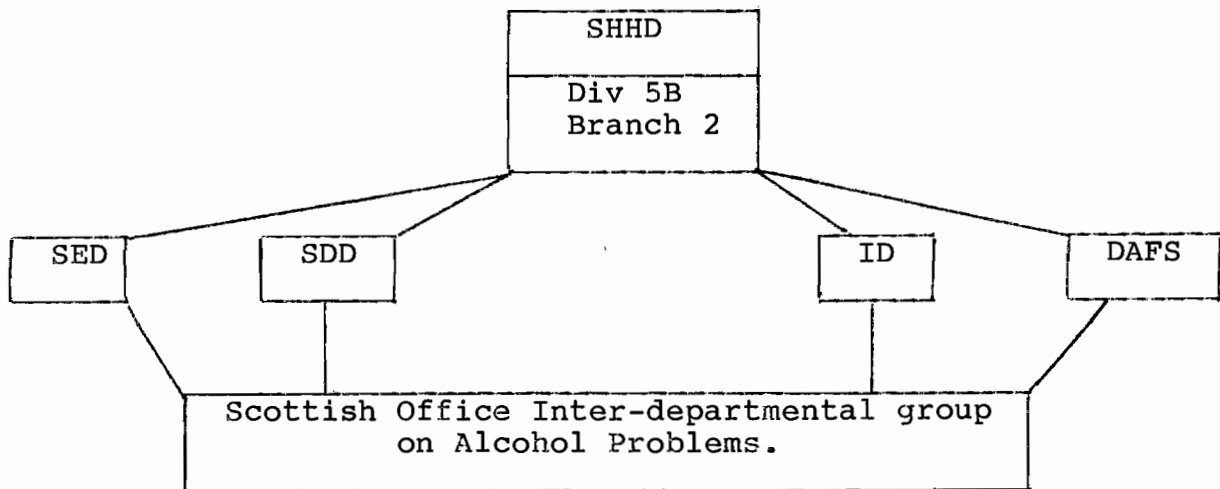


FIGURE 38: SCOTTISH OFFICE ORGANISATION OF ALCOHOL INTERESTS AND CO-ORDINATION ARRANGEMENTS

Consumption and Health

SHHD Division 5B Branch 2 is responsible for the health aspects of alcohol consumption and drug misuse. Branch 2 also has a co-ordinating role in respect of alcohol and drug issues although other divisions and administrative units retain lead responsibility in relation to their own interests. Branch 2 is headed by a Principal and its alcohol and drug responsibilities are divided between 2 HEOs. One HEO is responsible for the prevention aspects of the Government's drug policy and for co-ordinating Scottish Office input to the Inter-departmental Group on Drug Misuse. The other HEO is responsible for alcohol and the treatment and re-habilitation of drug users. The HEO responsible for alcohol issues also co-ordinates Scottish Office input to the Inter-departmental Group on Alcohol Misuse

and is the Secretary of the Inter-departmental Group on Alcohol Problems on which all the main Scottish Office interests such as health, social work, education, police, criminal justice, licensing and road/transport are represented. The Inter-Departmental Group also contains a representative of the Scottish Health Education Group (SHEG). Oversight of SHEG is vested in SHHD Division 5B. The Division is supported by professional groups in the Medical Services and the Nursing Services, two professional hierarchies located within the SHHD. The Division can also draw on data supplied by the Chief Scientist's Office which is responsible for health related research. The social work dimension of any alcohol policy issue is the responsibility of the Social Work Services Group located in the Scottish Education Department (SED).

Health Education

Overall responsibility for prevention and health education, including oversight of the SHEG, rests with SHHD Division 5B, but policy responsibility for health education in schools and other educational institutions rests with the SED. The SED is headed by a Secretary, the Scottish equivalent of a Deputy Secretary in England. The Department has thirty divisions. Division 2 is responsible for alcohol education because of its broad concern with curriculum development and examinations. It is headed by an Assistant Secretary and has three branches. Branches 1 and 2 are both concerned with curriculum and assessment issues and, hence, with alcohol education. Branch 1 covers children between the ages of 5 - 13 and Branch 2 is responsible for young people between the ages of 14 - 18 years. The SED takes the view that alcohol education has to be tackled in a broader programme of health education designed to teach children the skills to resist social pressures and make healthy choices in later life. In this, it follows the recommendations of the Scottish Health Education Co-ordinating Committee which brings together representatives of the SED, the SHHD and the SHEG. At present, the Secretary of State for Scotland is awaiting the report of a Consultative Committee on the Curriculum, which will make recommendations on health education and teaching for ten to fourteen year-olds. These recommendations will, it is expected, form the basis for guidelines to local authorities. The new Standard Grade Science Course in Scotland has four compulsory topics one of which, dealing with "healthy and safe living", includes discussions on alcohol. A National Development Officer in Health Studies has been appointed to develop health education resources for schools.

Licensing, Drunkenness and Other Offences

Responsibility for this range of topics is located in SHHD Division 2B otherwise known as the Criminal Justice and Licensing Division. It is headed by an Assistant Secretary and it has three branches, each headed by a Principal. Branch 1

deals with criminal offences and penalties and general criminal justice policy. Its responsibilities cover drunkenness offences and other types of alcohol-related crime. Branch 2 deals with criminal justice procedure and is not directly involved in alcohol-related issues. Branch 3 is responsible for liquor licensing law in Scotland and criminal justice casework. SHHD Division 2B can draw on the services of its Criminological Research Unit, which is the equivalent of the Home Office's Research and Planning Unit. The Division also has a Statistics Unit which contains two branches; Statistics Branch 1 and Statistics Branch 2. These branches provide the Division with data on many topics including offences, convictions and appeals.

The main issue for Branch 1 concerns the 'decriminalising' of the drunkenness offence. Section 5 of the Criminal Justice Scotland Act (1980) provided for the setting up of approved 'designated places' to which public drunks could be diverted. There has been a lack of progress due to financial constraints. Branch 3 is responsible for monitoring the effect of recent liquor licensing changes in Scotland and advising Ministers of the need for further changes. The Branch commissioned the OPCS survey in 1984 into the effects of licensing reform in Scotland and the ensuing report (the 'Scottish evidence') paved the way for current reform proposals in England and Wales. The Branch was also responsible for a recent consultative paper on possible further changes which has been sent to two hundred and fifty separate organisations and individuals. It received over 2,000 comments which it is now analysing. When this process is complete, the Branch will present findings and proposals to the Secretary of State. Whilst licensing issues continue to be important, emphasis in future is likely to shift to Branch 1 with the publication, early in 1988, of the findings of the Road Traffic Law Review.

Drink-Related Road Accidents

SHHD Division 1B - the Police Division - is concerned with all alcohol-related issues affecting Scottish police forces including road accidents, the diversion of drunkenness offenders and measures to prevent alcohol-related disorder in sports grounds. The focus for the police interest in drink-related road accidents is Branch 3. This is headed by a Principal and has a staff of four. However, the Police Division does not take the lead in any of the alcohol policy areas in which it has an interest. In all cases, lead responsibility is vested in other administrative units within the Scottish Office. The Social Work Services Group in the SED is concerned with the diversion of drunken offenders and the Criminal Justice Division of the SHHD take the lead on the prevention of alcohol-related violence at sports grounds. The Scottish Development Department (SDD) has the lead responsibility for drink-driving issues and responsibility for this policy area is vested in Division RT1. The Division is headed by an Assistant Secretary and it has four branches, each headed by a Principal. Branch 4 is concerned with

road traffic legislation and with providing grant aid for voluntary bodies such as the Royal Society for the Prevention of Accidents (RoSPA). The Division also contains a Road Safety Advisory Unit which is responsible for accident analysis.

The Drinks Industry

The CPRS indicated that the DTI had either GB-wide or UK-wide responsibility for all aspects of industrial policy. However, the Scottish Office has important responsibilities in this area. The MAFF has overall responsibility for the sponsorship of the UK potable industry but the Secretary of State for Scotland is also concerned with the prosperity of the Scottish drinks industry, particularly the Scotch Whisky industry which is extremely important to the Scottish economy. Thus, there are overlapping jurisdictions where sponsorship of the alcohol industry is concerned. Policy responsibility is lodged in the Industry Policy and Technology Division (IPTD) located within Industry Department for Scotland. The Division is headed by an Assistant Secretary and it has three branches one of which, known as the Policy Unit, covers the alcoholic drinks industry in Scotland along with a wide range of other responsibilities. The Department of Agriculture and Fisheries for Scotland (DAFS) is responsible for regulations governing the labelling of alcoholic drinks in Scotland, although the CPRS list implied the MAFF was responsible for drinks labelling throughout the UK. DAFS Division A, headed by an Assistant Secretary, is responsible for food standards and food hygiene. The Division has three branches one of which is responsible for alcoholic drinks labelling. Branch 3, which is headed by a Principal and employs three staff, is drafting amendments to the Scottish food legislation to comply with the European Directive on Food Labelling which will result in all alcoholic drinks being accompanied by a declaration of their strength as a percentage of alcohol by volume.

Intra-Departmental Liaison

All five Scottish Office Departments have important responsibilities for aspects of alcohol policy. Contacts between administrative units is established 'as necessary' and in some policy areas contact is virtually continuous. Thus, the SHHD Division 5B Branch 2 has close links with Branch 3 in the Criminal Justice and Licensing Division over the health aspects of liquor licensing law reform and Division 1B (the Police Division) works closely with the SDD over all alcohol and road safety issues. Its co-ordinating role in respect of alcohol policy places SHHD Division 5B Branch 2 at the centre of the consultation network. Given its overall responsibility for prevention and health education, contact between Division 5B Branch 2 and the SED Social Work Group and the Education Service is particularly important. Overall policy co-ordination is achieved through the Inter-Departmental Group on Alcohol Problems which contains representatives from all alcohol policy areas including a representative of SHEG.

Inter-Departmental Contacts

All administrative units with responsibility for different areas of alcohol policy have close links with the appropriate Whitehall Departments as outlined in Figure 39.

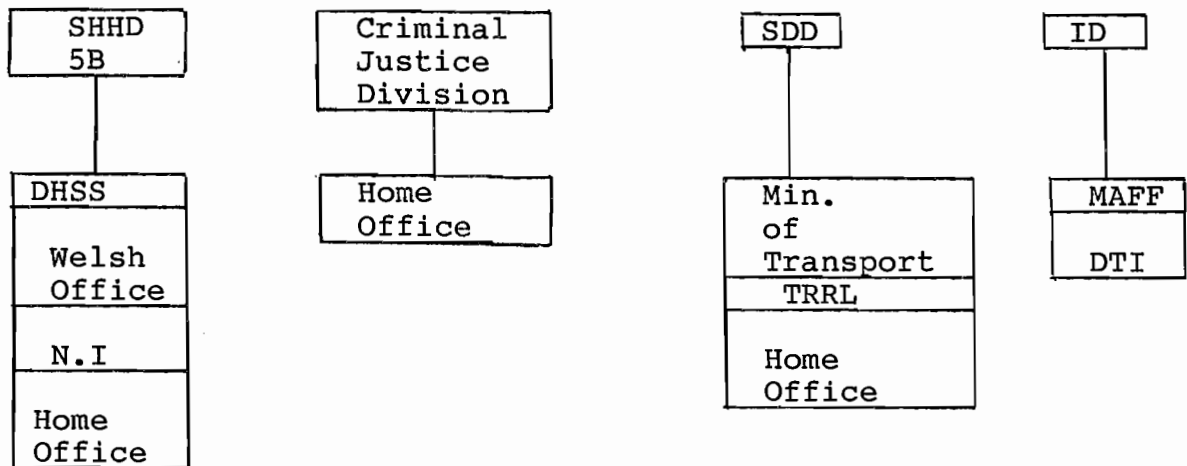


FIGURE 39: SCOTTISH OFFICE INTER-DEPARTMENTAL ALCOHOL POLICY LINKS

Thus, SHHD Division 5B is in close touch with the DHSS, Welsh Office and the Northern Ireland Office. It will also liaise with the Home Office and other Departments as necessary. The SED liaises with the DES whilst the Police Division is in touch with the Home Office 'as necessary'. Branch 1 in the Criminal Justice and Licensing Division is also in frequent contact with the Home Office over criminal justice issues. However, Branch 3 does not liaise with the Home Office over liquor licensing. This is an 'internal' Scottish policy issue and the 'English interest' is restricted to the need for information on the results of Scottish reform which was satisfied by the OPCS Report. Division RT1 in the SDD is in close contact with the Department of Transport's Road Safety Division and with the Transport and Road Research Laboratory, which administers transport research throughout the United Kingdom. The Division also maintains close contact with the Home Office with its general interest in law enforcement issues. The IDS Industry Policy and Technology Division liaises closely with MAFF, the sponsoring department for the alcoholic drinks industry. The

importance of whisky and exports to the Scottish economy requires the Division to work closely with the DTI.

Non-Governmental Contacts

The Scottish Office, because of its wide range of alcohol policy interests, has an extensive network of non-governmental groups and organisations which can be consulted over particular policy issues. These are outlined in Figure 40.

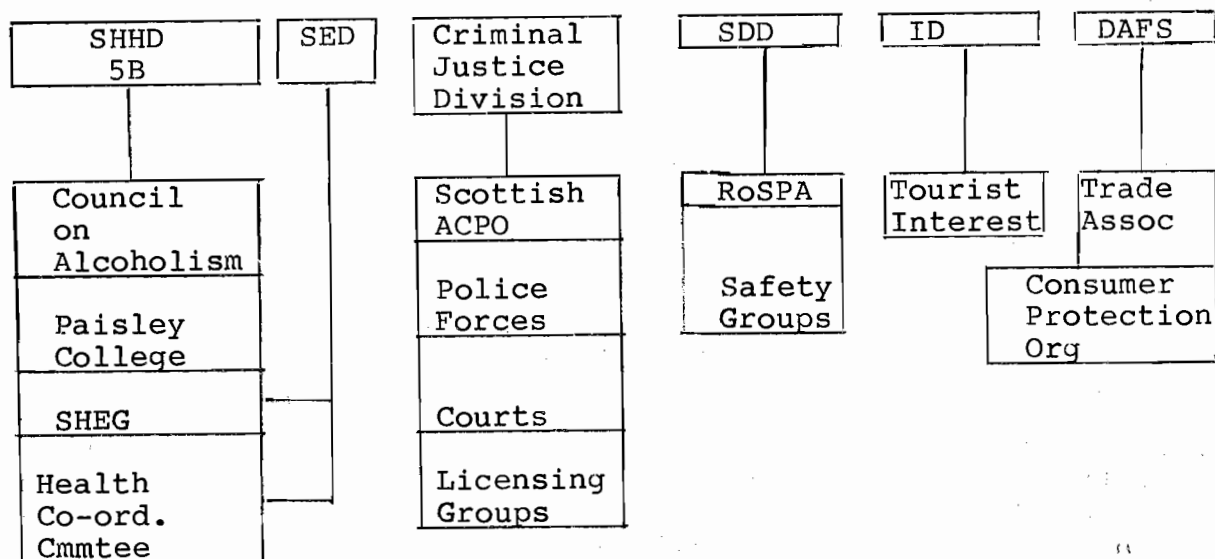


FIGURE 40: SCOTTISH OFFICE NON-GOVERNMENTAL ALCOHOL POLICY CONTACTS

The SHHD Division 5B Branch 2 has links with the Scottish Council on Alcohol and the Alcohol Studies Centre at the Paisley College of Technology. In addition, SHHD and SED contact with groups and organisations in the health education field is maintained through the Scottish Health Education Co-ordinating Committee and SHEG. The Statistics Unit in the Criminal Justice and Licensing Division is in constant touch with Scottish police forces, each one of which has its own statistics unit and with Scottish courts from which some data are collected. The Assistant Secretary in charge of the Division and Branch 1' Principal are in close and continuing touch with the Scottish Association of Chief Police Officers (Scottish ACPO) over

criminal justice policy. Branch 3 receives representations from groups concerned with licensing such as the Scottish Licence Traders Association, the Law Society of Scotland and the Faculty of Advocates.

The SDD Division RT1 is in contact with RoSPA, to which it gives an annual grant. RoSPA mounts a training course on accident investigation and prevention, which is supported by the Scottish Office and staff from Division TR1 attend for training. There are also close links with the Scottish Accident Prevention Council, which is linked to RoSPA which provides its Secretariat. Officials from Division RT1 attend the annual conference and seminars of the British Institute of Traffic Education and Research (BITER) and there are also links with the Scottish Royal Safety Campaign, a voluntary body which was originally established for the European Road Safety Year in 1986, but has remained in existence to mount Scottish publicity campaigns. Drink driving issues are to the fore in the work of all these voluntary organisations. The IDS sponsor the Tourist Board of Scotland which, like the English Tourist Board has been active in pressing for liquor licensing reform.

In the course of drafting the revised food regulations, DAFS Branch A 3 are engaging in statutory consultations with a number of interests. These include the Scottish Consumers' Association, the Scotch Whisky Association and the Hoteliers and Brewers' Trade Associations. Others consulted include enforcement agencies such as the environmental health departments of Scottish District Councils. The views of those responsible for enforcing the new regulations are being sought through the Convention of Scottish Local Authorities, the Association of Public Analysts of Scotland, the Royal Environmental Health Institute and, most importantly, through the Scottish Food and Drugs Co-ordinating Committee, which the DAFS attend as observers and which brings together both public analysts and environmental health departments.

THE WELSH OFFICELEAGUE 3, DEPARTMENT (xv)Introduction

The Welsh Office, which is located mainly in Cardiff and has a Private Office in London, administers most of the government services in Wales. The Secretary of State for Wales is a member of the Cabinet, and is represented on the Inter-Departmental Group on Alcohol Misuse. He is supported by a Minister of State and a Parliamentary Under-Secretary of State.

Alcohol Responsibilities

In 1979 CPRS indicated that the responsibilities of the Welsh Office in respect of alcohol policy covered:

- * Health, personal social service and education provision in Wales (in association with the DHSS and DES).
- * General responsibility for the preservation of Welsh interests.

Organisation

The principal governmental functions of the Welsh Office are located in Cardiff. The focus for alcohol policy lies in the Housing, Health and Social Service Policy Group which contains a range of divisions dealing with different aspects of health and social service policy and providing professional input to policy-making. These divisions are outlined in Figure 41.

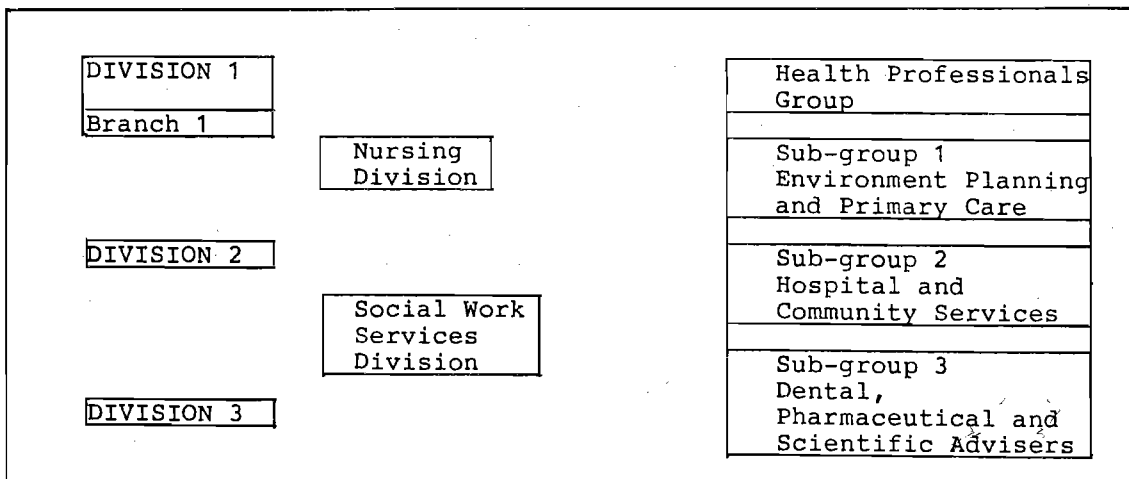


FIGURE 41: THE WELSH OFFICE: ALCOHOL RESPONSIBILITIES IN THE HOUSING, HEALTH AND SOCIAL SERVICE POLICY GROUP.

There are three Health and Social Services Policy Divisions. Each Division has three branches numbered consecutively across the divisions from one to nine. Health and Social Services Policy Division 1 (HSSPD. 1) is responsible for health promotion including policy on primary care and related services, drugs, alcohol and tobacco, AIDS and other infectious diseases, public and environmental health, vaccinations, child abuse and aspects of child care. Drugs and alcohol are the responsibility of Branch 1 which is also responsible for policy on primary care and related services, health promotion generally, tobacco, dental health and fluoridation. Branch 1, headed by an SEO, assumes a co-ordinating role within the Welsh Office in respect of alcohol and drug policy. The other two Health and Social Services Policy Divisions deal with such subjects as the role of the voluntary sector, crime prevention and services for the elderly and physically handicapped (Division 2) and mental health and handicap, epilepsy and community care (Division 3). Professional input to policy making is provided by the Nursing Division headed by the Chief Nursing Officer and the Health Professionals Group, headed by the Chief Medical Officer. The latter is divided into three sub-groups: the Environment, Planning and Primary Care Sub-Group, the Hospital and Community Services Sub-Group and the Dental, Pharmaceutical and Scientific Advisers Sub-Group. The professional social work input is provided by a Social Work Services Division within the Housing, Health and Social Services Policy Group.

Alcohol-related issues with an educational dimension will involve the Education Department which has a number of divisions including a Schools Division, a Further Education Division and an Educational Services Division and provides HMI of Schools.

Intra-Departmental Liaison

The juxtaposition of policy divisions and professional divisions within the Welsh Office promotes liaison and co-ordination over alcohol policy as with other health and social service policy issues. Each division within the Health and Social Services Groups has a nominated individual responsible for both drug and alcohol policy to whom the co-ordinating division (HSSPI) can refer in respect of both alcohol and drug policy. The Education Department also has a nominated administrator in the Schools Division and a H.M. Inspector with responsibility for the educational aspects of both drug and alcohol policy.

Other divisions within the Welsh Office have a specialist interest in aspects of alcohol policy. These are the Economic and Statistical Services Division responsible for surveys and, where necessary, the provision of alcohol-related data, the Environment and Local Government Branch responsible for sport and liquor licensing, the Economic Regional Policy Group in respect of tourist facilities, the Transport and Highways Group responsible for all aspects of road safety and the Agriculture Department in respect of policy toward the alcohol industry.

Inter-Departmental Contacts

Generally the major UK Departments have the lead UK (England, Scotland, Wales and Northern Ireland) or GB (England, Scotland and Wales) responsibility in respect of alcohol policy. As the CPRS indicated major inter-departmental links exist between the DHSS and the DES. The main Welsh Office contact point with the DHSS is with CMP2 Branch (responsible for alcohol, illegal drug misuse and violence in marriage) and its associated alcohol misuse Client Team. Links with the DES are mainly with the Curriculum Development and Assessment of Performance Unit - one of three Divisions in Schools Branch 3. However, the Welsh Office is a free-standing department which does pursue policies independently where appropriate. The development and implementation of policy proceeds in close consultation between colleagues in the appropriate divisions within the Welsh Office and their Whitehall counterparts and there is much informal contact between them. Papers are circulated as issues of interest arise.

Non-Governmental Contacts

The Whitehall departments which have the lead in aspects of alcohol policy have their own networks and constellations of groups which they consult. However, where a specifically Welsh dimension to a policy issue exists, the Welsh Office will consult as appropriate. Organisations which are regularly consulted include Alcohol Concern (Wales) and the new Welsh Health Promotion Authority which was established on the 1st April 1987. This Authority has replaced the old Health Education Council's responsibilities in Wales. The Council was replaced with a similar Authority in England on the same date. The Welsh Health Promotion Authority has also assumed the work of the Health Education Advisory Committee for Wales which provided the Health Education Council and the Welsh Office with advice on specifically Welsh matters. In January 1986, the Welsh Health Education Advisory Committee published a report entitled 'Dealing with Alcohol Problems in Wales'. The report emphasised that, compared to England, more alcohol is consumed per person, average expenditure on alcohol is greater, alcohol is cheaper, there are more alcohol licenses per 100,000 population and the death rate from liver cirrhosis is greater. It outlined a comprehensive and co-ordinated strategy for tackling alcohol-related problems in the Principality and the Welsh Health Promotion Authority has been asked to consider the implementation of its recommendations.

THE NORTHERN IRELAND OFFICELEAGUE 3, DEPARTMENT (xvi)Introduction

The Northern Ireland Office is one of three 'national' departments, all of which have important responsibilities for alcohol policies. The Northern Ireland Office's range of alcohol interest is, according to the CPRS, extensive. Unfortunately, a description of the Office's organisational arrangements and attendant procedures in respect of alcohol policy cannot be provided. An approach was made to the Northern Ireland Office in Belfast early in 1987 and, although the authors were repeatedly assured that information would be produced (and on two occasions had been produced) it was never received. In the absence of information from the Northern Ireland Office, all that can be provided is a list of its alcohol responsibilities.

Alcohol Responsibilities

In 1979, the CPRS indicated that the Northern Ireland Departments were responsible for all aspects of alcohol policy except those where other departments exercised UK-wide functions. An analysis of departmental responsibilities by country yields the following list of twenty alcohol-related policy areas;

- * Trends in the effects of alcohol consumption.
- * Health and social service provision for victims of alcohol misuse.
- * Health education on alcohol
- * Sponsoring research into alcohol abuse and related problems.
- * Licensing law.
- * Offences of drunkenness.
- * Other criminal offences associated with consumption of alcohol and treatment of offenders with alcohol problems.
- * Police interest in alcohol-related road accidents.
- * Function of JPs in licensing law.
- * Road accidents and related legislation.
- * Football hooliganism as affected by alcohol.

- * Sponsorship of sport by the alcohol industry.
- * Competition and pricing policy as it bears on the alcohol industry, including distribution and retailing.
- * Policy and container sizes and metrication.
- * Consumers interest in advertising and promotion.
- * Press and cinema film industries.
- * Tourism.
- * Effect of alcohol abuse on accidents at work, absenteeism and productivity.
- * Health education in schools.
- * Effect of alcohol on young people in education.

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