

Council, 26 March 2014

**Appendix 2
(Minute 95)**



Havering
LONDON BOROUGH

Licensing Strategy 2014

March 2014

Custodian

John Wade, Public Protection Manager

Version Control

<i>Rev</i>	<i>Date</i>	<i>Prepared</i>	<i>Description</i>
1.0 – 4.0		JTW	Amendments during the consultation stage
5.0	10/10/13	JTW	Draft
6.0	26/03/14	JTW	Final

Note

This document is approved and authorised for application within the London Borough of Havering

This document contains proprietary information. No part of this document may be reproduced without proper written consent from the Chief Executive of the London Borough of Havering.

The Custodian should be notified of all errors, omissions and suggested improvements, whose contact details are:

Public Protection, London Borough of Havering, Mercury House, Mercury Gardens, Romford. Essex RM1 3SL

Email john.wade@haverling.gov.uk

Tel: 01708 432748

Havering Licensing Strategy 2014

Contents

The Council's aspirations for its town centres	3
Introduction	4
The aim of this strategy	5
Havering's night-time economy – the challenges and issues	5
<i>Emerging Trends</i>	5
<i>Issues Associated with Excessive Alcohol Consumption</i>	5
Impact on the public health of the community	5
Noise and antisocial behaviour	6
Behaviour towards emergency services' personnel	6
Crime and fear of crime	6
Age-restricted products	7
Availability of cheap drinks	7
Contribution to Havering's Living Ambition	8
Some tools available	9
<i>Relevant planning policies</i>	9
Key development control policies	9
Romford town centre pavement cafés Local Development Order (LDO)	9
<i>Statement of Licensing Policy</i>	9
<i>Support from Other Relevant Council Strategies</i>	10
<i>Police Reform and Social Responsibility Act 2011</i>	10
Government deregulation	11
<i>Live Music Act 2012</i>	11
<i>The Licensing Act 2003 (Descriptions of Entertainment) (Amendment) Order 2013</i>	11
Licensing Strategy for Havering	12
<i>General Aims</i>	12
<i>Specific aims and how are we going to achieve them</i>	12
Resources	16
In conclusion	16
Appendix 1	17
<i>Alcohol and Health – an overview</i>	17
<i>Crime and fear of crime</i>	17
<i>Public health of the community</i>	18
<i>References</i>	20

Havering Licensing Strategy 2014

Appendix 2	21
<i>Police Reform and Social Responsibility Act 2011</i>	21
<i>Early Morning Restriction Orders</i>	21
<i>Late Night Levy</i>	22
<i>Smaller Measures</i>	22
<i>Verification of Age</i>	22

Havering Licensing Strategy 2014

The Council's aspirations for its town centres

Havering's residents should enjoy the highest possible quality of life, making the most of our links to the heart of the Capital, without ever losing the natural environment, historic identity and local way of life that makes Havering unique.

Havering's town, district and local centres will be the focus of community life, offering a diverse mix of shops, services, housing and cultural and community facilities which meet the needs of the communities they serve. They will enjoy good public transport access and will be places to, and in which, more people choose to walk and cycle

Romford Town Centre will maintain its retail offer in the face of competition from Stratford City, Lakeside and Bluewater. It will build upon its traditional character, and have a safe, diverse, culturally rich and well managed night and day time economy, offering a wide range of activities and entertainment facilities for people of all ages.

Upminster and Hornchurch will continue to be thriving centres, providing a diverse mix of uses with a high quality retail offer and convenient local services. Hornchurch will be the sub-regionally important cultural centre anchored around the Queens Theatre and Fairkytes Arts Centre in attractive settings that complement their role.

Food and drink and the evening economy uses (including restaurants, cafes, pubs nightclubs, wine bars, cinemas and galleries) can contribute to the vitality and viability of shopping centres. We wish to encourage a diverse range of complementary day and evening uses in Town Centres that meet the needs of businesses and differing social groups in the community, whilst protecting and respecting the interests of residents. This strategy provides the framework for achieving these ends

Councillor Steven Kelly
Leader of the Council

Havering Licensing Strategy 2014

Introduction

The London Borough of Havering is situated in the North East of London and is home to around 240,000 people (Census 2011). At around 40 square miles, it is one of the largest boroughs in Greater London. To the north and east the borough is bordered by the Essex countryside, to the south by a three mile River Thames frontage, and to the west by the neighbouring boroughs of Redbridge and Barking & Dagenham.

Romford is the largest town, as well as the administrative and commercial heart of the borough with four shopping centres, a historical market three days a week, occasional speciality markets and a number of restaurants, pubs and nightclubs. Other urban and commercial centres include Hornchurch, Upminster and Rainham. The borough is also extremely well connected to central London via rail, road and underground services as well as being easily accessible from the M25.

Havering has a lively cultural scene, centred on the Queen's Theatre and the Fairkytes Arts Centre. There is a Museum in Romford town centre. Leisure facilities are second to none, with three leisure centres with state-of-the-art equipment and facilities. The borough is also a great place to shop. In addition to Romford there are small local shopping centres in Harold Hill, Collier Row, Hornchurch, Cranham, Upminster, Elm Park and Rainham.

As well as being well connected and maintaining thriving town centres, there are also plenty of green spaces in Havering – around half of the borough is greenbelt land, which includes two country parks. Havering also has the highest population of older people in the Capital, which is projected to grow further in the future, as well as one of the lowest overall crime rates.

Havering has premises with 534 Premises Licences and 51 Club Premises Certificates (Private Members' Clubs), made up of:

	Premises Licences	Club Premises Certificates
Licensed to sell or supply alcohol (On-sales only)	119	38
Licensed to sell or supply alcohol (Off-sales only)	208	
Both on and off sales or supply alcohol	123	13
Total	534	51

Havering Licensing Strategy 2014

The aim of this strategy

To reduce crime and public disorder through the creation of a thriving, more family-focussed night-time economy and the reduction in youth-focussed alcohol licensed activities within our town centres.

Havering's night-time economy – the challenges and issues

Romford's night time economy has one of the highest concentrations of bars and nightclubs anywhere in Greater London outside the West End. The pubs and clubs in Romford Town Centre can attract some 11,000 to 14,000 people every Thursday, Friday and Saturday evening. This provides employment for a number of people in the leisure industry.

The Council works in partnership with licensees, the Police, health agencies and organisations such as the Street Pastors and Deeper Lounge to develop and co-ordinate projects that effectively manage the challenges of the night time economy, particularly those that are alcohol related.

Emerging Trends

- There has been an increase in convenience store off-licences in Hornchurch, Romford and Upminster
- There has been a creep in licensed opening hours of pubs and clubs in Hornchurch and Upminster
- There has been a creep in licensed opening hours of off-licences in Romford and to a lesser extent, Hornchurch and Upminster
- There has been a creep in hours in late night refreshment licences where pubs and clubs have later opening
- Applications are being received seeking extended hours following grant to competitors

Issues Associated with Excessive Alcohol Consumption

The vast majority of people enjoy alcohol without causing harm to themselves or to others. Moderate alcohol consumption may provide both social and health benefits, whereas, over-consumption of alcohol can be detrimental to the health of both individuals and society.

Issues associated with excessive alcohol consumption are summarised below and covered in more detail in *Appendix 1*.

Impact on the public health of the community

In 2010/11 there were an estimated 5,088 alcohol related hospital admissions in Havering; of these, 767 were estimated to be for health problems wholly attributable to alcohol and 4,321 for health problems partially attributable to alcohol. Of the 5,088 inpatient admissions, 190 were 16-24 year olds.

In the Council's 2013 young people's survey of drug, alcohol and tobacco use, 43.3% of young people reported that it is 'very easy' to purchase alcohol with 20.1% reporting that it was 'fairly easy'. Young people reported buying alcohol from off licences (25.5%) supermarkets (21.1%), friends (13%), pub or club (13%) and parents (8.7%).

Havering Licensing Strategy 2014

There is a lack of information from the emergency services (and others) to indicate where harmful sales of alcohol are taking place

There is a strong association between people smoking tobacco and drinking alcohol concurrently. The combined health risks of somebody smoking and drinking are greater than somebody just drinking or smoking.

Young people reported purchasing cigarettes from off licences (44.8%), small local Shop (29.9%), supermarket (27.6%), and member of the public (11.9%).

12% of people accessing the Havering Stop Smoking Service were under 25, the cohort who cause the most alcohol-related anti-social behaviour.

In order to reduce harm from alcohol, drinking behaviours need to be addressed.

Noise and antisocial behaviour

Through the planning and licensing process, the Council seeks to protect reasonable residential amenity in all of our town centres. Notwithstanding this, the current form of Havering's night-time economy results in residents living near to pubs and clubs being disturbed by noise from amplified music, people congregating outside licensed premises, patrons leaving these premises in the early hours of the morning and other antisocial behaviour associated with excessive alcohol consumption, often over a large geographical area around our town centres.

Behaviour towards emergency services' personnel

People under the severe influence of alcohol cause significant problems to emergency services' personnel, often verbally and/or physically abusing ambulance staff trying to help them, causing delays in police investigations and taking up valuable custody cell space.

Crime and fear of crime

The rate of alcohol-related recorded crimes in Havering of 8.41 per 1000 crimes is higher than the England average of 7.02 per 1,000 crimes for England but significantly lower than the London rate of 11.1 per 1,000 crimes, making Havering the 9th lowest borough for this crime type in London.

15% of all crime in Havering takes place in Romford Town Centre between the hours of 22.00 and 05.00.

Havering saw a 0.9% increase in violence against the person offences in 2012/13. If it is assumed that all violence against the person between the hours of 22.00 and 05.00 is alcohol-related, then 29% of all offences take place in Romford Town Centre

Strong links have been found between alcohol use and domestic violence

Safe and Sound partnerships are running in both Hornchurch and Romford. These groups bring together licensees, the police, council staff and other agencies to address crime and disorder in our town centres.

The *Banned from One Banned from All* scheme (which bans the most blatant offenders) is running in Romford and will be rolled out in Hornchurch in late 2013. To date, some 114 people are banned from Romford's shopping malls during the daytime and 439 from the

Havering Licensing Strategy 2014

clubs and pubs at night, some are for as long as five years. OffWatch was recently introduced as a local initiative for sharing intelligence and best practice amongst off-license proprietors.

Age-restricted products

The purchase of age-restricted products such as alcohol and tobacco invariably go hand in hand. Selling alcohol to persons under age is a criminal offence. Despite test purchases and training offered by Trading Standards for businesses, some traders continue to make direct sales to young people. Young people are also able to obtain alcohol through devious routes, including proxy sales, where an adult purchases products on behalf of an under-age person and through the use of fake ID's.

Despite all the work Trading Standards and others do on restricting the sales of tobacco and tobacco products to under-age persons, there are still many who manage to get hold of cigarettes and take up smoking.

In addition, some business operators (such as off-licences) are subjected to intimidating tactics by young people wanting to buy age-restricted products.

Availability of cheap drinks

The number of cheap drinks promotions at night time venues has increased as operators are forced to compete with supermarkets. This results in (i) a number of people buying cheap drinks and pre-loading before visiting a pub or club and/or (ii) binge drinking once inside during the hours in which cheap drinks are offered.

Havering Licensing Strategy 2014

Contribution to Havering's Living Ambition

Living Ambition	How the Strategy contributes
<p>Environment <i>To ensure a clean, safe and green borough</i></p>	<p>A more family-focussed night-time economy within our town centres may result in a reduction in crime and public disorder, meaning that Police resources can be used to target criminality more uniformly throughout the borough.</p> <p>The reduction in youth-focussed alcohol licensed activities will mean that residents will feel more comfortable walking around our town centres when it is dark and result in less litter, less graffiti and less damage to property.</p>
<p>Towns and Communities <i>To provide economic, social and cultural opportunities in thriving towns and villages</i></p>	<p>We believe that our residents deserve to live in a community which is thriving, well run, well connected, well served, well designed and built, environmentally sensitive, inclusive, safe, and fair to all.</p> <p>The strategy will facilitate a continuing, but more family orientated, viable night-time economy.</p>
<p>Individuals <i>To value and enhance the lives of our residents</i></p>	<p>The reduction in public disorder, disturbance and envirocrime will help enhance the quality of life of our town centre residents.</p> <p>Individuals should receive better information on safe and sensible drinking, in order that they can make informed choices in respect of their health.</p> <p>Children and young people should be protected from both under-age drinking and the wider ill effects of alcohol misuse, including domestic violence and abuse.</p> <p>Individuals should know that they have a part to play in making their neighbourhoods and town centres a safe environment that is free from alcohol-induced violence and crime, and be knowledgeable and confident to report under-age sales, and licensing issues.</p>
<p>Learning <i>To champion education and learning for all</i></p>	<p>Learning is a lifelong activity. Behavioural change through responsible alcohol consumption which leads to less self-harm and reduced anti-social behaviour is a learning process.</p> <p>The misuse of age restricted products especially alcohol affects all areas of young people's development and prevents them achieving their full potential.</p>
<p>Value <i>To deliver high customer satisfaction and a stable council tax</i></p>	<p>The changes in town centre night life will improve residents' satisfaction with Havering as place in which to live.</p> <p>The reduction in litter and other envirocrimes will reduce Council expenditure on street cleansing and maintenance in the town centres.</p>

Havering Licensing Strategy 2014

Some tools available

Relevant planning policies

The planning policies for Havering are set out in the Borough's Local Development Framework (LDF), a portfolio of documents which together guide the future development of the Borough. Havering adopted its key LDF documents in 2008:

- *Core Strategy* – sets out the Council's vision for how the Borough will look in 2020
- *Development Control Policies* – provides detailed guidance on the criteria against which borough-wide planning applications will be determined
- *Romford Area Action Plan* – provides the planning framework for the future development and regeneration of Romford town centre, including specific policies against which planning applications will be determined

Key development control policies

Development Policy DC23 (Food, drink and the evening economy) states that the Council will (i) encourage a range of complimentary day and evening uses in the town centres, (ii) seek to manage the evening and night time economy and its impact on town centres and residents and (iii) discourage proposals that will result in a concentration of similar evening uses.

Policy ROM8 (Day and evening economy) seeks to diversify the day and evening economy of Romford town centre, in particular, by encouraging more restaurants and seeking to reduce the concentration of licensed premises in South Street.

Romford town centre pavement cafés Local Development Order (LDO)

The Romford Town Centre Pavement Cafés LDO was adopted in January 2012 and allows pavement cafes within specified areas of the town centre where the lawful use of the premises is A3 (restaurants and cafés) or A4 (drinking establishments). The LDO cannot influence the mix, or distribution, of these uses within Romford

The LDO will serve to encourage local businesses to establish well-designed pavement cafés to support a coherent street scene while concentrating the regulatory responsibility for pavements cafés within the Council's Licensing team. A Street Trading Licence will need to be obtained prior to the establishment of a pavement café which will regulate, among other things, the hours during which each pavement café will be permitted to operate.

It should be noted that there are a number of historic pubs/clubs where there are no planning controls.

Statement of Licensing Policy

The Statement of Licensing Policy sets out how the Licensing Authority encourages licensees and applicants to adopt the highest standards of management in their licensed premises.

The purpose of the policy is:

- To inform licence applicants of the way in which the Licensing Authority will make licensing decisions and how licensed premises are likely to be permitted to operate

Havering Licensing Strategy 2014

- To inform residents and businesses of the way in which the Licensing Authority will make licensing decisions and how their needs and concerns will be dealt with

in order to promote the following four licensing objectives:

- Prevention of crime and disorder
- Public safety
- Prevention of public nuisance
- Protection of children from harm

The policy has to be consulted on and reviewed every 5 years at a maximum.

The current **Licensing Policy vision** is:

We want to make sure that Havering offers a wide choice of quality and well managed entertainment and cultural venues within a safe and attractive environment, valued by those who live, work and visit here.

The policy will be reviewed in 2013/14 to reflect the aims of this strategy and legislative and policy changes.

Support from Other Relevant Council Strategies

Alcohol misuse can have a significant impact on communities, including crime, health, social and financial costs. It is essential that the respective actions of the *Licensing Strategy, Statement of Licensing Policy* and other relevant Council strategies support each other.

Police Reform and Social Responsibility Act 2011

The Police Reform and Social Responsibility Act 2011 introduced a number of new licensing provisions aimed at giving Licensing Authorities greater powers to deal with irresponsibly run premises. Full details are given in *Appendix 2*, but the main provisions are:

- The evidential threshold which licensing authorities must meet when making licensing decisions has been lowered by requiring that decisions that are made are 'appropriate' rather than 'necessary' for the promotion of the licensing objectives.
- Responsible Authorities have been increased to include the Licensing Authority and Health.
- The vicinity test for making representations has been removed, increasing the number of people able to make representations against a premises licence application.
- Environmental Health becomes a consultee on Temporary Event Notices (TEN)
- The penalties for persistent under age sales have increased. The maximum fine is £20,000 and the voluntary closure period has been increased.
- Additional offences have been added to the disclosure for Personal Licence applications which closes some of the loopholes in the initial regulations.
- Early Morning Restriction Orders (EMROs) allow Licensing Authorities to restrict sales of alcohol in the whole or a part of their areas for any specified period between

Havering Licensing Strategy 2014

midnight and 6am if they consider this appropriate for dealing with general problems associated with the night time economy in an area.

- A Late Night Levy allows licensing authorities to introduce a charge for premises that have a late alcohol licence for the extra enforcement costs that the night-time economy generates for Police and local authorities

Government deregulation

The Government has introduced two pieces of secondary legislation as part of its drive to reduce regulatory burdens on businesses.

Live Music Act 2012

The Live Music Act 2012 removes the licensing requirement for:

- unamplified live music taking place between 8 am and 11pm in all venues
- amplified music taking place between 8am and 11pm before audiences of less than 200 persons
- amplified live music taking place before audiences of less than 200 people in workplaces between 8am and 11pm
- the provision of entertainment facilities

Licensing Authorities can impose conditions about live music following a review of a premises licence or club premises certificate, should it be necessary.

The Licensing Act 2003 (Descriptions of Entertainment) (Amendment) Order 2013

Deregulates plays and dance for up to 500 strong audiences between 08:00-23:00 (save for dancing covered under the Local Government (Miscellaneous Provisions) Act 1982).

- Deregulates indoor sport for up to 1000 strong audiences between 08:00-23:00
- Clarifies that, as now, Combined Fighting Sport (Mixed Martial Arts etc.) will continue to be regulated

Havering Licensing Strategy 2014

Licensing Strategy for Havering

General Aims

- To maximise the opportunities afforded by the Council's Licensing Policy and Police Reform and Social Responsibility Act 2011 to realise the regeneration and town planning aspirations for Romford and Havering's other town centres, whilst maintaining a viable and thriving night-time economy.
- Reduce irresponsible alcohol sales and consumption in our town centres
- Reduce alcohol-related crime in Romford
- Promote responsible drinking
- Tackle binge drinking
- Reduce availability of alcohol in the vicinity of schools during school hours
- Reduce the level of drug use in licensed premises
- Use the new powers the Council has from October 2012 to control late night opening hours, where appropriate
- Maintain thriving and viable daytime and night-time economies which create the right balance between business and residential communities
- Comprehensive strategy to assist Licensing Sub-Committees' decision-making

The Council cannot tackle these issues alone and will need buy-in from our key partners to deliver them

Specific aims and how are we going to achieve them

Aim	How	Steps/Means
Reduce age-restricted sales, particularly in the vicinity of schools and colleges	Limit the sales of alcohol from premises within 400 metres of schools and colleges and along prime routes for walking school children	Licence condition
	Control the products offered for sale and on display in windows at premises in the close proximity of schools and colleges	Licence condition
	Focus on those premises that persistently fail under-age test purchases carried out by Trading Standards	Intelligence-led test purchase exercises, informed by Police information and complaints

Havering Licensing Strategy 2014

	Prohibit the sale of alcohol before 11.00 from premises within 400 metres of schools and colleges	Licence condition
Licensing and planning regimes to be more joined-up	Licence applications should only be granted within extant planning permission, unless exceptional circumstances prevail	Licensing Sub-committee will have information on planning status as part of committee report
Control the availability of alcohol after pubs close to reduce anti-social behaviour	Prohibit off-sales after 23.00 hours for new applications	Licence condition
	Encourage existing off-licences to pull closing hours back to 23.00	Communications campaign
Control street drinking	Community Safety Partnership to review crime and disorder hot spots bi-monthly and apply for Designated Public Place Orders, when appropriate	Designated Public Place Orders introduced, where appropriate
Control cumulative impacts	<p>The special policy will apply to all licensed premises in the existing areas of Romford and Hornchurch where a Cumulative Impact Zone currently exists for just on-sales.</p> <p>Applications in these areas will presume to be refused unless exceptional circumstances prevail</p> <p>The special policy to be extended to other areas where there are demonstrable alcohol-related problems</p>	Number/type of licensed premises in Romford and Hornchurch provided to the Licensing Sub-committee as part of committee report
Reduce the level of drug use on licensed on premises	Increase the number of drug itemiser tests per premises and carry out random drug dog searches	DAAT and Police to co-ordinate increased intelligence-led drug testing activities
	Review DPS' drug policies	DAAT to review DPS' drug policies
	Provide drug awareness training for staff in pubs and clubs	DAAT, Police and Licensing Authority to ensure staff in pubs and clubs receive drug awareness training

Havering Licensing Strategy 2014

	Link the town centre banning scheme with substance misuse services by encouraging users to engage with services leading to a reduction in length of their ban	Community Safety and DAAT to work closely together to provide support to banned drug users
Well informed Licensing Sub-Committees	General briefing on licensing as part of Members' induction	Licensing Authority to provide briefing as part of Members' induction
	Mandatory training of all Licensing Committee members and a pool of reserves on the Licensing Strategy, Licensing Policy, statutory guidance and other relevant matters	Licensing Authority and Legal Services to train all Licensing Committee members
	Licensing Committee members keep up to date with developments in legislation and policies via diarised update meetings	Licensing Committee Chair and Licensing Lead Member to provide regular update briefings for Licensing Committee members and to allow the airing of issues
	Responsible Authorities to provide evidence of their reasoning behind making a representation using a template	Template provided for Responsible Authorities for their representations
	Licensing Sub-Committee to be provided with mapping and other information showing the correlation between (i) the number of licensed premises in the applicant premises' area with various offences and (ii) excessive alcohol consumption and crime	Licensing Authority & Community Safety to provide necessary information in reports to Licensing Sub-Committee
	Licensing Sub-Committee to take appropriate time to assess the merits (or otherwise) of granting a licence and to carefully consider the controls that need to be imposed by way of Conditions to control the impacts on the community	Timetable hearings to (i) allow for sufficient time on the day of the hearing and (ii) additional time on a further day (if required) to consider Conditions

Havering Licensing Strategy 2014

Effective use of data to inform interventions	Community Safety Partnership to monitor crime statistics and their correlation with areas where there are licensed premises	Community Safety to gather data and submit to Community Safety Partnership
	Community Safety Partnership to devise and implement interventions if crime levels around licensed premises increase	Community Safety Partnership to include this as standard agenda item
Consistency in approach to tackling problems associated with licensed premises	Licensing Strategy, Licensing Policy and Drug and Alcohol Strategy to be consistent	Director of Public Health and Licensing Team to ensure consistency across appropriate strategies and policies
Have a Licensing Policy that is fit for purpose	Revise the Licensing Policy to take advantage of the strategic objectives and new powers provided by both the Licensing Act 2003 and The Police Reform and Social Responsibility Act 2011	Licensing Policy revised accordingly, having regard to local strategies and policies
Reduce littering and urinating in the streets	Seek to achieve more with self-regulation – Safe & Sound partnership to have a key role	Streetcare, Public Protection (Food Safety) and Safe & Sound partnership to develop a co-ordinated programme to maximise self-regulation
	Carry out a detailed analysis of causes and pattern of littering in Romford and Hornchurch town centres and look at pop up bins and urinals as possible solutions. Key into current campaigns	Streetcare and Community Safety to prepare options appraisal
	Seek more funding for specific issues from the Community Safety Partnership	Streetcare to prepare funding bids to Community Safety Partnership
	Part of a business-funded scheme to generally improve Romford town centre amenity	Engagement with the licensed trade and other appropriate businesses to introduce a Business Improvement District (BID)

Havering Licensing Strategy 2014

Resources

It is recognised that the delivery of this strategy depends upon the buy-in from all appropriate Council departments, police and other agencies and the necessary resources being made available

In conclusion

The Licensing Strategy and work of the alcohol prevention agenda will promote responsible drinking, raise awareness of the problems associated with alcohol misuse and promote initiatives aimed at reducing alcohol consumption. Work will be done to address issues such as problem drinking, A&E attendance, longer term health problems (such as cancers and liver disease), domestic violence, and other associated risk-taking behaviours (such as poor sexual health).

Havering Licensing Strategy 2014

Appendix 1

Alcohol and Health – an overview

The vast majority of people enjoy alcohol without causing harm to themselves or to others. Moderate alcohol consumption may provide both social and health benefits, with lower levels of consumption being reported to protect against cardiovascular disease¹. One unit of alcohol is defined as 10ml or 8g of pure alcohol. Current government recommendations are that men should not drink more than 3-4 units (24-32g) of alcohol a day, and women 2-3 units (16-24g) a day².

Over-consumption of alcohol can be detrimental to the health of both individuals and society. Alcohol misuse by individuals can result in illness or injury due to alcohol intoxication/poisoning and to liver disease. Alcohol consumption accounts for 4% of all cancer cases in the UK (approximately 12,500 cases)³; it is associated with cancers of the mouth, breast, bowel, oesophagus and liver.

In 2010/11 there were an estimated 5,088 alcohol related hospital admissions in Havering; of these, 767 were estimated to be for health problems wholly attributable to alcohol and 4,321 for health problems partially attributable to alcohol⁴. Of the 5,088 inpatient admissions, 190 were 16-24 year olds⁴. This not only affects local health services' capacity to deal with other urgent admissions, but is also financially burdensome, the estimated cost in Havering (£85 per adult) being above the London average (£83 per adult)⁴.

In order to reduce harm from alcohol, drinking behaviours need to be addressed. According to estimates from the Alcohol Concern Alcohol Harm Map, 44,292 (29%) of adults in Havering are drinking above the recommended levels which increases the risk of damaging their health⁴. Alcohol consumption, particularly amongst teenagers, is also associated with increased risk-taking behaviours and teenage pregnancy⁵.

The work of the alcohol prevention agenda and Licensing Strategy will promote responsible drinking, raise awareness of the problems associated with alcohol misuse and promote initiatives aimed at reducing alcohol consumption. Work will be done to address issues such as problem drinking, A&E attendance, longer term health problems (such as cancers and liver disease), domestic violence, and other associated risk-taking behaviours (such as poor sexual health).

Crime and fear of crime

- The rate of alcohol-related recorded crimes in Havering of 8.41 per 1000 crimes is higher than the England average of 7.02 per 1,000 crimes for England⁶.
- Havering's rate of alcohol-related recorded crimes is significantly lower than the London rate of 11.1 per 1,000 crimes, which makes Havering the 9th lowest borough for this crime type in London⁷.
- Havering saw a 0.9% increase in violence against the person offences in 2012/13. However, where actual force was involved Havering has seen a 6% reduction.
- 15% of all crime in Havering takes place in Romford Town Centre between the hours of 22.00 and 05.00
- If it is assumed that all violence against the person between the hours of 22.00 and 05.00 is alcohol-related, then 29% of all offences take place in Romford Town

Havering Licensing Strategy 2014

Centre

- Strong links have been found between alcohol use and domestic violence⁸

The importance of the town centre has been recognised by the police in its recent restructure (the Local Policing Model) and the police team specifically for policing Romford has been retained. All projects implemented in the town centre are reported back to the Location Groups set up last year – one group for the north of the borough, one for the central area and a third for the south.

In July 2012 the town centre received the national award for Best Town Team or Town Centre Partnership at the Association for Town Centre Management Awards.

Havering has continued to share its best practice experiences on a national level but still continues to develop local initiatives to reduce both crime and the fear of crime.

Public health of the community

The key public health issues in Havering are:

- The health impact of both individual lifestyles and the environment in which we live, and
- The inequalities in health outcomes experienced by different parts of the Borough.

More specifically,

- There are both short (acute) and longer term (chronic) effects of alcohol and alcohol misuse. Acute effects include severe intoxication which can lead to depression of consciousness and of the respiratory and cardiac centres, hypoglycaemia (with or without convulsions) and cardiac arrhythmias. Chronic conditions include cirrhosis of the liver or alcoholic hepatitis, gastrointestinal problems, stroke, sleep apnoea and cognitive deterioration⁹.
- The health risks of excessive and prolonged use of alcohol usually begin in adolescence¹⁰. According to a recent survey it was slightly more common for young people in Havering to have ever had an alcoholic drink and to have been drunk once in the last month than was the case nationally. 45% in Havering had drunk an alcoholic drink compared to 42% nationally, and 7% in Havering had been drunk once in the last month compared to 6% nationally¹¹.
- Across Havering, the age of 13 marks the beginning of a steep increase in the use of alcohol with an estimated 1,000 young people aged 15 drinking during the last week¹². In the 2011 local school surveys, 7% of pupils reported drinking alcohol “1 or 2 times a week”, equating to around 1,050 pupils. 3% reporting drinking “most days” which equates to 450 pupils¹².
- In addition to reducing problems with irresponsible ‘binge-drinking’ in younger adults, much of the alcohol attributable harm occurs in middle or older age groups as a result of years of drinking above the lower-risk guidelines.
- Alcohol consumption by adults (16+) in the UK currently runs at approximately 54 billion units per year. Reducing this by 1bn units per year would equate to a drop in consumption of around 2%, which should have significant public health benefits¹³.

Havering Licensing Strategy 2014

- Lack of information from the emergency services (and others) that indicates where harmful sale of alcohol is taking place
- Regular smoking is more likely amongst people who drink alcohol or take drugs¹⁴.
- There is a strong association between people smoking tobacco and drinking alcohol concurrently¹⁵. According to epidemiological studies the health risks of combining smoking and drinking are multiplicative¹⁶. However, many people perceive that when one substance is consumed at a higher level the consumption of the other substance is estimated to have a minor incremental effect on their health¹⁷.
- There is a crucial need to address the issue of drinking and smoking, especially at high levels, not only in terms of the effects of each individual substance, but also about their summative effects when combined.
- 12% of people accessing the Havering Stop Smoking Service were under 25, the cohort who cause the most alcohol-related anti-social behaviour.

Havering Licensing Strategy 2014

References

1. Goldberg IJ, Mosca L, Piano MR, Fisher EA. American Heart Association Science Advisory: Wine and your heart: a science advisory for healthcare professionals from the Nutrition Committee, Council on Epidemiology and Prevention, and Council on Cardiovascular Nursing of the American Heart Association. *Circulation*. 2001; 103:472–5.
2. NHS Choices (2011). *What's Your Poison? A sober analysis of alcohol and health in the media*. London; NHS Choices.
3. Parkin, M. Cancers attributable to the consumption of alcohol in the UK in 2010. *British Journal of Cancer*, 2011; 106 (S2): S14- S18. (cited on Cancer Research UK: Alcohol and Cancer: the evidence, 5th February 2013. Available at: www.cancerresearchuk.org)
4. Alcohol Concern (2013). Alcohol Harm Map: available at: www.alcoholconcern.org.uk/campaign/alcohol-harm-map
5. World Health Organisation (2005). *Alcohol Use and Sexual Risk Behaviour: a cross-cultural study in 8 countries*.
6. Local Alcohol Profiles for England (2012). Knowledge and Intelligence Team (North West) for Public Health England. Available at: www.lape.org.uk/data.html
7. Data.gov website
8. World Health Organisation. *Intimate Partner Violence and Alcohol Fact Sheet*
9. Barclay GA, Barbour J, Stewart S, Day CP & Gilvarry E. Adverse physical effects of alcohol misuse. *Advances in Psychiatric Treatment*, 2008; 14: 139-151.
10. Newberry-Birch D et al. *Impact of Alcohol Consumption on Young People: A Review of Reviews*. Available [here](#).
11. Tell Us 4 Survey, Department for Schools, Education and Families, 2009. Cited in Havering JSNA 2010.
12. Havering Joint Strategic Needs Assessment 2012. Chapter 11: Supporting vulnerable children and young people. Data cited from the annual survey *Drugs, Smoking and Drinking in England in 2010* (NHS, 2010).
13. Department of Health (2012). A8 – Alcohol Unit Reduction. London, DH, March 2012. Available on: <https://responsibilitydeal.dh.gov.uk/a8-factsheet/>
14. Shiffman, S., and Balabanis, M. Associations between alcohol and tobacco. In: Fertig, J.B., and Allen, J.P. *Alcohol and Tobacco: From Basic Science to Clinical Practice*. NIAAA Research Monograph No. 30. NIH Pub. No. 95-3931. Washington, DC: Supt. of Docs., U.S. Govt. Print. Off., 1995. pp. 17-36. Available on: pubs.niaaa.nih.gov/publications/aa39.htm
15. Burton, S. M., & Tiffany, S. T. The effect of alcohol consumption on imaginal and in vivo manipulations of smoking urges. *Addiction*, 1997; 92: 15-26.
16. Zambon P, Talamini R, La Vecchia C, Dal Maso L, Negri E, Tognazzo S, Simonato L, Franceschi S. Smoking, type of alcoholic beverage and squamous-cell oesophageal cancer in northern Italy. *International Journal of Cancer*. 2000 Apr 1;86(1):144-9.
17. Hermand, D., Mullet, E., Sorum, P. C. and Tillard, V. (2000) Estimation of the combined effect of tobacco and alcohol on cancer risks among alcoholics. *European Journal of Applied Psychology* 2000; 50: 321-326.

Havering Licensing Strategy 2014

Appendix 2

Police Reform and Social Responsibility Act 2011

The Police Reform and Social Responsibility Act 2011 introduced new licensing provisions:

- The evidential threshold which licensing authorities must meet when making licensing decisions has been lowered by requiring that decisions that are made are 'appropriate' rather than 'necessary' for the promotion of the licensing objectives. This will give licensing authorities greater power to tackle irresponsibly run premises.
- Licensing authorities are responsible authorities under the Licensing Act, empowering them to refuse, remove or review licences themselves without first having had to receive a representation from one of the other responsible authorities.
- Primary Care Trusts (and their successors) are responsible authorities, enabling them to make representations to the local licensing authorities regarding concerns about the impact of new licensed premises on the local NHS (primarily A&E departments and ambulance services) or more generally the safety of the public within the night-time economy.
- The vicinity test has been removed so that persons who live or are involved in a business within Havering can make representations and the Local Authority must advertise applications. This increases the number of people able to make representations against a premises licence application.
- There are a number of changes to the Temporary Event Notice (TEN) regime including increasing the number of TENS a person can have, extending the length of time that a TEN can apply and allowing late TENS (i.e. giving less than 10 working days notice). However, to balance the additional freedoms, Environmental Health becomes a consultee in addition to the Police for TENS and they can object on grounds relating to all of the licensing objectives, not just on crime and disorder.
- The penalties for persistent under age sales have increased. The maximum fine is £20,000 and the voluntary closure period has been increased.
- The Local Authority can suspend the premises licence for the non payment of the annual fee.
- Additional offences have been added to the disclosure for Personal Licence applications which closes some of the loopholes in the initial regulations.
- The Local Authority will only have to update their Licensing policy statement every 5 years instead of every 3 years.

The above were implemented on 25th April 2012.

Early Morning Restriction Orders

Early Morning Restriction Orders (EMROs) are an un-commenced power within the Licensing Act 2003. The current provisions have been amended to allow Licensing Authorities to restrict sales of alcohol in the whole or a part of their areas for any specified period between midnight and 6am if they consider this appropriate for the promotion of the

Haverling Licensing Strategy 2014

licensing objectives. This applies to premises licences, club premises certificates and temporary event notices.

An EMRO can be used to deal with generalised problems associated with the night time economy in an area which cannot be attributed to an individual premise. However the Licensing Authority needs robust, firm and solid evidence that directly relates to the proposed area and the licensing objectives if it wants to implement an EMRO. The measures are draconian and would have a severe impact on businesses, if implemented. The local authority will have to consult for 42 days on the proposal to introduce an EMRO(s).

The revised provisions were implemented on 31st October 2012.

Late Night Levy

A Late Night Levy has been introduced to allow licensing authorities to introduce a charge for premises that have a late alcohol licence for the extra enforcement costs that the night-time economy generates for Police and local authorities. It will be up to the licensing authorities to decide the time at which the levy applies throughout their area, although it will be restricted to applying between the hours of midnight and 6am. The local authority will have to consult on the proposal to introduce the levy. The income generated by the levy has to be split between the Police and the Local Authority. The Local Authority can keep the administration costs of implementing and collecting the levy and the remaining income is split 70% to the Police and 30% to the Local Authority.

The new provisions were implemented on 31st October 2012.

Smaller Measures

Smaller measures of wine, spirits and beer/cider are to be available and customers are to be made aware that this is so.

This new provision was implemented on 1st October 2012.

Verification of Age

An age verification policy needs to be in place in relation to the sale or supply of alcohol.

This new provision was implemented on 1st October 2012.