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# **Statement of Licensing Policy 2018-2022**

Licensing Act 2003

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# Licensing Policy 2018-2022

## Licensing Act 2003

### INTRODUCTION

The Licensing Policy is intended to inform applicants and residents about the way in which the Licensing Authority will make licensing decisions and how licenced premises are likely to be permitted to operate so as to promote the licensing objectives.

As a Licensing Authority we have a duty to promote the following four licensing objectives and these objectives will underpin every decision that we undertake:

- the prevention of crime and disorder;
- public safety;
- the prevention of public nuisance;
- the protection of children from harm

In reviewing and updating our Licensing Policy we have been mindful that Islington's residents continue to suffer from late night antisocial behaviour and high levels of alcohol-related ill health and early deaths. Evidence shows alcohol consumption is a major factor behind violent crime and disorder in the borough with serious consequences to victims, businesses and local communities

In 2013 we introduced area based cumulative impact policies and framework hours to manage the negative impacts of the night time economy on residents and public services. Our review of Licensing Policy in 2017 concluded that these policies had achieved their objectives and should be retained to ensure that the benefits that they had created were maintained.

Through our Licensing Policy for 2018 – 2022 we believe we can build upon the success of the last 5 years by providing clearer guidance to applicants on the sort of applications that might be exceptions to the cumulative impact policy. We want to encourage and support applications that contribute to the day time and evening economy, especially those that will widen socialising opportunities to people visiting, working and living in the borough This approach is consistent with not only our duty as a Licensing Authority to promote the four licensing objectives but also with the council's key commitment to creating a fairer borough and key strategic policies on economic development, employment and culture.

Whilst the Licensing Policy should be used as a tool for guiding applicants on Licensing Authority expectations we will continue to consider each application on its merits and through the Licensing Policy we will:

- Carefully manage the number licenced premises supplying alcohol, imposing restrictions where appropriate
- Encourage and support businesses that are unlikely to add to the cumulative impact in terms of crime, disorder and public nuisance
- Seek to promote high standards of management in licensed premises to ensure businesses operate responsibly and the experiences of residents and visitors are not ruined by poorly run businesses both on the premises and in the surrounding environment
- Promote a safe, welcoming and varied evening economy where businesses work with the Licensing Authority and Responsible Authorities
- Safeguard the interests of vulnerable residents and children

The Licensing Policy is intended as a guide for applicants and residents. The Licensing Authority expects applicants to have regard to the Policy when preparing their application and operating schedule. Applications that are not consistent with the policy are likely to be subject to representations from responsible authorities, ward councillors and local residents.

Representations from residents, ward councillors and responsible authorities should relate to one or more of the licensing objectives and, where possible, provide sufficient information to help the Licensing Committee assess the impact of the application on the licensing objectives.

Where representations are received, the application will be determined by a public hearing of the Licensing Committee and a decision will be made on the merits of the application whilst having regard to the Licensing Policy and the duty to promote the licensing objectives.

As required under the Licensing Act 2003, where no representations are received, applications will be granted on the terms and conditions applied for.

## **LICENSING POLICY IN CONTEXT**

Islington is one of London's most distinctive areas, offering arts, entertainment, good eating and drinking, a huge variety of specialist shops, lively street markets and a rich and fascinating history. The sense of community feel around Islington is one of the things that make this relatively small London borough unique.

Islington, however, is undergoing a process of rapid change and this is likely to continue. The number of people living in the borough increased by 15% to 206,000 between 2001 and 2011 and this trend looks set to continue. Housing demand has been high and this need has been met by fast paced redevelopment including turning old factories and business premises into residential use. This has turned

many parts of the borough, which were previously exclusively commercial, into mixed-use hubs incorporating commercial and residential premises in very close proximity. The council is keen to preserve a diverse mix of premises through the borough and wants to work with businesses, residents and partners through its Licensing Policy to achieve this.

The Licensing Authority recognises that licensed premises make a significant contribution to the wellbeing of the borough by providing a wide variety of entertainment, arts and cultural activities, business, employment and career opportunities. However, uncontrolled expansion of this sector could provide disproportionately negative benefits for local residents and public services.

It is also a particular feature of Islington that densely populated residential areas are located in very close proximity to commercial areas, and that poorly managed premises can have a very immediate impact on nearby local residents.

Going forward the Licensing Authority wants to continue to manage any expansion of the late night economy, that is premises trading beyond midnight, as these activities pose the greatest risk of undermining the licensing objectives, whilst supporting well managed businesses that will contribute to the borough's vibrant and diverse evening economy.

## **SAFER ISLINGTON PARTNERSHIP**

The Safer Islington Partnership (SIP) is the body that brings together all relevant services and agencies working to reducing crime and disorder in the borough. The objective of the partnership is to facilitate effective working on agreed priorities, ensuring that where partners commit to action they are held to account for it and to add value to work of individual services and agencies through joined up outcome focused activities.

Alcohol-related crime and disorder is a major concern of the Partnership.

## **PUBLIC SPACE PROTECTION ORDER (PSPO)**

A Public Space Protection Order creates a borough wide controlled drinking zone to help us reduce anti-social behaviour arising from drinking alcohol in the street. The Order gives the police and Operation Nightsafe Patrol Officers the ability to confiscate alcohol or require a person to stop drinking in public if they are causing a nuisance. The powers do not prohibit drinking in public places and it can only be used where it is associated with negative behaviour.

## **OPERATION NIGHTSAFE**

Operation Nightsafe is a unique partnership between the Licensing Authority, Licenced Trade the Police and our delivery partner Parkguard Ltd. It is funded by the Late Night Levy which is paid by all licenced premises selling alcohol beyond midnight as prescribed in the Police Reform and Social Responsibility Act 2011.

The aim of Operation Night Safe is to support and promote the late night economy in Islington by:

- providing a safe, welcoming night time environment for residents, workers and visitors
- reducing late night alcohol related crime, disorder, antisocial behaviour and nuisance
- minimising negative impacts on local residents

This is achieved by funding:

- a Police Sergeant and Constable to coordinate policing the night time economy including follow up enforcement activities
- Parkguard to provide a high visibility street based patrol service 4 nights per week with the capacity to provide assistance to licenced premises and members of the public in need.

## **DEVELOPMENT PLANNING**

### **Licensing Policy 1**

**The Licensing Authority expects applicants to ensure that they have planning consent for the intended use and hours of operation, or otherwise have lawful planning status, before making an application for a premises licence.**

1. The Planning Consent for a premise determines its use and the hours of operation. If this is not in place at the time the licensing application is heard, there may be a conflict between the two and the applicant will be required to comply with any planning consent granted. It is expected that the necessary planning consent will be in place to ensure that this conflict does not arise and applicants receive a decision from the licensing process which they can immediately implement.
2. Applicants are advised that prior approval of a licence application is not generally held to be a material consideration when the council determines a planning application.
3. Where the terminal hour has been set as a condition of planning permission and these hours are different to the licensing hours, applicant must observe the earlier closing time. The granting of a licence by the licensing committee does not mean the applicant will not need to apply for planning permission. Premises operating without the necessary planning permission will be liable to prosecution under planning law.
4. Planning permission is usually granted for the permitted opening hours of the premises and will include the time it takes customers to leave the premises. This time will normally be later than the time when licensing activities cease so that there is sufficient time for customers to leave the premises gradually to minimise impact on nearby residents.
5. The process of applying for a licence or varying an existing licence should not

be a re-run of the planning process. Where premises have obtained planning permission prior to the submission of a licence application, the determination of the licence will focus on controls necessary to achieve the licensing objectives.

6. Objectors who are dissatisfied with the planning outcome may still make representations through the licensing process but their representations will only be relevant where they relate to one or more of the following four licensing objectives:

- the prevention of crime and disorder;
- public safety;
- the prevention of public nuisance;
- the protection of children from harm

7. The council's planning policies are set out in Islington's Development Plan which can be found on our website:

<https://www.islington.gov.uk/planning/planningpol>

## **LOCATION, CUMULATIVE IMPACT AND SATURATION**

### **Licensing Policy 2**

**In considering applications for new licences, variations to existing licences and licence reviews the Licensing Authority will take the matters listed below into account:**

- **whether the premises are located in an area of cumulative impact**
- **the type of premises and their cumulative impact upon the area and the mix of premises in the area**
- **the location of the premises and character of the area**
- **the proximity to residential properties**
- **the views of responsible authorities**
- **the potential impact on residents living in close proximity to the premises**
- **past compliance history of current management**
- **the proposed hours of operation**
- **the type and numbers of customers likely to attend the premises**
- **whether the applicant is able to demonstrate commitment to a high standard of management**
- **the physical suitability of the building proposed for licensable activities, i.e. in terms of safety, access, noise control etc.**



8. Islington has one of the highest densities of licensed premises in England and careful consideration will be given to the need to add to these numbers when applications are received. As there is often no delineation or separation between residential and commercial areas careful management is required to prevent conflict between the different uses.
9. Applicants should consider the general operating hours in Licensing Policies 5 and 6 and should not try to replicate later opening hours offered by other premises. The Licensing Authority will need to carefully balance the conflicting needs of residents, patrons and businesses in relation to the introduction of premises and flexible opening hours for the sale and supply of alcohol and late night refreshments.

## **CUMULATIVE IMPACT POLICY AREAS**

### **Licensing Policy 3**

**The Licensing Authority has adopted a special policy relating to cumulative impact in relation to the supply of alcohol in:**

- **Clerkenwell**
- **Bunhill**
- **Kings Cross**
- **Upper Street and Angel**
- **Holloway Road and Finsbury Park**
- **Archway**

**This special policy creates a rebuttable presumption that applications for the grant or variation of premises licences or club premises certificates which are likely to add to the existing cumulative impact will normally be refused following the receipt of representations, unless the applicant can demonstrate in the operation schedule that there will be no negative cumulative impact on one or more of the licensing objectives**

10. Cumulative impact is concerned with the potential impact on the licensing objectives of a significant number of licenced premises concentrated in one area. As borough with one of the highest concentrations of licenced venues in London, this is a significant issue for Islington. Whilst it could be argued that the whole of the borough meets the cumulative impact test the Licensing Authority has identified six areas in the borough where the threshold for cumulative impact has been met.
11. This special policy is not absolute and in some situation premises licences or or club certificates may be subject to limitations. The circumstances of each application will be considered on its merits and the Licensing Authority shall grant applications where the applicant has demonstrated that the operation of the premises will not to add to the cumulative impact on one of more licensing objectives.
12. It must be stressed that the presumption created by this special policy does not relieve responsible authorities or other persons of the need to make a representation. If there are no representations, the licensing authority must

grant the application in terms that are consistent with the operating schedule submitted

13. Applicants will be expected to comprehensively demonstrate why a new or varied licence will not add to the cumulative impact. They are strongly advised to give consideration to mitigating potential cumulative impact issues when setting out steps they will take to promote the licensing objectives in their operating schedule.
14. As a general rule the Licensing Authority does not consider the following criteria as exceptional to the application of its cumulative impact policy:
  - premises will be well managed and run
  - premises will be constructed to a high standard
  - applicant operates similar premises elsewhere without complaint
  - similar premises operate in the area
15. After receiving representations in relation to a new or variation application the licensing authority will consider whether it would be justified in departing from this special policy in the light of the individual circumstances of the case. The impact of an application can be expected to be different for premises with different styles and characteristics. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine one or more of the licensing objectives and that conditions or restrictions would be an ineffective solution.

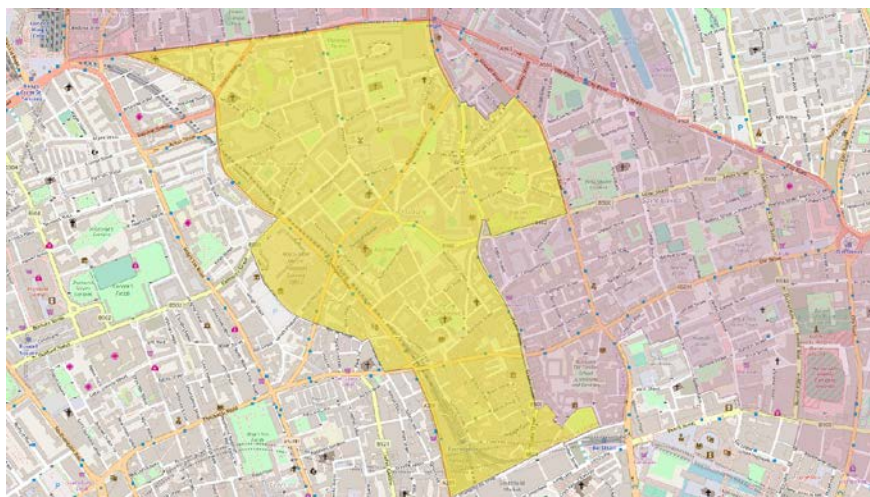
## **REVIEW OF CUMULATIVE IMPACT AREAS - SUPPORTING EVIDENCE**

16. In determining its draft Licensing Policy for 2018 - 2022 the Licensing Authority undertook a review of its licensing and cumulative impact policy and considered the following evidence:
  - a. Independent research undertaken by the London School of Hygiene and Tropical Medicine
  - b. Alcohol Related Crime and Disorder Statistics
  - c. Alcohol related ambulance callouts
  - d. Alcohol related hospital admissions data
  - e. Operation Nightsafe Patrol reports
  - f. Noise and antisocial data associated with licenced premises
  - g. Residents feedback via complaints and discussion with Licensing Team and resident's representations
  - h. Feedback from residents following the 2010 policy consultation
  - i. Feedback from Community Safety Team and Safer Islington Partners
  - j. Feedback from Responsible Authorities
  - k. Feedback from Police and Local Authority Licensing Officers
  - l. Feedback from ward councillors, Licensing Committee members and Executive Members
  - m. Feedback from stakeholders, which included premises licence holders, voluntary sector groups and adult and children support services, attending the Alcohol Summit in June 2017

17. This evidence is published on our website [www.islington.gov.uk/consultations](http://www.islington.gov.uk/consultations)

## CLERKENWELL CUMULATIVE IMPACT AREA

18. The map below shows the Clerkenwell cumulative impact area:



19. Clerkenwell supports a diverse and vibrant evening and night time economy and the Licensing Authority is committed to working with potential applicants and existing licence holders to ensure that licenced premises are well managed and any negative impacts on local residents in terms of crime, disorder, nuisance and antisocial behaviour are minimised.
20. Businesses in Clerkenwell make a significant contribution to the economic prosperity of the borough through the provision of employment opportunities, the well-established creative industries hub and the distinct cultural, leisure and historical offer in the area which attracts local, national and international visitors alike.
21. It is anticipated that the business sector is likely to expand in Clerkenwell as Farringdon Station transforms into one of the most significant transport hubs in London bringing new business and leisure opportunities. The Licensing Authority wants to support applications from businesses that contribute to the wider cultural offer in the area and those that enhance the diversity of the evening economy.
22. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- Clerkenwell has the highest number of complaints about drinking in the street than any other ward in the borough
  - Residents continue to experience adverse impacts of the late night licenced venues
23. The review of our Licensing Policy in 2017 confirmed that the cumulative impact policy for Clerkenwell had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy

the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Clerkenwell.

### **Possible exceptions to the Clerkenwell Cumulative Impact Policy**

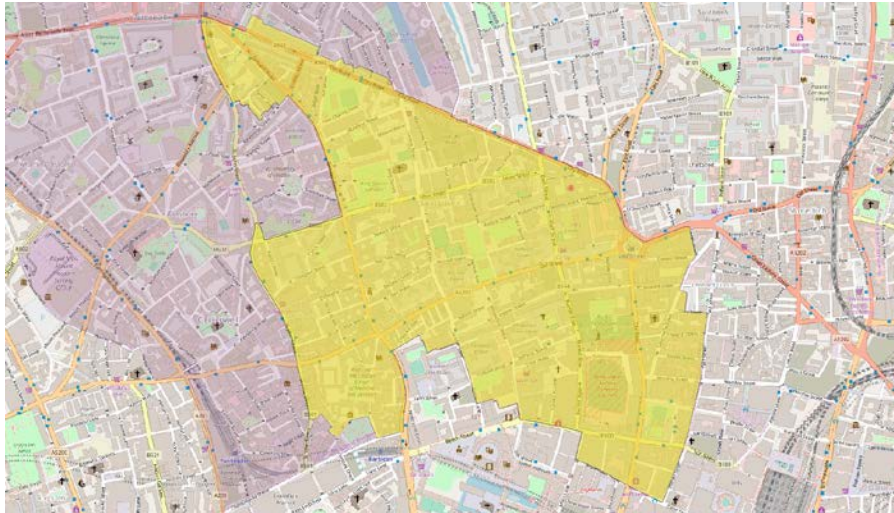
24. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:

- a. The provision of mixed use or flexible premises that
  - i. Support the people visiting the area during the day
  - ii. encourage people to stay in the area after work
  - iii. encourage people staying in local hotels to socialise in the area
  - iv. support the wider cultural offer in the area
- b. Premises that are not alcohol led
- c. Premises with hours of operation consistent with framework hours
- d. Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated venues
- e. Premises that can demonstrate high standards of management with respect to preventing public nuisance associated with waste management & littering
- f. Premises supplying alcohol for consumption off the premises operating to the following framework hours:

Monday to Thursday	8am	to	11pm
Friday	8am	to	8pm
Saturday	10am	to	8pm
Sunday	10am	to	11pm
- g. Commitment from the premises licence holder to:
  - actively support Pubwatch through regular attendance and engagement at meetings
  - implement the Operation Nightsafe Best Practice Standards

### **BUNHILL CUMULATIVE IMPACT AREA**

25. The map on the next page shows the Bunhill Cumulative Impact Area:



26. The establishment of Tech City, one of the largest technology start up clusters outside USA, and new major residential developments in the area and in neighbouring Hackney, has attracted more licenced venues to Bunhill to meet demand. This trend is likely to continue as more residential developments are built and the predicted long term impact of the redevelopment Farringdon Station moves towards east London.
27. The Licensing Authority is committed to working with potential applicants and existing licence holders to establish a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
28. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- a. Adverse impacts associated with late night venues
  - b. Alcohol related antisocial behaviour
  - c. Minimise the opportunities for drinking in the street and preloading
29. The review of our Licensing Policy in 2017 confirmed that the cumulative impact policy for Bunhill had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Bunhill.

### **Possible exceptions to the Bunhill Cumulative Impact Policy**

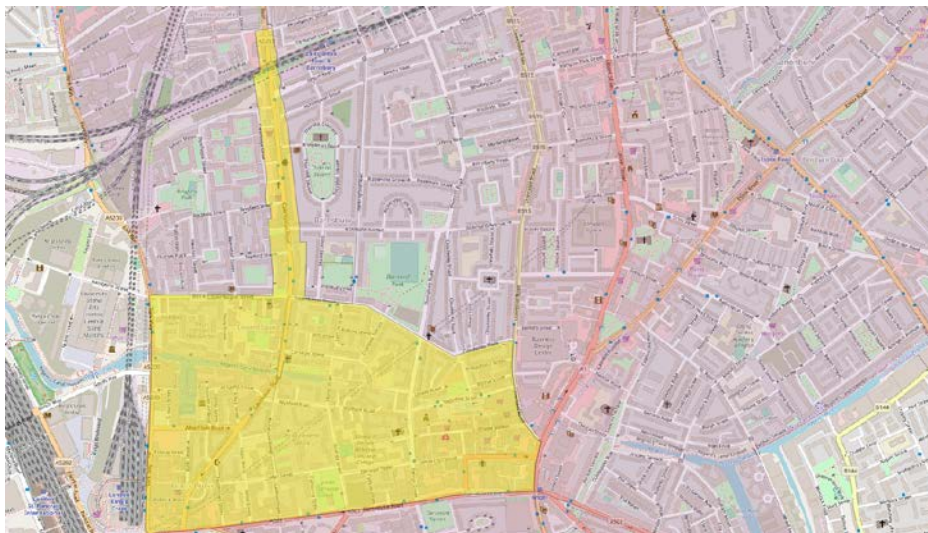
30. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a. The provision of mixed use or flexible premises that

- support the people visiting the area during the day
- encourage people to stay in the area after work
- support the wider cultural offer in the area
- b. Premises with hours of operation consistent with framework hours
- c. Premises that can demonstrate high standards of management with respect to preventing public nuisance associated with waste management & littering
- d. Commitment from the premises licence holder to
  - actively support Pubwatch through regular attendance and engagement at meetings
  - implement the Operation Nightsafe Best Practice Standards



## KINGS CROSS CUMULATIVE IMPACT AREA

31. The map below shows the current Kings Cross Cumulative Impact Area:



32. King's Cross has undergone some radical changes in recent years as a result of redevelopment creating King's Cross Central across the border in Camden and Regent's Quarter in Islington.

33. These changes, as well as the proposed developments in the area, have already led to an increase in the numbers of licence applications and an associated increase in representations from residents and ward councillors citing problems with cumulative impact issues such as noise disturbance, drunken fights and crime due to intoxicated persons in the area.

34. Due to its proximity to Kings Cross station the area is regularly used by visitors to sporting and other large scale events in London and whilst it is recognised that the overwhelming majority of visitors are well behaved, a small minority are associated with public nuisance and crime and disorder and antisocial

35. Licensing Authority is committed to working with potential applicants and existing licence holders to maintain a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.

36. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:

- Adverse impacts associated with late night venues
- Alcohol related antisocial behaviour
- Negative impacts associated with visitors attending large scale sporting and other events



37. The review of our Licensing Policy in 2017 confirmed that the cumulative impact policy for Kings Cross had achieved its objective and that this policy should continue for a further 5 years however feedback from members and residents indicated that the area should be extended along Caledonian Road to Frederica Street.

38. Within the scope of the extended Kings Cross cumulative impact area the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

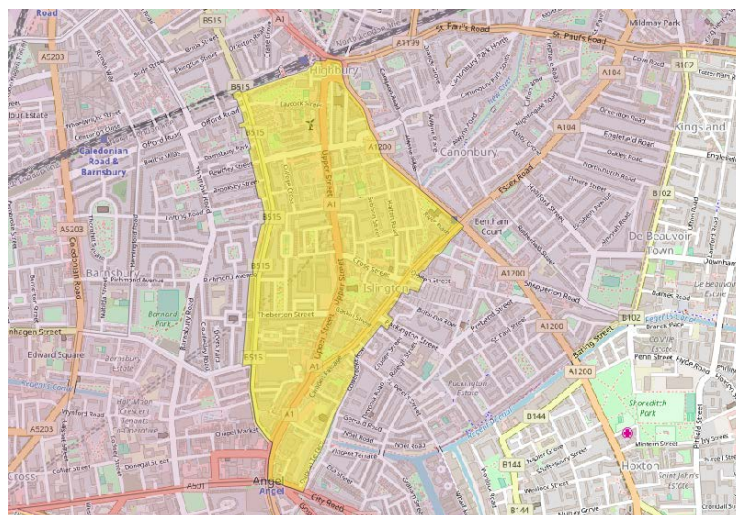
### **Possible exceptions to the extended Kings Cross Cumulative Impact Policy**

39. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:

- Premises that are not alcohol led
- Premises with hours of operation consistent with framework hours
- Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated venues

### **ANGEL AND UPPER STREET CUMULATIVE IMPACT AREA**

40. The map below shows the Angel and Upper Street Cumulative Impact Area:



41. Angel and Upper Street supports a diverse and vibrant evening and night time economy and the Licensing Authority is committed to working with potential applicants and existing licence holders to ensure that licenced premises are well managed and any negative impacts on local residents in terms of crime, disorder, nuisance and antisocial behaviour are minimised.

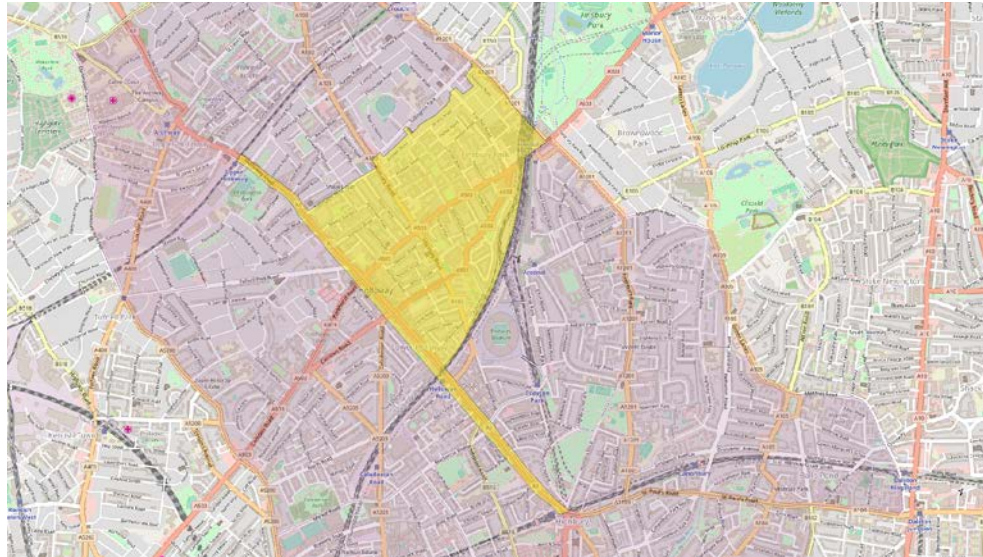
42. Licenced premises in Angel and Upper Street make a significant contribution to the to the reputation and economic prosperity of Islington. The area is renowned for being a vibrant place to live, work and socialise with a diverse evening economy characterised by a wide range of restaurants and cafes, pub and bars, live music venues, theatres, 2 cinemas and many interesting niche or independent shops
43. Whilst many of the licenced venues operating in the area demonstrate high levels of commitment to providing safe and welcoming evening and night time environment the area continues to feature as as alcohol related crime hotspot.
44. The Licensing Authority recognises that it has to balance the needs of businesses with public service and residents and it will utilise its Licensing Policy to address these local issues:
- a) the impact of all venues on local residents
  - b) alcohol related crime and violence
  - c) providing safe and secure venues, especially for women and young adults
45. The review of Licensing Policy in 2017 confirmed that the cumulative impact policy for Angel and Upper Street had achieved its objective and that this policy should continue for a further 5 years
46. Within the scope of the Angel and Upper Street Cumulative Impact area the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

### **Possible exceptions to the Angel and Upper Street Cumulative Impact Policy**

47. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a. small premises with a capacity of fifty persons with hours of operation consistent with the framework hours
  - b. premises which are mixed use or not alcohol-led with hours of operation consistent with the framework hours

### **HOLLOWAY AND FINSBURY PARK CUMULATIVE IMPACT AREA**

48. The map on the next page shows the Holloway Road and Finsbury Park Cumulative Impact Area:



49. This commercially busy area of Islington includes Holloway Road, Nags Head Town Centre and Finsbury Park.
50. Regeneration in Finsbury Park is attracting new businesses and the Licensing Authority is committed to supporting the development of a new grass roots live music hub in the area.
51. Whilst many licenced premises in the wider Holloway and Finsbury Park area are well managed a combination of the economic viability of some businesses and the high turnover of proprietors continues to impact on management standards and licenced businesses operating in the area have made a disproportionate demand on the Licensing Authority's enforcement resources.
52. Licensing Authority is committed by working with potential applicants and existing licence holders to maintain a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
53. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
  - a) Adverse impacts associated with the late night venues
  - b) Alcohol related antisocial behaviour, especially as a result drinking in the street
  - c) Negative impacts associated with visitors to large scale sporting and other events
54. The review of our Licensing Policy in 2017 confirmed that the cumulative impact policy for Holloway and Finsbury Park had achieved its objective and that this policy should continue for a further 5 years.

55. Within the scope of the Holloway and Finsbury Park cumulative impact area the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

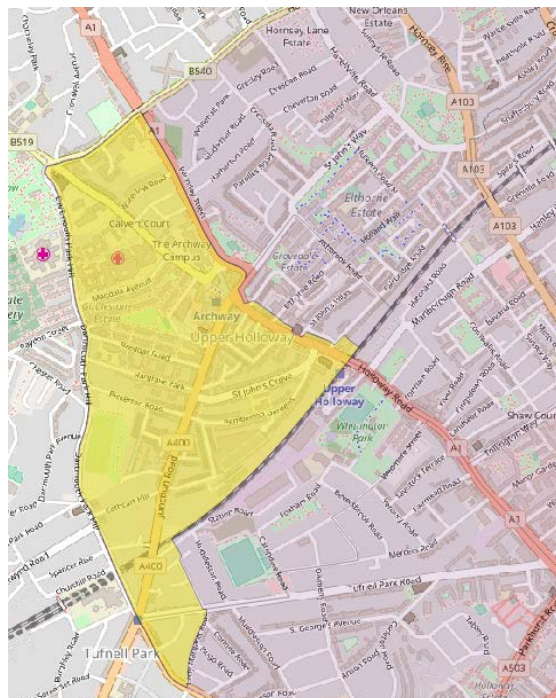
### **Possible exceptions to the Holloway and Finsbury Park Cumulative Impact Policy**

56. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:

- a) Premises that are not alcohol led
- b) Premises with hours of operation consistent with framework hours
- c) Premises providing live music and other cultural activities
- d) Premises implementing match and event day controls in Licensing Policy 15 where recommended by the Police or Licensing Authority

### **ARCHWAY CUMULATIVE IMPACT AREA**

57. The map below shows the Archway Cumulative Impact Area:



58. One of the main issue of concern in the Archway Cumulative Impact area is the number of off licences operating in the area and the impact that widely available alcohol is having on local residents in terms of nuisance and antisocial behaviour, and public services dealing with alcohol related ambulance call outs and crime and disorder.

59. Not only does the area have one of the highest concentrations of off licences of any ward in the borough, with an average of one off licence per 317



residents, the area is home to Whittington Hospital, mental health facilities as well a busy transport hub. These pressures contribute to cumulative impacts and the Licensing Authority response has been to maintain the cumulative impact policy for the area and to introduce bespoke framework hours for off licences in Archway.

60. To address the imbalance, the Licensing Authority wants to encourage applications that bring cultural opportunities for residents and it is committed to working with potential applicants and existing licence holders to establish a diverse well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
61. A secondary issue of concern is late night venues, including late night takeaways and the Licensing Authority will continue to apply its cumulative impact policies in relation to these types of application where representations are submitted by responsible authorities or residents.
62. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- Adverse impacts associated with premises supplying alcohol for consumption off the premises
  - Alcohol related antisocial behaviour associated with drinking alcohol in the street
  - Lack of venues providing leisure and social activities
  - Negative impacts associated with late night venues
63. The review of our Licensing Policy in 2017 confirmed that the cumulative impact policy for the Junction area of Archway had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Archway

### **Possible exceptions to the Archway Cumulative Impact Policy**

64. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a) Premises that do not supply alcohol for consumption off the premises
  - b) Premises providing cultural activities
  - c) Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated community pubs
  - d) Premises supplying alcohol operating to the following framework hours:

**OFF SALES OF ALCOHOL FROM SHOPS AND OTHER PREMISES****Licensing Policy 4**

**The Licensing Authority has adopted a special policy relating to cumulative impact in relation to shops and other premises selling alcohol for consumption off the premises.**

**This special policy creates a rebuttable presumption that applications for the grant or variation of premises licences or club premises certificates which are likely to add to the existing cumulative impact will normally be refused or subject to certain limitation, following the receipt of representations, unless the applicant can demonstrate in the operation schedule that there will be no negative cumulative impact on one or more of the licensing objectives**

65. The Licensing Authority's cumulative impact and framework hours' policies have been successful in reducing negative impacts associated with late night supplies of alcohol however more needs to be done to deal with cumulative impacts arising from the supply of alcohol for consumption off the premises.
66. The number of off licences operating in the borough in most areas has reached the cumulative impact threshold and in areas where there is a successful evening and night time economy off sales of alcohol are contributing to cumulative impacts as result of preloading.
67. Feedback from Partners working in Health, the Emergency Services and Adult Social Care and at our Alcohol Summit in 2017 indicated that more had to be done to control the ease of access to alcohol in street drinking hotspots and areas visited by vulnerable people during the day and that night time economy off sales of alcohol were contributing to cumulative impacts as a result of preloading.
68. Public Health data on impact of underage drinking shows that whilst Islington is seeing a downward trend in alcohol related hospital admissions and ambulance callouts amongst under 18's the rate is significantly higher than the average rate for London and England.
69. As a result, the Licensing Authority has adopted a special cumulative impact policy with respect to off sales of alcohol.
70. This special policy is not absolute. Each application will be considered on its merits and the Licensing Authority shall grant applications that are unlikely to add to the cumulative impact on the licensing objectives.
71. After receiving representations in relation to a new or variation application the licensing authority will consider whether it would be justified in departing from this special policy in the light of the individual circumstances of the case.

72. The impact of an application can be expected to be different for premises operating in different areas. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine one or more of the licensing objectives and that conditions or restrictions would be an ineffective solution.

### **Possible exceptions to the cumulative impact policy for off sales of alcohol**

73. Applications with robust operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:

- a) Specialist premises selling alcohol ancillary to main activity of business e.g. florist providing champagne with flowers, cheese shop selling wine to accompany cheese
- b) Premises that can demonstrate that the risk of alcohol purchased from the premises being consumed on the street is minimal due to the nature and type of alcohol being sold
- c) Premises that are not in the vicinity of schools, wet or dry centres, mental health establishments nor street population hotspots
- d) Premises outside the area based cumulative impact areas

74. Applicants and licence holders are expected to demonstrate high standards of management through their operating schedules including details of:

- Competency arrangements for staff and managers
- Induction and refresher training
- Challenge 25
- Procedures in place to prevent the sale of illicit alcohol
- Reduce the strength policies
- Arrangements for communicating with staff and customers

## **LICENSING HOURS**

### **Licensing Policy 5**

**Where representations are received from responsible authorities or other persons the Licensing Authority may seek to restrict hours of opening where it is appropriate to promote the licensing objectives.**

**The Licensing Authority may impose further limitations on hours upon review of the licence, particularly where the premises are shown to be the focus or cause of nuisance or anti-social behaviour.**

75. The Licensing Authority supports the principle of flexibility in its approach to licensing hours and will consider the merits of each individual application however it is mindful that Islington has become saturated with late night premises selling alcohol and it is concerned about the cumulative impact that

the proliferation of late night venues and retailers in the borough is having on the promotion of the licensing objectives.

76. The Licensing Authority is mindful of the argument that in some situations, longer licensing hours for the sale of alcohol can help to minimise the impact of large concentrations of customers leaving premises simultaneously. In Islington, many licenced premises are already open into the early hours of the morning and this has contributed to the development of a thriving evening and night-time economy
77. Balanced against this is the evidence in Islington that extended opening hours has seen increased levels of crime and anti-social behaviour such as noise and disturbance to local residents living near licenced premises, fast food outlets, bus stops, train and underground stations that continues through the early hours of the morning.
78. Later opening hours can also impact on the response times for the Police, Fire and Ambulance Service as peak demand for their services extends across the night and early hours of the morning, correlating with the increase in late opening. The number of late night premises is now at a level where to allow more would adversely impact on this balance

## **Licensing policy 6**

**When dealing with new and variation applications the Licensing Authority will give more favourable consideration to applications with the opening and closing times listed in the table below:**

<b>Public Houses and Bars</b>	<b>Sunday to Thursday</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>
<b>Nightclubs</b>	<b>Sunday to Thursday</b>	<b>8am to 1am the following day</b>
	<b>Friday and Saturday</b>	<b>8am to 2am the following day</b>
<b>Restaurants Cafes &amp; Coffee Shops</b>	<b>Sunday to Thursday</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>
<b>Hot food and drink supplied by takeaways &amp; fast food premises</b>	<b>Sunday to Thursdays</b>	<b>11pm to midnight</b>
	<b>Friday and Saturday</b>	<b>11pm to 1am the following morning</b>
<b>Off Licences</b>	<b>Monday to Sundays</b>	<b>8am to 11pm</b>
<b>Hotels - residents only :</b>	<b>Monday to Sundays</b>	<b>24 hours sale of alcohol</b>
<b>Hotels- guests and non-residents</b>	<b>Sunday to Thursdays</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>



<b>Shops and off sales of alcohol in Clerkenwell</b>	<b>Monday to Thursday</b>	<b>8am to 11pm</b>
	<b>Friday</b>	<b>8am to 8pm</b>
	<b>Saturday</b>	<b>10am to 8pm</b>
	<b>Sunday</b>	<b>10am to 11pm</b>
<b>Premises selling alcohol in Archway</b>	<b>Monday to Sunday</b>	<b>9am to 11pm</b>
<b>Premises selling alcohol for consumption off the premises in close proximity to schools or in high risk areas</b>	<b>Monday to Sunday</b>	<b>10am to 11pm</b>

79. High risk areas are defined as areas of the borough where partners involved in alcohol harm reduction work have identified there are particular concerns around the vulnerability of those visiting or residing in the area. For example, an area where one or more of the following apply:

- there are considerable levels of street drinking or partners are reporting having to attend a number of alcohol related incidents
- in close proximity to local hospitals, drug and alcohol services or mental health services
- in close proximity to vulnerable young people's services (such as children and young people's drug and alcohol services, CAMHS, young persons supported accommodation, pupil referral units)
- there is particularly vulnerable adult supported accommodation (accommodation for individuals who continue to drink or where there are more than 10 residents).

80. The above hours are intended to guide applicants on the Licensing Authority's expectations when preparing their Operating Schedules. The above hours are not pre-determined and each application will be considered on its merit. In some situations, local issues may indicate that shorter licensing hours are appropriate to promote the licensing objectives.

81. Applicants for premises licences falling outside the above hours are expected to fully explain in their operating schedule the arrangements that they will put in place to ensure that the premises will not add to the cumulative impact. Operating schedules with insufficient detail are more likely to be refused, attract limitations in hours, or have conditions imposed on them by the Licensing Authority.

82. For applications within the above hours there is no presumption that the application will automatically be granted in all cases where relevant

representations are made.

83. Furthermore, the Licensing Authority considers that the possibility of disturbance to residents is more likely to occur at night and in the early hours of the morning and despite the best efforts of businesses to manage the dispersal of patrons it can be very difficult to eliminate any such disturbance to residents when patrons have left the vicinity of a licenced premises.

84. Applicants and licence holders who wish to provide licensable activities outside the hours specified above should ensure that the operating schedule specifies detailed measures to mitigate against crime, disorder and public nuisance taking into account:

- the location of the premises and the character of the area in which they are situated
- the proposed hours during which licensable activities will take place
- the adequacy of the applicant's proposals to prevent crime and disorder and prevent public nuisance
- whether customers have access to public transport when arriving at or leaving the premises
- the proximity of the premises to other licensed premises in the vicinity and the hours of operation of those other premises policies and proposals for the orderly dispersal of customers.

## **THE OPERATING SCHEDULE**

### **Licensing Policy 7**

**The Licensing Authority seeks to encourage the highest standards of management in licensed premises and expects this to be demonstrated through the operating schedule.**

**In particular, it expects applicants to:**

- **explain how they will promote the licensing objectives**
- **address the relevant guidance in this policy.**

85. The operating schedule must include all information necessary to enable the Licensing Authority, responsible authorities or other persons to assess whether the steps outlined for the promotion of the licensing objectives are satisfactory. This will mean that applicants will need to complete their own detailed risk assessments on their businesses prior to completing their operating schedule.

86. Where the operating schedule does not provide enough details, there is an increased likelihood that representations will be made and that the Licensing Committee hearing the application will have insufficient information to satisfy itself that the application will promote the licensing objectives.

87. Applicants are reminded that the late submission of additional written

evidence to support an operating schedule should be submitted at least 2 clear working days prior to the Licensing Committee hearing to allow the Licensing Committee and any responsible authority or residents making representations to consider the new information before the start of the hearing.

88. Any proposed changes to the operating schedule must be notified to the Licensing Authority and depending on the nature of the changes proposed, the Licensing Authority may require a new premises licence application or the submission of an application to vary the existing licence.

## **MANAGEMENT STANDARDS**

### **Licensing Policy 8**

**When assessing the applicant's or licensee's ability to demonstrate a commitment to high standards of management the Licensing Authority will take into account whether the applicant or licensee:**

- **can demonstrate comprehensive knowledge of best practice**
- **has sought advice from the responsible authorities**
- **has implemented any advice that been given by the responsible authorities**
- **is able to understand verbal and written advice and legal requirements**
- **can demonstrate knowledge of the licensing objectives, relevant parts of the Licensing Policy and their responsibilities under the Licensing Act 2003**
- **is able to run their businesses lawfully and in accordance with good business practices**
- **can demonstrate a track record of compliance with legal requirements**
- **can explain how they will brief staff on crime scene preservation**

**Where there is a history of non-compliance associated with the management of the premises the Licensing Authority is unlikely to grant a new or variation application, or permit premises to continue to operate without further restrictions on review, unless there is evidence of significant improvement in management standards.**

89. The Licensing Authority is committed to promoting high standards of management in all licenced premises and expects applicants and licensees to demonstrate this through their operating schedule and management practices. Experience indicates that where these requirements are not adhered to the licensing objectives are likely to be undermined.

## **DIVERSITY IN THE EVENING AND NIGHT TIME ECONOMY**

### **Licensing Policy 9**

**The Licensing Authority seeks to promote applications for venues that are not alcohol led. Mixed use venues, with alcohol sales being offered to customers alongside entertainment or food, and applications for premises that will provide an all seated environment for customers are encouraged. Applications for premises licences to provide vertical drinking are not encouraged but if made, the operating schedule will be expected to demonstrate robust arrangements for promoting the licensing objectives.**

90. Islington already has a large number of licensed premises operating in a densely populated area. Our experience has shown that the design and offer within premises has a strong influence on levels of drinking and behaviour.
91. The Licensing Authority wants to encourage and support diversity in the evening and night time economy and welcomes applications for mixed use premises or premises where alcohol is not the dominant feature so as to broaden the appeal to a wider range of people.

## **CULTURAL VENUES**

### **Licensing Policy 10**

**The Licensing Authority wishes to encourage more cultural spaces to be opened in the borough so that the cultural offer is widely available and accessible to residents and visitors.**

92. The Licensing Authority aims to balance its support for community entertainment to encourage and celebrate cultural diversity with the need to provide safe venues and events which do not have an adverse impact in terms of crime, disorder, and public nuisance. It also wants to encourage small scale live music, grassroots live music, dancing and theatre in licensed premises for the wider cultural benefit of communities generally.
93. The borough boasts key creative hubs in the performing arts and in the performing arts training sector, most notably dance and theatre which alongside a vibrant music, literature and visual arts offer support a bustling evening economy. Islington is proud of its live music scene and Licensing Authority and wants to build on recent successes to support grass roots music venues setting up in the borough.
94. The Licensing Authority supports and encourages communities to celebrate culture at grass roots level and promotes community use of the council's own venues, open spaces and parks. To support and encourage community use, 15 of our parks and open spaces are licenced for entertainment
95. Where issues arise with activities in existing premises because of new developments or change in existing arrangements in the locality, the Licensing Authority will encourage informal and formal dialogue avenues between interested parties before any review measures are instigated. The

Licensing Authority will take due regard of adherence to this approach when considering any review applications for premises providing this type of activity.

## **WORKING TOGETHER AND SUPPORTING BEST PRACTICE**

### **Licensing policy 11**

**The Licensing Authority believes that applicants and premises licence holders operating, or aspiring to operate, well managed premises will want to work with responsible authorities to develop, support and share best practice. There are a number of schemes that the Licensing Authority promotes to support this objective:**

- **Participation in local pubwatch**
- **Operation Nightsafe – Best Practice for Managing Venues**
- **Operation Nightsafe – Best Practice for Managing Off Licences**
- **The Licensees Charter - Pubs, bars and clubs to adopt**

### **PUBWATCH**

96. The borough-wide pubwatch network encourages licensees to work together to promote the licensing objectives in their premises by providing a forum for sharing information, disseminating best practice and meeting with representatives of the licensing authority, the police and other responsible authorities.

97. The Licensing Authority encourages all licensees to actively participate in their local pubwatch scheme and it will support the development of more schemes where there is a demand.

### **OPERATION NIGHTSAFE BEST PRACTICE**

98. Operation Nightsafe Best Practice standards, based on the nationally recognised Best Bar None Award, have been developed by the Licensing Authority, Police and licenced trade representatives on the Late Night Levy Board. The standards were originally designed for late night venues and off licences but the principles can be applied to all premises.

### **LICENSEES' CHARTER**

99. The Charter, developed in conjunction with businesses and residents, is designed help licensed venues minimise the negative impacts of their business whilst respecting rights of customers and residents. The Licensing Authority is keen to encourage all pubs, clubs and bars to adopt the Charter.

### **TRAINING AND BRIEFING SESSIONS**

100. From time to time the Licensing Authority will arrange or facilitate bespoke training and briefing sessions to assist premises licence holders with their responsibilities to operate safe and compliant businesses. Recent examples include Selling Age Restricted Products, Protective Security Awareness Business Continuity Management, Music Venue Project and the Alcohol Summit. Licence holders are expected to attend these events so that best practice can be widely disseminated.

## **TEMPORARY EVENT NOTICES**

### **Licensing Policy 12**

**When considering objections to temporary event notices the Licensing Authority will consider the:**

- **circumstances of the objection**
- **the applicant's willingness to comply with the conditions attached to the premises licence**
- **history of complaints**
- **the track record of the applicant**
- **any other proposed control measures to mitigate the objection**
- **the notice has been submitted within an appropriate time for the responsible authorities to assess the event**

101. The majority of temporary event notice applications are accepted by the Licensing Authority as requested. Where an objection notice is received from the responsible authorities (Police or Environmental Health) the Licensing Authority will hold a hearing to consider the objection (unless all parties agree that this is unnecessary). If the Licensing Authority decides that the event would undermine the licensing objectives and should not take place, a counter notice will be served.

102. The Licensing Authority expects anyone submitting a temporary event notice to consider the concerns of the responsible authorities and to implement appropriate measures to mitigate against the risk of the event undermining the licensing objectives.

103. Whilst the Licensing Act 2003 prescribes minimum timescales for temporary event notices, events requiring an event management plan, noise management plan or those that fall within the of an event that needs to be presented to a Safety Advisory Group meeting will require a longer lead in time.

## **RISK ASSESSMENTS**

### **Licensing Policy 13**

**The Licensing Authority expects all applicants, premises licence holders and people submitting temporary event notices to undertake a comprehensive risk assessment to ensure that the four licensing objectives are considered and**

appropriate control measures put in place to promote the licensing objectives.

Risk assessments should be completed prior to licensable activities taking place on a premises and updated for non-routine events such as externally promoted events. These include events such as:

- externally promoted events that could be deemed high risk
- events with alcohol that could attract a younger audience
- mixed age group activities
- events that run beyond the framework hours
- events with special effects or activities that require specialist risk assessments
- where there is an existing condition on the premises licence.

104. Further advice on event safety and risk assessment can be found on the following websites:

<https://www.islington.gov.uk/libraries-arts-and-heritage/arts/organising-an-event/guides-insurance-and-risk-assessment>

and

<http://www.hse.gov.uk/event-safety/running.htm>

105. For externally promoted events premises licence holders are encouraged to liaise with the Police Licensing Team.

## **ALCOHOL INDUCED CRIME, DISORDER AND ANTISOCIAL BEHAVIOUR**

### **Licensing Policy 14**

The Licensing Authority expects licensees to operate to the highest standards of management, and to cooperate with responsible authorities, to prevent:

- alcohol induced crime, disorder and antisocial behaviour inside, outside and in the near vicinity of premises
- the sale of alcohol to underage children
- serving alcohol to customers who are drunk
- drunkenness on premises
- irresponsible drinks promotions
- street drinking in the local vicinity

Specific measures, depending on the nature of the venue, may include:

- A designated outside drinking area
- A specified time for outdoor areas to be clear
- Measures in place to monitor and supervise customers in outside drinking areas
- The use of CCTV
- Door supervisors



- Operational policies underpinned by staff training and management support
- Refrain from selling high strength alcohol
- Preventing pavement obstructions
- ID scanning

**Where the Licensing Authority receives representations from responsible authorities that the management of a premise is supporting such activities, or that there is strong evidence linking patrons with alcohol related crime, disorder or antisocial behaviour the Licensing Authority will consider reviewing the licence to impose appropriate sanctions to prevent or minimise the impact.**

106. Applicants and licence holders are expected to work with the Licensing Authority and Police to minimise the risk of alcohol induced crime, disorder and antisocial behaviour. Where localised problems exist licence holders are expected to implement additional robust measures to minimise adverse impacts on residents and public services.
107. Where appropriate the Licensing Authority will consider imposing controls on products sold where representations indicate localised problems. This provision could include banning the sale of super strength beer, larger and cider in premises or banning specific promotions, as part of a package of measures to deal with problems associated with drinking in the street.

## **SELLING ALCOHOL ON EVENT AND MATCH DAYS**

### **Licensing policy 15**

**The Licensing Authority expects all applicants and premises licence or certificate holders to support the council in promoting public safety and minimising alcohol related crime and disorder on large scale event and match days by including the following large scale event and match day arrangements listed below in their operating schedules:**

- Refrain from selling alcohol until 11 am on Monday to Saturday and midday on Sunday, unless otherwise agreed with the police.
- Manage patrons drinking outside the premises in designated areas using registered door supervisors.
- For 4 hours before advertised start of the match or event and until 1 hour after the match or event finishes to only sell alcohol in plastic containers, save in an area set aside from for the consumption of food commencing i.e. restaurants, area set aside from main bar in public house for the primary consumption of food.



- **To not support the consumption of alcohol in glass containers on the public highway including any dedicated authorised tables and chairs licence.**

108. The above restrictions apply to all shops, off licence, pubs, bars and restaurants that may attract football supporters at any designated match at Emirates Stadium or people attending large scale events at either at the Emirates Stadium or Finsbury Park. A large scale events is defined as an event with an expected capacity in excess of 10,000.
109. The Licensing Authority has specific concerns about the consumption of alcohol in public places on these occasions and the potential that this has on local residents and public services in terms of alcohol induced disorder and anti-social behaviour, increased litter, and the necessity for Police or Local Authority intervention. Premises licence holder are also expected to not knowingly sell alcohol to persons where the licence holder suspects it will be consumed on the public highway or adjacent public spaces.

## **USE OF TOUGHENED GLASS AND POLYCARBONATES**

### **Licensing Policy 16**

**The Licensing Authority expects applicants and licence holders to take a risk based approach to the use of toughened glassware and polycarbonate.**

**The Licensing Authority will consider imposing a condition prohibiting the sale of alcohol in annealed glass containers (glasses and bottles) and require the use of polycarbonate or other safer alternatives where:**

- **local needs dictate**
- **a relevant representation is received**
- **the premises are operating beyond midnight**
- **the licence permits drinking outside**

110. Evidence indicates that the majority of incidents with lacerations from annealed glass occurring inside licensed premises are accidents. However, some are malicious and cause horrific injuries and lifetime scarring. In recent years there have been a number of high profile cases where people have suffered serious injuries resulting from glass attacks.
111. Outside premises, glass containers, as well as being potential weapons, add to street debris, pose risks to street cleaners and pedestrians and generally undermine the objective to minimise public nuisance.
112. The Licensing Authority believes that the use of safer alternatives to annealed glass will help promote public safety and the prevention of crime and disorder in licensed venues.
113. The Licensing Authority will take into account the nature of the venue when considering imposing conditions restricting the use of glass, including the

uses of bottled drinks. Considerations will include:

- the type of venue
- the customer base
- the hours of operation
- the standard of management demonstrated by the current licensee
- the history of alcohol related crime and disorder associated with the premises
- the extent to which drinking is permitted outside
- the licensee's risk assessment
- the views of the local police

## **ILLICIT GOODS**

### **Licensing Policy 17**

**The Licensing Authority expects applicants and premises licence holders to have arrangements in place to prevent the sale of illicit, non-duty paid or stolen goods.**

**Where arrangements are not proposed or in place the Licensing Authority will impose licence conditions or sanctions that are appropriate for promoting the licensing objectives.**

114. The Licensing Authority expects applicants and premises licence holders to understand that the supply of illicit, non-duty paid or stolen goods undermines the licensing objective to prevent crime and disorder. The criminal offence of fraud, arising from illicit trade, can occur as a result of non-payment of duty, theft or counterfeiting. Premises selling alcohol are expected to have procedures in place to prevent the sale of illicit alcohol including:
- a purchasing policy
  - product recall arrangements
  - training of all staff, including casual staff
115. The sale of illicit goods, such as non-duty paid tobacco will be considered as evidence of poor management. Foreign tobacco should not be kept anywhere on the premises, except for one single pack for the legitimate personal use for members of staff, and quantities in excess of this will be deemed to be tobacco intended for sale to customers.

## **DRUG POLICIES**

### **Licensing Policy 18**

**The Licensing Authority is committed to ensuring that, where appropriate, the design and management of licenced venues maximises the safety of customers, performers and staff. The Licensing Authority will normally expect**

**the submission of a drug policy as part of the operating schedule for applications for new premises licences and for variations to existing licences for night clubs and similar premises.**

**Where there are issues of concern the Licensing Authority will expect to see evidence that the drug policy has been implemented and reviewed.**

116. Within the context of promoting the licensing objectives for preventing crime and disorder and ensuring public safety the Licensing Authority expects applicants and licensees to:

- take all reasonable steps to prevent the entry of drugs into licensed premises
- take all reasonable steps to prevent drugs changing hands within the premises
- train staff to recognise understand the signs of drug misuse in people so that practical steps can be taken to deal with any instances that occur
- have appropriately trained staff to deal with drug related incidents
- display appropriate drug safety awareness information for customers
- provide a first aid room and first aid equipment, including a defibrillator in larger venues
- deploy staff trained to assist with medical incidents
- implement an appropriate banning policy

## **SAFER TRAVEL AT NIGHT**

### **Licensing Policy 19**

**In determining late night applications, the Licensing Authority will consider the arrangements for securing safe access to public transport facilities for customers leaving the premises.**

**The Licensing Authority expects late night venues to include safer travel arrangements for departing customers in their operating schedule.**

**Appropriate arrangements may include:**

- **ease of access to late night public transport in the local area**
- **making facilities available for customers to contact a local taxi firm**
- **facilities to allow patrons to wait for taxis and mini cabs in a safe environment where they will not cause disturbance to local residents**
- **taxi queue management**
- **provision of clear, accessible, comprehensive and up-to-date information to customers**
- **proposals deterring illegal mini cabs touting for business outside the venue**
- **appropriate staff training programme**

117. Applicants for new licences and those wishing to increase their operational hours or the capacity of their premises will need to demonstrate that due consideration has been given to arrangements for the quick, safe and quiet dispersal of customers from their venues. The emphasis should be on promoting public transport, taxis and licenced mini cabs as car parking facilities are limited and experience indicates that customers parking cars in residential areas often create noise and interrupts the sleep of local residents
118. The Licensing Authority is concerned about the impact of mini cabs waiting outside licensed premise on nearby residents and the nuisance and safety issues arising from unlicensed mini cabs touting for business outside venues. It expects licensees to proactively manage the demand for taxis and mini cabs and to minimise their impact on residents. It also expects applicants and licence holder to implement measures to support enforcement agencies dealing with illegal mini cabs.

## **SAFE AND SECURE LICENSED VENUES**

### **Licensing Policy 20**

**In determining applications for pubs, clubs and bars the Licensing Authority will expect the applicant to explain its approach to creating a safe and secure environment for everyone, including safeguards to mitigate against sexual harassment of women and the protection of young adults in licenced venues.**

119. Whilst aiming to create safe and secure environment for everyone working and socialising in in pubs, clubs and bars licenced premises the Licensing Authority wants to encourage applicants and premises licence holders to consider arrangements that could be put in place to manage the risk of sexual harassment of women and to protect young adults.
120. Applicants and licence holders for these types of venues should include women's safeguarding measures in their operating policies and are encouraged to consider adopting the following measures as appropriate:
- Promoting 'Ask Angela'
  - Signing up to 'Good Night Out'
  - Display posters which discourage harassment and encourage reporting to staff/managers
  - Take every report of harassment seriously and take appropriate action
  - Take steps to support person who report sexual harassment
  - Train and support staff implementing venue policies
  - Proactive measures to ensure women leave the venue safely
  - ID scanning at venues attracting a younger clientele (18-25 year olds)

## **PUBLIC NUISANCE**

### **Licensing Policy 21**

**The Licensing Authority is committed to preventing public nuisance by protecting the amenity of residents and businesses in the vicinity of licensed premises. Applicants and premises licence holders are expected to address these issues in their operating schedules.**

**Where relevant representations are received, the Licensing Authority will impose appropriate restrictions or controls on the licence to support the prevention of public nuisance due to**

- **light pollution**
- **odour, smells and smoke**
- **litter, waste and street fouling**
- **flyposting**
- **highways and pavement obstructions**
- **noise**
- **recycling facilities**
- **deliveries and collections**
- **outside drinking, eating and smoking**
- **dispersal of patrons**
- **urinating in public**

121. Public nuisance can apply to a wide range of activities that prevent residents, members of the public or other businesses carrying out their normal activities or that cause the council to have to take remedial action. The Licensing Authority expects applicants and premises licences holders to implement measures to minimise public nuisance associated with the above.

## **NOISE ASSOCIATED WITH LICENSABLE ACTIVITIES**

### **Licensing Policy 22**

**The Licensing Authority is committed to protecting the amenity of residents and businesses in the vicinity of licensed premises, particularly when late hours have been sought. Where relevant representations are received the Licensing Authority will impose appropriate restrictions and controls on the premises licence to prevent public nuisance and undue disturbance to local residents from licensed premises**

122. Complaints about antisocial behaviour and noise in Islington have risen substantially over the last ten years and the expansion of the night-time economy has increased noise within urban settings above the national average. It is in the context of these trends that noise disturbance from licensed premises will be considered by the Licensing Authority. The Licensing Authority will seek to balance the protection of residents from undue

disturbance against noise and the activity that is the natural by-product of people going about their business, entertainment or leisure.

123. The Licensing Authority expects that premises intended for the provision of noise-generating licensable activities are acoustically controlled and engineered to a degree whereby the noise from the premises when compared to the ambient noise level will not cause undue disturbance. The Licensing Authority recognises specific difficulties associated with other premises structurally linked to would-be licensed premises and the limit of sound insulation performance that can be achieved. In some circumstances licensed premises with amplified music above the volume level of acoustic musical instruments adjoining residential properties may not be appropriate.
124. The council expect developers building new residential premises in close proximity to licenced premises to implement the 'agent of change' principle by incorporating a high standards of mitigation measures into the design and construction of residential properties to protect future residents from nuisance from licenced venues.
125. There are exemptions for live and recorded music from being licensable activities in certain circumstances. Licensees and applicants must recognise that these activities may still give rise to noise nuisance and be aware of remedies available to the Council should noise nuisance be established. Licensees should work in partnership with the relevant officers to avoid the need for enforcement action to abate noise nuisance once informed of any issues.
126. Where the Licensing Authority receives representations or a review application in relation to deregulated entertainments it will seek to impose restrictions or conditions that are appropriate for preventing noise nuisance. Licensees should be aware that the Licensing Authority can apply to have a deregulation removed by means of review of the premises licence.

## **NOISE FROM DELIVERIES AND COLLECTIONS**

### **Licensing Policy 23**

**Licence holders and applicants are encouraged to consider whether early morning deliveries and collections to their premises could potentially result in a public nuisance and to introduce measures to minimise the impact where appropriate. The Licensing Authority recognises that refuse collection and delivery times can sometimes be outside the control of the premises licence holder but encourages the appointment of contractors who can carry out collections and deliveries during normal hours of work and outside the night time hours of 23:00 to 07:00. Collections of bottles and other waste glass should be avoided during the above hours.**

127. Licence holders and applicants are encouraged to consider whether early morning or overnight deliveries to and collections from their premises could

potentially disturb residents in the vicinity resulting in public nuisance. It is recommended that licensees and applicants consider this aspect of their business and introduce measures to minimise noise impact of their activities during night-time hours which according to the World Health Organisation should be a period of 8 hours between 23:00 – 07:00 local time.

128. Applicants should consider suitable provision for refuse storage, recycling facilities and other waste inside premises in order to facilitate daytime collections. Waste and materials for recycling should not be stored on the public highway.
129. Where representations are received from local residents in the vicinity of licensed premises stating they are being disturbed by early morning or night time collections and deliveries, the applicant or premises licence holder will be requested to renegotiate different times outside the night time period with their contractors and to liaise with local residents where appropriate to seek agreements on acceptable hours. In the event that informal agreements cannot be reached the appropriate Responsible Authority may seek to impose delivery and collection times as conditions on premises licences by means of review of the premises licence where they do not already exist.

## **SMOKING, DRINKING AND EATING OUTSIDE.**

### **Licensing Policy 24**

**The Licensing Authority recognises that where gardens and tables and chairs outside are provided for smoking, drinking or eating, users can cause nuisance.**

**Where smoking, eating and drinking takes place outside the Licensing Authority expects applicants to provide comprehensive details in their operating schedule on:**

- **the location of outside areas to be available for use**
- **how the outside areas will be managed to prevent:**
  - **noise**
  - **smell**
  - **pavement obstructions**
- **the arrangements for clearing, tables and chairs**
- **preventing nuisance from smoke fumes to residents living in close proximity to smoking areas**

**Where the Licensing Authority receives representations or a review application regarding the use of an outside area it will impose restrictions or conditions that are appropriate for preventing a public nuisance.**

130. The provision of tables and chairs outside the premises, either on the highway or on private land, and the provision of beer gardens, can enhance the attractiveness of the venue. It can have the benefit of encouraging a continental style café culture and family friendly venues.



131. Late at night, tables and chairs and beer gardens can cause significant public nuisance to residents whose homes overlook these areas. In some premises these facilities can encourage patrons and passers-by to loiter rather than disperse and in many cases, noise control measures are not feasible.
132. The use of such areas, especially pavements, should take account of potential access issues for people with disabilities and the safe use of wheelchairs and other access equipment.
133. The placing of items such as tables, chairs and barriers on or adjacent to the highway needs to be licensed by the Council's Street Trading Team Division and applicants will usually be expected to hold that licence when their application is made or prior to using the external area.

## **DISPERSAL POLICIES**

### **Licensing Policy 25**

**The Licensing Authority will normally require all licensed premises to be cleared of patrons within a reasonable period, usually 30 minute, after the end of the time permitted for licensable activities. Where appropriate, or required by a responsible authority, the arrangements for clearing the premises should be incorporated in the operating schedule.**

134. The general principle will be that the carrying on of licensable activities at premises should cease some time before the end of the operational hours granted by planning consent to allow for the premises to be cleared of patrons in a gradual and orderly manner. The Licensing Authority recognises that the time required for clearing premises of patrons will differ from business to business depending on the type of licensable activities provided and the nature of the clientele. It is for applicants themselves to judge what time scale is reasonable however, the Licensing Authority recommends that between 30 minutes and a maximum of one hour would be sufficient for the majority of businesses.

## **ADULT ENTERTAINMENT**

### **Licensing Policy 26**

**The Licensing Authority expects all applicants and licensees intending to provide adult entertainment to include the relevant details in their operating schedule, including any controls they intend to put into place.**

**When considering applications which include adult entertainment the Licensing Authority will take into account the nature of the area, the marketing, and advertising arrangements and external views of the premises together with other factors proposed by the proprietor to mitigate against concerns.**



135. Premises providing adult entertainment on a regular basis will be subject to the licensing regime for Sexual Entertainment Venues. Premises licenced under the Licensing Act 2003 that are exempt from this regime will be subject to the following paragraphs of this Policy.
136. The location of the premises will be an important factor as it can impact on all four of the licensing objectives. The licensing authority will take into account the cumulative effect of the premises on the area and whether applications for new and variation premises licences that are located in close proximity to sensitive premises should be granted. Sensitive premises may include:
- residential accommodation,
  - schools,
  - children's and vulnerable persons' centres,
  - youth and community centres,
  - religious centres and public places of worship,

## **CHILDREN AND LICENSED PREMISES**

### **Licensing Policy 27**

**The Licensing Authority wants to encourage family friendly venues and does not seek to limit the access of children to any premises unless it is appropriate for the prevention of physical, moral or psychological harm. Applicants are expected to include its approach to admitting children in their operating schedule and any control measures that it intends to implement to prevent harm.**

**In determining applications for licenced premises that admit children without accompanying responsible adults the Licensing Authority will expect the operating schedule to contain enhanced measures for ensuring public safety and a safeguarding children policy.**

137. The Licensing Authority has identified the Child Protection Team, Children's Services, as the responsible authority for protecting children from harm.
138. The Licensing Authority supports the provision of licenced events and venues specifically for children and young people, however it also recognises that children are one of the most vulnerable groups in our society and that additional safeguarding and general safety measures may need to be put on place
139. Where appropriate the Licensing Authority will expect appropriate management arrangements to be in place to safeguard children which may include:
- a safeguarding children policy
  - limiting the hours when children may be present

- restricting access to specific parts of the premises
- requiring proof of age on admission
- limiting unobserved contact between employees and children
- increased staffing ratios
- Disclosure and Barring Service checks.

140. Operating schedules for venues showing films should explain the arrangements for compliance with British Board of Film Classification (BBFC) age restrictions in relation to any specialist film festivals or other screenings where films are not classified by the BBFC. In such cases the Licensing Authority will require the submission of the film intended to be shown at least 28 days before the proposed screening so that it can apply an appropriate classification.

## **CHILDREN AND ALCOHOL**

### **Licensing Policy 28**

**The Licensing Authority expects applicants and premises licence holders to implement appropriate measures, including Challenge 25 to prevent the sale of alcohol to children, including proxy sales when adults buy alcohol for children.**

**Applicants and licence holders providing remote sales of alcohol and alcohol delivery services should have arrangements in place to comply with age verification requirements at both the point of sale and delivery to customers.**

141. Restricting access to alcohol for children under 18 has been a high priority area in Islington for many years to help reduce the anti-social behaviour and health issues associated with underage drinking. The Licensing Authority expects operating schedules to detail the arrangements for preventing underage sales and failure to implement controls is likely to result in additional controls and sanction with repeat offenders running the risk of having their licences reviewed.

## **ENFORCEMENT**

142. Enforcing the requirements of the Licensing Act 2003 is shared between the Police and the Licensing Authority with both organisations employing dedicated Licensing Officers who are co-located in Islington Council's offices in Upper St. The Police and Local Authority Licensing Officers are charged with the responsibility of ensuring compliance with licensing requirements and working with the licenced trade, other responsible authorities and council services to promote the licensing objectives.
143. The Police and Council Licensing Officers take a joined up approach to
- sharing information and intelligence
  - targeting inspection and monitoring resources toward agreed problem area

- and high risk premises,
  - joint problems solving tasking
  - follow up enforcement action.
144. Police Licensing Officers lead on significant crime and disorder issues associated with licenced premises and activities that involve other specialist officers within the Metropolitan Police.
  145. Licensing Authority Licensing Officers lead on general non-compliance with licence conditions, residents' complaints, issues that may involve other teams within the council associated with public safety, protecting children from harm and public nuisance.
  146. The Licensing Officers can task Operation Nightsafe Patrol Officers to deal with street based issues of concern to improve safety and reduce nuisance and antisocial behaviour arising from the night time economy activities.
  147. Where there is evidence of a premises failing to comply with licence conditions or undermining the licensing objectives the premises licence holder will be invited to attend an Officer Panel to review the evidence and to agree an action plan to prevent recurrence. The Officer Panel, organised by the Licensing Authority, involves both the Police and Licensing Authority with representatives from other responsible authorities attending as and when required.

## **REVIEW OF PREMISES LICENCES**

### **Licensing Policy 29**

**The Licensing Authority will apply the full range of powers available to it when a review of a premise licence becomes necessary, including:**

- **Restricting hours of operation**
  - **Removing licensable activities from the premises licence**
  - **Imposing additional conditions**
  - **Requiring the removal of a designated premises supervisor**
  - **Suspending a licence**
  - **Revoking a licence**
148. The Licensing Authority believes that the promotion of the licensing objectives is best achieved in an atmosphere of mutual co-operation between all stakeholders. Reviews will therefore be mainly reserved for circumstances where early warnings of concerns and the need for improvement have gone unheeded by the management of the licensed premises.
  149. Reviews of licences may be triggered at any stage by responsible authorities or other persons because of a matter arising at the licensed premises and relating to one of the four licensing objectives. Reviews may also become necessary following the service of a closure order by the police or any formal

enforcement action by officers of the local authority.

150. Where a licence is revoked, any new application for the premises will be considered against the policy – there will be a full consideration of the applicant and the operating schedule with no assumption that a licensed premise can continue in that location.

If you have any questions about this policy please contact:

Licensing Team  
Islington Council  
222 Upper Street  
London N1 1XR

020 7527 3031

[licensing@islington.gov.uk](mailto:licensing@islington.gov.uk)

## **ALCOHOL RELATED HARM IN ISLINGTON**

### **Public Health Service - Camden and Islington**

1. Alcohol-related harm in Islington is a particular cause of concern, with analysis highlighting how in a number of areas Islington is experiencing some of the greatest levels of alcohol-related problems in London.
2. Alcohol plays an important and positive role in social and family life and contributes to employment and economic development locally. However, social traditions and economic benefits should not mask the fact that alcohol is a toxic substance that can have a detrimental effect on physical and mental health and wellbeing.

### **DRINKING LEVELS AND PATTERNS**

3. The Chief Medical Officer's<sup>1</sup> guideline for both men and women is that:
  - To keep health risks from alcohol to a low level it is safest not to drink more than 14 units a week on a regular basis
  - If you regularly drink as much as 14 units per week, it is best to spread your drinking evenly over 3 or more days. If you have one or two heavy drinking episodes a week, you increase your risks of death from long term illness and from accidents and injuries.
  - The risk of developing a range of health problems (including cancers of the mouth, throat and breast) increases the more you drink on a regular basis.
  - If you wish to cut down the amount you drink, a good way to help achieve this is to have several drink-free days each week.

### **Alcohol related health harm**

4. Regularly drinking more alcohol than the recommended daily limit can damage health. Excessive alcohol consumption is associated with over 60 medical disorders. For instance, alcohol has been identified as a causative factor in the following conditions<sup>2</sup>:
  - Mouth, throat, stomach, bowel, liver and breast cancer
  - Cirrhosis of the liver
  - Heart disease
  - Depression
  - Stroke
  - Pancreatitis
  - Liver disease
5. Islington currently experiences some of the greatest levels of alcohol related problems in London, for instance<sup>3</sup> (also see appendix 1A for further information):
  - The highest rate of alcohol-related deaths
  - Second highest rate of alcohol specific deaths
  - Second highest rate of under 18 alcohol-specific admissions
  - Highest rate of both alcohol specific hospital admissions (19th highest in England) and alcohol related hospital admissions (31st highest in England)
6. Alcohol is estimated to contribute to one in fourteen deaths in Islington (this includes deaths in which alcohol is wholly responsible and those where it has played a lesser

role). Over the period 2013-15, 60 people died directly as a result of alcohol consumption.

7. Estimates from 2012 suggest the cost of alcohol-related admissions for Islington residents to be nearly £7.5 million, equivalent to £39 for every Islington resident.<sup>4</sup>
8. In 2016, there were 1324 ambulance call-outs responding to alcohol-related incidents in Islington. Analysis has shown that the number of alcohol-related calls peak during the evenings and early hours, particularly at weekends, when the night-time economy is at its busiest. Calls tend to be clustered around areas where there is a high density of licensed premises and good public transport links, mirroring the same patterns seen for alcohol-related recorded crime and violent crime (see also appendix 1A).
9. Given the scale of alcohol-related harm in Islington, a proactive and collaborative approach is required to reduce the detrimental health impacts of alcohol. Alcohol harm reduction has been identified as a priority issue by Islington Health and Well-Being Board. Islington plans to publish an alcohol harm reduction plan in 2017, with local licensing activity being seen as a core component of this work.

## **AVAILABILITY OF ALCOHOL**

10. There is national and international evidence that availability of alcohol is linked to alcohol consumption and alcohol related harm. Reducing the density of licensed premises and reducing permitted hours of sale can reduce violence and other alcohol-related harm. Evidence indicates that increasing numbers of outlets or extended hours of sale potentially increases the competitive pressures on existing outlets, which may result in price reductions that tend to lead to increased levels of consumption<sup>5</sup>. This is supported by work from the National Institute for Health and Care Excellence (NICE)<sup>6</sup> who, in an evidence review in 2014, suggested that a higher density of off-premises alcohol outlets may be associated with increases in deaths, rates of admission to hospital because of assault or alcohol-related disease, and domestic violence. Higher density of other types of licensed premises may also be associated with increases in admission to hospital because of assault or alcohol-related disease.
11. One study from Scotland<sup>7</sup> showed similar findings to those in the NICE review but additionally identified that alcohol-related hospitalisations of those under the legal minimum drinking age were also related to off-site outlet densities. The study suggested that the local impact of off-license sales of alcohol is much higher as people tend to use off licenses that are close to the place they consume alcohol, such as the home. This emphasises the importance of addressing off-license sales in harm reduction and licensing work.
12. Several studies have looked at the impact of changing licensing hours on alcohol related hospital admissions. For instance, a retrospective analysis<sup>8</sup> of admissions to St Thomas' Hospital in London showed a 5.1% increase in alcohol-related attendances, 0.9% increase in alcohol related assault, 2.5% increase in alcohol related injury and 1.9% increase in alcohol-related admissions. These findings were also seen in attendances for assault to a Cambridgeshire emergency department using a retrospective design<sup>9</sup>. The mean annual number of assaults rose by 133 from 1,083 to 1,216 following the implementation of the Act. Similar to other studies, the peak time of presentation moved from a sharp peak between 01:00am and 01:59am to a broad peak between 01:00am and 3:59am.



## BINGE DRINKING AND PRELOADING

13. It is not only the amount of alcohol consumed that increases the risk of harm, but also the amount consumed in one sitting. Binge drinking, which refers to a pattern of drinking in which a person consumes a lot of alcohol in one sitting (defined as women drinking more than 6 units, men more than 8 units), can cause acute intoxication and lead to acute, short-term problems. Short term risks are the immediate risks of harm, injury and accident (sometimes fatal) linked to drinking a large amount of alcohol on one occasion, which often leads to drunkenness. They include:
  - head injuries
  - fractures and other injuries
  - facial injuries and scarring
  - alcohol poisoning
  - accidents
14. The risks of injury to a person who has been drinking recently have been found to rise between two and five times when 5-7 units are drunk in a 3-6 hour period<sup>1</sup>.
15. It is estimated that among Islington residents 16.4% binge drink on their heaviest drinking day, which is similar to the estimate for England (16.5%) and higher than the London average (13.2%)<sup>3</sup>.
16. The detrimental impact of binge drinking in Islington is particularly significant because of the vibrant night-time economy which attracts visitors from across London as well as further afield.
17. Most common in younger age groups, binge drinking is often associated with 'pre-loading'. Preloading is a term that relates to people, particularly young people, drinking alcohol at home or in streets before going on to pubs and clubs. It has been associated with higher overall alcohol consumption and a greater likelihood of being involved in a violent incident<sup>10</sup>.
18. People pre-load on alcohol because it's much cheaper to buy in the supermarket or other off licence than in a pub or bar. More people are now drinking at home, and over 70% of all alcohol in England is now purchased through the off trade<sup>11</sup>. For instance it was estimated in 2012 that 6.4 litres of alcohol per person were consumed off-trade compared to 3.2 litres on-trade<sup>12</sup>. This highlights the importance of considering the impact of the off-licence trade within local licensing policy.
19. Later closing hours of licensed premises and cheap off-licensed alcohol create problems for the on-trade sector because customers can attend premises intoxicated from drinking at home. It is against the law to serve alcohol to those who are intoxicated, but research in the UK shows this law is routinely broken. A study conducted in Liverpool in 2013 found that 84% of alcohol purchase attempts by pseudo-intoxicated actors in pubs, bars and nightclubs were successful (i.e. alcohol was sold to the actor)<sup>13</sup>.
20. Multi-component programmes are the best approach to addressing issues relating to preloading. These aim to reduce alcohol-related harm in drinking environments by co-ordinating and strengthening local preventative activity. If effective, they can help reduce costs to health services, criminal justice agencies and other public services. These typically include efforts to mobilise communities, such as media campaigns and community forums, supporting and working with licensed premises such as server training and voluntary schemes to avoid easy access to cheap alcohol from off-licences

(such as through reduced the strength campaigns and not selling single cans and bottles) and increased enforcement activity, such as targeted visits and training.

## **STREET DRINKING**

21. Street drinkers (including those who are homeless and those who are vulnerably housed) are likely to be a subset of a wider group of change resistant drinkers who are particularly vulnerable. Their drinking is likely to be having a significant impact on their health as well as causing a range of problems in the local community. A small number of street drinkers can incur significant costs: crime and anti-social behaviour on the street but also associated costs such as hospital visits, repeated 999 calls and the opportunity costs of resources used to target their needs. Alcohol Concern's Blue Light<sup>14</sup> project estimated that the average annual cost of a high risk, change resistant drinker is around £35,000 including health, criminal justice and anti-social behaviour costs.
22. Street drinkers depend on a local supply of alcohol. They tend not to buy large quantities for fear that it will be confiscated, or that they will be targeted by other drinkers. Therefore, most need to be near shops<sup>15</sup>. They also tend to drink particularly high strength, cheap alcohol such as white cider. For instance, one study in Glasgow and Edinburgh showed 25% of alcohol treatment patients drink white cider, and of these 45% drink it exclusively<sup>16</sup>. According to ThamesReach<sup>17</sup>, which works with rough sleepers in London, "super-strength drinks have become one of the biggest causes of premature death of homeless people in the UK", with their data indicating that super-strength drinks are doing more damage than both heroin and crack cocaine, with 78% of the deaths in ThamesReach hostels are attributed to high strength alcohol.
23. 2016 guidance from the Police and Crime Commissioners<sup>18</sup> suggest that a multi-component approach is needed to tackle street drinking, which includes a multi-agency group, alcohol services which provide outreach and supports change resistant drinkers and appropriate legal powers aimed at individuals. This needs to be supported by a retail environment which discourages street drinking.
24. Initiatives designed to tackle the problems associated with street drinking have removed the sale of low-priced, high strength alcohol products, through voluntary agreements with local retailers. Such schemes have resulted in a reduction in crime and anti-social behavior.
25. Cumulative Impact Areas can also support areas particular affected by street drinking<sup>19</sup>. Through the use of policies not 'aimed' at the night-time economy but instead targeting off-licences and late night refreshment in areas with significant health inequality and a large number of hostels. This can include can marking initiatives to identify where cans used by street drinkers came from and having targeted patrols from the police in areas where there are concerns. Such measures can have a significant impact on alcohol related crime and anti-social behaviour.

## **Alcohol related violence**

26. Islington experiences a considerable amount of alcohol related violence. For instance based on all offences with an alcohol related marker on the Metropolitan Police Crime Reporting Information System (CRIS), Islington was ranked 4th out of 32 boroughs in London for alcohol related crime per 1,000 population and 4th for alcohol related violent crime per 1,000 population. Violent alcohol related crime accounted for 55% of all alcohol related crime.

27. Studies have shown that intoxication can lead to violent behavior in those predisposed to aggression and it has been suggested that consumption leads to weakened inhibitions and relaxed normative behavior (i.e. perceived allowance of aggression). This can result in an increased risk of alcohol-related violence inside and around drinking premises. For instance Livingston et al<sup>20</sup> found that all types of license were significantly associated with admissions to hospitals because of assault. The largest effect size was for off-licences (0.54), with smaller effect sizes for general (0.13) and on-premises licences (0.06).
28. Glassing related violence is another important issue that can be addressed through licensing. A “glassing” is a physical attack using glassware as a weapon. These attacks especially affect bars and clubs, where glassware is the principal weapon in licensed premises related violence. It is estimated that 80,000 glass and bottle attacks occur in the UK each year, accounting for 4% of violent crime<sup>21</sup>. These attacks, fueled by alcohol, put a huge strain on NHS resources.
29. Research undertaken by the University of Bristol estimated that bar glassware accounted for 10% of assault injuries in A&E departments<sup>22</sup>. The Licensing Act 2003 enables licensing authorities to require glassware to be replaced by safer alternatives in individual licensed premises where a problem has been identified and representations have been made. The impact of such action has been found to be positive. For instance:
- In Lancashire, a study into the differences between annealed glass, and polycarbonates found that there were no glass breakages in the venues with polycarbonates<sup>23</sup>. Surveys suggest that patrons were happy to use polycarbonates, and that this did not affect sales in licensed premise.
  - Glasgow City Council banned glassware from all venues holding an Entertainment Licence within the city’s centre during the hours after midnight. Drinks had to be served in toughened glass or other recognised safety products. No conventional glass bottles, whether open or sealed were allowed to be given to customers. Overall patrons responded positively, with people feeling safer in these venues, and venues that took up plastic were found to incur less injury risk<sup>24</sup>.

## **Children and alcohol**

30. CMO guidelines<sup>25</sup> state that an alcohol-free childhood is the healthiest and best option. However, if children drink alcohol underage, it should not be until at least the age of 15 years. If young people aged 15 to 17 years consume alcohol, it should always be with the guidance of a parent or carer or in a supervised environment. Parents and young people should be aware that drinking, even at age 15 or older, can be hazardous to health and that not drinking is the healthiest option for young people.
31. If someone is under 18, it’s against the law:
- to sell them alcohol
  - For them to buy or try to buy alcohol
  - For an adult to buy or try to buy alcohol for them
  - For them to drink alcohol in licensed premises (eg a pub or restaurant)
32. National surveys suggest 30% of young people in London aged 11 to 15 have never had a drink, which is lower than average for England (45%). National data also suggests a steady decline in the proportion of young people who had drunk alcohol. For those young people who did drink alcohol, the most commonly reported sources were friends (21%),

parents (20%), asking someone else to purchase alcohol (proxy sales, 13%) and taking alcohol from home (12%)<sup>26</sup>.

33. Consideration also needs to be given to the harm alcohol causes to people other than the person who is drinking, sometimes referred to as 'social harm' or 'passive drinking'. Children of parents misusing alcohol may experience severe emotional distress, physical abuse and violence as well as a general lack of care, support and protection. Alcohol is a very common feature of domestic violence, with alcohol, in 2016/17 there were 938 criminal offences with an 'alcohol related marker' of which 32.5% also have a 'domestic abuse' flag attached.
34. Children and young people experience significant harm as a result of alcohol. The number of young people (under 18 years) admitted to hospital in Islington as a result of alcohol between 2013/14 and 2015/16 was 55, significantly higher than the London average<sup>3</sup> – there would have been more who were taken to A&E but not admitted. In addition, there were 31 alcohol related ambulance call-outs to young people under the age of 18 years in Islington in 2016.

## **BEST PRACTICE**

35. Islington strongly promotes working in partnership with licensed premises and the adoption of high standards of management at all premises. We recognise that many licensees are supportive of the need to address the health issues relating to alcohol and suggest the following actions that can be adopted through conditions:
- Restrict "special offers" like: cheap shots; 'Happy Hours'; Buy One Get One Free; or buy 2 glasses of wine, get whole bottle. This slows down consumption, the rate at which blood alcohol concentrations increase and the peak levels reached by drinkers. Rapidly ascending and high blood alcohol concentrations are shown to be associated with violence and uninhibited behaviour.
  - Align pricing with Alcohol by Volume (ABV), and ensure that non-alcoholic drinks are kept much cheaper.
  - Increase seating for customers to reduce more intensive drinking.
  - Reduce the volume of music as loud music can increase alcohol consumption.
  - Actively promote designated driver schemes where a driver is offered discounted or free non-alcoholic drinks.
  - Make food available in late venues.
  - Start the sale of alcohol later in the day and not align it purely with opening hours.
  - No advertisements for alcohol in the shop window.
  - Storing alcohol behind the shop counter.
  - No display boards or other advertising showing on the shop floor.
  - Cans of alcohol should not be sold singly.
  - Bottles of beer under 1 litre should not be sold singly.
  - No beer or cider over 5.5% ABV should be sold.
  - No alcopops should be sold where they could attract under age purchasers.

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<sup>17</sup> Thames Reach. Calls for high-strength cider duty increase. Available from: < <http://www.thamesreach.org.uk/news-and-views/calls-for-high-strength-cider-duty-increase/>> [Accessed 23 March 2017], 2017

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[Drinking-PCC-Guidance-on-Best-Practice.pdf](#)

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