



LICENSING COMMITTEE

Thursday, 8th February, 2018

at 7.00 pm

Council Chamber, Hackney Town Hall, Mare
Street, London E8 1EA

Membership

Cllr Emma Plouviez (Chair), Cllr Brian Bell (Vice-Chair), Cllr Barry Buitekant,
Cllr Christopher Kennedy, Cllr Sharon Patrick, Cllr Margaret Gordon,
Cllr Richard Lufkin, Cllr James Peters, Cllr Peter Snell, Cllr Simche Steinberger,
Cllr Caroline Selman, Cllr Sade Etti, Cllr Ian Rathbone, Cllr Patrick Moule and
Cllr Sophie Conway

TIM SHIELDS
Chief Executive

Contact:
Gareth Sykes, Governance Services Officer
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The press and public are welcome to attend this meeting

ACCESS AND INFORMATION

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The Council and Democracy section of the Hackney Council website contains full details about the democratic process at Hackney, including:

- Councillor contact details
- Agendas, reports and minutes from council meetings
- The council's constitution
- Overview and Scrutiny information
- Details and links to area forums and local consultations

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The Council will endeavour to provide reasonable space and seating to view, hear and record the meeting. If those intending to record a meeting require any other reasonable facilities, notice should be given to the Monitoring Officer in advance of the meeting and will only be provided if practicable to do so.

The Chair shall have discretion to regulate the behaviour of all those present recording a meeting in the interests of the efficient conduct of the meeting. Anyone acting in a disruptive manner may be required by the Chair to cease recording or may be excluded from the meeting. Disruptive behaviour may include: moving from any designated recording area; causing excessive noise; intrusive lighting; interrupting the meeting; or filming members of the public who have asked not to be filmed.

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Providing oral commentary during a meeting is not permitted.

AGENDA

Thursday, 8th February, 2018

ORDER OF BUSINESS

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ADVICE TO MEMBERS ON DECLARING INTERESTS

Hackney Council's Code of Conduct applies to all Members of the Council, the Mayor and co-opted Members.

This note is intended to provide general guidance for Members on declaring interests. However, you may need to obtain specific advice on whether you have an interest in a particular matter. If you need advice, you can contact:

- The Director of Legal
- The Legal Adviser to the committee; or
- Governance Services.

If at all possible, you should try to identify any potential interest you may have before the meeting so that you and the person you ask for advice can fully consider all the circumstances before reaching a conclusion on what action you should take.

1. Do you have a disclosable pecuniary interest in any matter on the agenda or which is being considered at the meeting?

You will have a disclosable pecuniary interest in a matter if it:

- relates to an interest that you have already registered in Parts A and C of the Register of Pecuniary Interests of you or your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner;
- relates to an interest that should be registered in Parts A and C of the Register of Pecuniary Interests of your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner, but you have not yet done so; or
- affects your well-being or financial position or that of your spouse/civil partner, or anyone living with you as if they were your spouse/civil partner.

2. If you have a disclosable pecuniary interest in an item on the agenda you must:

- Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you (subject to the rules regarding sensitive interests).
- You must leave the room when the item in which you have an interest is being discussed. You cannot stay in the meeting room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision.
- If you have, however, obtained dispensation from the Monitoring Officer or Standards Committee you may remain in the room and participate in the meeting. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a pecuniary interest.

3. Do you have any other non-pecuniary interest on any matter on the agenda which is being considered at the meeting?

You will have 'other non-pecuniary interest' in a matter if:

- i. It relates to an external body that you have been appointed to as a Member or in another capacity; or
- ii. It relates to an organisation or individual which you have actively engaged in supporting.

4. If you have other non-pecuniary interest in an item on the agenda you must:

- i. Declare the existence and nature of the interest (in relation to the relevant agenda item) as soon as it becomes apparent to you.
- ii. You may remain in the room, participate in any discussion or vote provided that contractual, financial, consent, permission or licence matters are not under consideration relating to the item in which you have an interest.
- iii. If you have an interest in a contractual, financial, consent, permission or licence matter under consideration, you must leave the room unless you have obtained a dispensation from the Monitoring Officer or Standards Committee. You cannot stay in the room or public gallery whilst discussion of the item takes place and you cannot vote on the matter. In addition, you must not seek to improperly influence the decision. Where members of the public are allowed to make representations, or to give evidence or answer questions about the matter you may, with the permission of the meeting, speak on a matter then leave the room. Once you have finished making your representation, you must leave the room whilst the matter is being discussed.
- iv. If you have been granted dispensation, in accordance with the Council's dispensation procedure you may remain in the room. If dispensation has been granted it will stipulate the extent of your involvement, such as whether you can only be present to make representations, provide evidence or whether you are able to fully participate and vote on the matter in which you have a non pecuniary interest.

Further Information

Advice can be obtained from Suki Binjal, Interim Director of Legal, on 020 8356 6234 or email suki.binjal@hackney.gov.uk



FS 566728



LICENSING COMMITTEE
19:00 TUESDAY, 31ST OCTOBER 2017
ROOM 102, HACKNEY TOWN HALL, MARE STREET, E8 1EA

- Present:** Councillor Emma Plouviez in the Chair
- Cllr Brian Bell (Vice-Chair), Cllr Barry Buitekant,
Cllr Christopher Kennedy, Cllr Margaret Gordon,
Cllr Peter Snell and Cllr Caroline Selman
- Officers:** Robert Gardner, Enforcement and Business
Regulation Manager
Ashraf Haque, Principal Environmental Protection
Officer
Gerry McCarthy, Head of Community Safety,
Enforcement and Business Regulations
Butta Singh, Senior Solicitor for Licensing
Christine Stephenson, Planning, Licensing and
Corporate Lawyer
Gareth Sykes, Governance Services Officer
David Tuitt, Team Leader – Licensing Policy and
Operations
- Apologies:** Cllr Sophie Cameron, Cllr Sharon Patrick and
Cllr Ian Rathbone

1 Apologies for Absence

- 1.1 Apologies for absence were received prior to the meeting from Councillors Patrick, Cameron and Rathbone.

2 Declarations of Interest - Members to declare as appropriate

- 2.1 There were no declarations of interest.

3 Minutes of the Previous Meeting

- 3.1 **RESOLVED** that the minutes of the previous meeting held on 21 June 2017 be AGREED.
- 3.2 The committee noted that the membership of Licensing Sub-Committees A to B, as outlined in paragraph 3.2 of the June meeting minutes, had now changed. Councillor Cameron had stepped down from Licensing Sub-Committee A and Councillors Sophie Conway and Patrick Moule had now joined the Licensing Sub Committees.

4 Licensing Service - Annual Report

- 4.1 David Tuitt, Licensing Team Leader, Policy and Operations, introduced the report, as set out in the agenda. David Tuitt highlighted to committee members the salient points of the report including; the numbers for Premises licences granted had seen a slight decrease. Variations of existing premises licences/certificates had seen an increase in 2016/17. Meanwhile, the overall number of Temporary Event Notices (TENs) had increased from the previous year and for the first time the Licensing Sub-Committees had sat for less than 50 occasions in 2016/17.

- 4.2 In response to a question from Councillor Snell about the 66 percent drop in daytime inspections of premises, as a result of enforcement staff numbers, David Tuitt explained that the team were currently in a transitional period, the Licensing Team were confident though that over time the team would be able to address the drop in daytime inspections. It was unfortunate circumstances at the time, but given time it was hoped the figures would improve.
- 4.3 In response to a question from the chair on formal actions, it was confirmed that those figures did not include activities undertaken by the Police.
- 4.4 Councillor Snell raised concerns about the decrease in the use of closure notices; the 2016/17 financial year had seen a 100 percent drop. The licensing sub-committees believed that they had been effective in the past.
- 4.5 In a response to question from Councillor Bell on the difference between daytime and night time inspections and visits, it was explained that visits were recorded as the number of occasions an officer went to a premises. Inspections meanwhile were the number of occasions the officer entered into the premises and made a detailed and thorough examination.
- 4.6 In a response to a question from Councillor Buitekant, it was explained that a householder would need a licence for scaffolding if the structure was deemed to be on or overhanging a public highway. If this was the case a scaffolding license must be clearly displayed.
- 4.7 In a response to a question from Councillors, it was confirmed that a temporary crossover licence was a licence for a dropped kerb. This would allow vehicles to enter and exit a premises.
- 4.8 In a response to a question from Councillor Bell, it was confirmed that the new Community Safety, Enforcement and Business Regulation Service currently employed over 100 officers. There was currently a number of vacancies. These staff were trained under arrangements different from what had gone before. Previous training was no longer part of the process. Six and half officers in the daytime inspection team possessed specific knowledge. The processing team were also still separate from the technical team, which was in line with current Home Office guidance.
- 4.9 In response to a question from Councillor Kennedy on halting the late submission of TENs, the Police and Hackney Council's Environmental Protection team, do have the option to object to the TEN. It was recognised, however, that although this ability was a deterrent, the Responsible Authorities did not believe it was appropriate to object to them on most occasions. Committee members suggested whether over time if more late TENs were refused the fewer would be submitted. It was re-iterated that there is a simple option to refuse the late TEN if need be.

RESOLVED The Licensing Committee noted the Licensing Service's Annual Report.

5 Draft Statement of Licensing Policy

- 5.1 A slightly revised draft of the statement of the licensing policy was tabled at the meeting with some tracked changes. The chair explained that this latest draft clarified further certain sections of the policy compared to the previous draft e.g. Licensing Policy 10, concerning the Special Policy Areas – Dalston and Shoreditch and the addition of a caveat to Licensing Policy 3, with regards to Core Hours. The cross-referencing in the latest draft would ensure overall consistency in the policy.

- 5.2 In response to a question from Councillor Snell, it was confirmed that the scope was now more joined up with the scope to include the extension of Shoreditch in addition to 'Exceptional Circumstances' now being removed along with the table of hours and activities relating to Dalston. It was felt that the table was overly complicated. Committee members noted that if LP10 was rebutted then LP3 would then take effect.
- 5.3 The chair added that there a view that the current licensing policy relating to Dalston was seen to be encouraging restaurants, etc in the area to open, which had impacted on those existing businesses in the area. It was hoped with these revisions that would now change.
- 5.4 In the latest draft, under Licensing Policy 3, core hours were likely to be more restrictive. This would be dependent though on the character of the area and if the individual circumstances require it.
- 5.5 In the latest draft, Licensing Policy 1, General Principles, the chair explained that the emphasis was now more on the applicant taking the initiative. The applicant, for example, had to demonstrate an understanding of the nature of the locality in which their premises are located and that this should had been taken into consideration whilst preparing the operating schedule
- 5.6 In response to a question from Councillor Kennedy, it was confirmed that the draft licensing policy had not gone through counsel. A view was taken that before the revised policy was produced the current policy had been subject to a large amount of pre-consultation and discussion as such the licensing policy was now more basic in its approach.
- 5.7 Committee members noted that Appendix 2 had not been included in the latest draft of the licensing policy. Members were reassured that it would be included as part of the papers for the subsequent consultation process.

RESOLVED The Licensing Committee noted the draft Policy and agreed to it being published for consultation.

6 Any Other Business

- 6.1 Councillor Kennedy brought to the attention of the committee the latest government announcement that it was looking to cut the maximum bet on Fixed-Odds Betting Terminals (FOTBs) from £100 to between £2 and £50. A 12 week consultation period was currently underway which was due to finish in late January.
- 6.2 The committee supported the work of the Campaign for Fairer Gambling in this area. Committee members recommended, in response to this consultation, that it re-submit previous evidence as part of this latest process.
- 6.3 The licensing team added that anecdotal evidence appeared to show that betting licences were not being renewed in areas where there was low footfall. Members noted that a number of factors appeared to contribute to this trend, one of the most prominent of these being the rise in the popularity of online gambling.
- 6.4 As the statistics had shown in the licensing annual report earlier in the meeting, the number of betting licences had fallen, which was consistent with recent years. Changes in planning policy had also contributed to this trend with the less clustering of betting shops.

Duration of the meeting: 19:10 hours – 20:00 Hours

Councillor Emma Plouviez, Chair at the meeting on
Tuesday, 31 October 2017

Contact:
Gareth Sykes
Governance Services
Tel: 020 856 1567



STATEMENT OF LICENSING POLICY	
LICENSING COMMITTEE 8 FEBRUARY 2018	CLASSIFICATION Open If exempt, the reason will be listed in the main body of this report
WARD(S) AFFECTED All Wards	
GROUP DIRECTOR KIM WRIGHT	

1. INTRODUCTION

- 1.1 This report provides the Licensing Committee with relevant information on the Licensing Act 2003 (“the Act”) and the proposed Statement of Licensing Policy (“the Policy”) prior to it being adopted by Full Council.

2. RECOMMENDATION(S)

- 2.1 That the Licensing Committee:

- (i) notes the proposed Policy at Appendix 1 and recommends it for adoption by Full Council
- (ii) notes the Consultation Report at Appendix 2
- (iii) notes the Cumulative Impact Assessment at Appendix 3
- (iv) notes the Behaviour Audit at Appendix 4
- (v) notes the Cost Benefit Analysis at Appendix 5
- (vi) authorises the Group Director of Neighbourhoods and Housing to make any non-substantive changes to the Policy as appropriate before approval by Full Council.

3. BACKGROUND

- 3.1 The Licensing Act 2003 requires each local authority to publish a Statement of Licensing Policy and review it at least once every five years. This Statement must establish the principles to be applied when determining applications under the Act, such as applications for the sale/supply of alcohol, regulated entertainment and the provision of late night refreshment.
- 3.2 The Act specifies that the Policy must promote the four licensing objectives, which are:
- The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance
 - The protection of children from harm
- 3.3 Home Office Guidance issued under section 182 of the Act (the “Guidance”) provides local authorities with direction on the discharge of their functions under the Act.
- 3.4 The Council first published its Statement of Licensing Policy (‘Policy’) in January 2005, which sets out the decision-making principles when licensing premises for alcohol, regulated entertainment and late night refreshment. Full reviews of the Policy took place in 2007, 2010 and 2015. In 2013 the Council consulted on the introduction of the Special Policy Area (SPA) in Dalston.

- 3.5 Before determining its policy, the licensing authority must consult the persons listed in section 5(3) of the Act. These are:
- the chief officer of police for the area;
 - the fire and rescue authority for the area;
 - the local authority's Director of Public Health
 - persons/bodies representative of local premises licence holders;
 - persons/bodies representative of local club premises certificate holders;
 - persons/bodies representative of local personal licence holders; and
 - persons/bodies representative of businesses and residents in its area.

4. CONSULTATION

- 4.1 Following approval of the draft Policy by the Licensing Committee on 31 October 2017, the public consultation on the proposed Licensing Policy ran from 6 November 2017 to 12 January 2018. It was publicised via the Council website, in local press, social media and at an information event.
- 4.2 A summary document produced by the Council's Consultation Team focussed on the key areas of the draft policy, namely:
- Changes to the Special Policy Areas (SPAs), including the extension of the Shoreditch SPA boundary and simplification of the Dalston SPA policy
 - New general principles for applicants
 - New core hours policy
 - New policy on 'off' sales, the supply of alcohol for consumption off the premises
 - New policy on outdoor activities
- 4.3 A report on the consultation responses has been prepared and is attached as Appendix 2. This outlines the consultation undertaken, the methodology used and provides a comprehensive analysis of the feedback received.

5. RESPONSE TO THE CONSULTATION

- 5.1 Analysis of the consultation responses identified a number of key themes. These are responded to below:

Potential harm to current nightlife

- 5.2 The policy sets out the principles to be applied when considering applications under the Licensing Act 2003. It is therefore difficult to see how the policy would harm existing operations. If anything, the desire to use the policy to diversify the night-time offer is more likely to complement existing operations rather than negatively harm them. The policy aim of diversification is to develop areas of the borough to appeal to a broad range of the community, rather than limit them to just persons who wish to drink alcohol late at night.

A barrier to growth

- 5.3 The policy is just one tool for the management of the leisure and hospitality industry in Hackney. It is correct that the SPAs create a presumption to refuse new applications in those areas. But the SPA can only be triggered upon receipt of a relevant representation, and the Council would always remain flexible in its approach.
- 5.4 Furthermore, there has been a special policy in Shoreditch since February 2005. In this time, the area has seen a net increase in the number of licensed premises. This demonstrates that, despite there being a presumption to refuse, there have been many occasions where applicants' have been successful in rebutting the presumption.

Watered down/pro business

- 5.5 The policy seeks to recognise the significant contribution that night time economy makes to Hackney as a place. We want to encourage a broad and diverse range of activities in the key NTE areas of Shoreditch and Dalston. The policy must carefully balance the needs of the business community whilst promoting the licensing objectives.
- 5.6 Both SPAs would still have the same effect of a presumption of refusal. However, the removal of the 'exceptional' test reflects the changing nature of the area.

London as a 24 hour city/Night Tube

- 5.7 It is recognised that the 24 hour tube at weekends provides an excellent mode of transport to assist dispersal. This has recently been added to by the Night Overground service, running between Dalston Junction and New Cross. The opportunity for the 24 hour tube to have a significant impact in Hackney is very much limited however due to fact that there are no tube stations in Hackney. And it is still very early days for the Night Overground meaning that the impact of this is yet to be fully understood.
- 5.8 We are also aware of the Mayor of London's recently published 24 hour vision which some respondents refer to. We feel that there is nothing in this policy that conflicts with the aims set out in this document. It should however be noted that the vision states that its principle focus includes "...promoting all forms of culture and leisure - not just pubs and clubs, but a wide range of activities for people of all ages and interests...". We very much support these aims and feel that these are reflected in the policy.

Lack of evidence to support expansion of the Shoreditch SPA

- 5.9 We are satisfied that there is sufficient evidence to support the expansion of the Shoreditch SPA. For example, the Cumulative Impact Assessment shows that there is a clear correlation between the locations of licensed premises and certain types of crime, ambulance calls and increased A&E admissions.

Other respondents suggested that the Council should in fact go further, and expand the Dalston SPA and declare other areas at saturated. However, as stated, we are satisfied that at the present time the evidence supports this approach.

- 5.10 It should be noted that forthcoming amendments to the Act as a result of the Police and Crime Act 2017 will put special policies on a statutory footing in order to provide greater clarity, transparency and legal certainty about their use. The changes are expected to be commenced this year. Amongst the requirements will be a need to review the evidence collated to support a SPA to be reviewed at least every three years. Notwithstanding, the three year review the approach outlined in the legislation, which is still to take effect, reflects the approach the Council has always taken with regards to its SPAs.

The proposed 'Core Hours' (LP6) are too restrictive

- 5.11 Paragraph 14.45 of the Home Office guidance states that "...Statements of licensing policy should set out the licensing authority's approach regarding licensed opening hours and the strategy it considers appropriate for the promotion of the licensing objectives in its area..."
- 5.12 As stated in the draft, the Core Hours have been designed to be generally aligned with hours of activity that have been deregulated by recent legislative measures, such as the Live Music Act 2012 and the Deregulation Act 2015. The hours are also based on the Council's own experience since the commencement of the Act. Furthermore, 23:00 to 07:00 are generally considered to be the 'night-time' hours hence the desire to place activities during late hours under more scrutiny whilst acknowledging that there may be slightly more tolerance at weekends.
- 5.13 The proposed Core Hours' policy should not be seen as a blanket approach. It should instead be treated as a guide for all parties involved in any application process. It is also considered to be a more appropriate policy for the Borough when compared to the current policy LP12 (Licensing Hours).

Outdoor activities proposal too restrictive/or not restrictive enough

- 5.14 Some respondents have expressed concern in relation to the proposed policy LP6 External Areas and Outdoor Events. Similar to the Core Hours, this policy is intended as a guide and should not be seen as a blanket stance. However, nuisance is often caused as a result of these activities hence the desire to for applicants to address this whilst preparing their operating schedules.

Could lead to costs of licences being inflated

- 5.15 It has also been suggested that the proposed policy could lead to inflated costs of licences when premises are being exchanged. The cost of transferring a licence is set by the Secretary of State at £23. Where a person has possession of a premises, it is likely that a licence will be transferred to that person, even without the consent of the existing licence holder.

Therefore, there is no evidence to support the assumption that the value of licences will be inflated.

Perceived inflexibility

- 5.16 It was suggested that the proposed policy is inflexible. The policy is very clear that each application will be considered on its own individual merits. Guidance from the Home Office is very clear that local authorities should not adopt blanket approaches to decision making.

Monitoring information

- 5.17 The monitoring information shows that the majority of respondents identified themselves as white or white British (81.58%) male (67.02%), between the ages of 25 and 44 (80.27%). These figures do not correlate with the most recent Census output data suggesting that those who responded via the online survey are not reflective of the borough as a whole.

6. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 6.1 This report requests the Licensing Committee to note the proposed Statement of Licensing Policy and recommends it for adoption by Full Council.
- 6.2 Expenditure and income in the Council, arising from the Licensing Policy will be managed within the available revenue budgets.

7. COMMENTS OF THE CORPORATE DIRECTOR OF LEGAL

- 7.1 The Licensing Act 2003 ('the 2003 Act') confers various powers to the Council when discharging the licensing functions for the sale and supply of alcohol, regulated entertainment and late night refreshment.
- 7.2 Part of the functions requires the Council to publish a Statement of Licensing Policy. Section 5 of the 2003 Act requires the Policy to be reviewed every 5 years.
- 7.3 The 2003 Act does not set out any review processes to be adopted. It will be a matter for the Council to decide the process of review, unless further regulations are produced pursuant to Section 5(7) of the 2003 Act.
- 7.4 Even though the Council can decide its own process for the review it must still consult those groups listed within the 2003 Act before a revised version can be determined.
- 7.5 The drafting of any revised policy must be done in line with the 2003 Act and the Section 182 Government Guidance ('Statutory Guidance').
- 7.6 The proposed statement of licensing policy ('the policy') at appendix 1 contains a cumulative impact policy for two separate areas in the borough.

These are referred to within the draft policy as a Special Policy Area ('SPA'). The ability to have an SPA currently arises from the Statutory Guidance and should only be introduced if there is considered to be a good evidential basis. Should this be the case the Council can introduce an SPA if they are satisfied that it is appropriate to do so having regard to the crime and disorder or nuisance that is occurring, or whether there are activities which pose a threat to public safety or the protection of children from harm.

- 7.7 The Policing and Crime Act 2017 ('the 2017 Act'), will by regulations place Cumulative Impact Policies on a statutory footing. The 2017 Act has introduced Section 5A within the 2003 Act that, when in force, will require the Council to review any 'cumulative impact assessment' every three years from its introduction or revision. Section 5A is silent on the level of any evidence that is required but states that the Council must consult with those persons outlined in paragraph 5.4 above with the reasons for it to be introduced, kept in place or be removed.
- 7.8 The Council's consultation of the policy has been carried out in accordance with the 2003 Act, the Statutory Guidance and the guidance produced by the Government's Cabinet Office Consultation Principles. These principles do not displace the general principles derived from case law as to how consultations should be conducted. Those principles, known as the "Gunning principles", are as follows;
- Consultation should occur when proposals are at a formative stage;
 - Consultations should give sufficient reasons for any proposal to permit intelligent consideration;
 - Consultations should allow adequate time for consideration and response;
- 7.9 Following the consultation coming to an end the Local Authority must conscientiously consider the consultation responses, or a summary of them, before taking its decision.
- 7.10 Once the consultation responses have been given due consideration the finalised policy must be approved by Full Council pursuant to Schedule 1 of The Local Authorities (Functions and Responsibilities) (England) Regulations 2000.

APPENDICES

Appendix 1 – Proposed Statement of Licensing Policy to be adopted

Appendix 2 – Consultation Report

Appendix 3 – Cumulative Impact Assessment

Appendix 4 – Hackney Evening and Night-time Economy Behaviour Study

Appendix 5 – Cost Benefit Analysis

EXEMPT

Not applicable.

BACKGROUND PAPERS

Not applicable.

Report Author	David Tuitt Business Regulation Team Leader Licensing and Technical Support david.tuitt@hackney.gov.uk ☎ 020 8356 4942
Comments of the Group Director of Finance and Corporate Resources	Philip Walcott Group Accountant philip.walcott@hackney.gov.uk ☎ 020 8356 2396
Comments of the Director of Legal	Butta Singh Senior Lawyer – Licensing & Corporate butta.singh@hackney.gov.uk ☎ 020 8356 6295



Draft Statement of Licensing Policy

2018 – 2023

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APPENDICES

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- B Dalston Special Policy Area Map
- C Key Evidential Findings
- D Mandatory Conditions
- E Pool of Conditions
- F Delegation of Functions
- G Other Relevant Legislation

SECTION 1 – LICENSING IN HACKNEY

1. Purpose and Scope

- 1.1 The purpose of this document is to set out the principles to be applied in considering applications under the Licensing Act 2003 (“the Act”).
- 1.2 The policy has been prepared having regard to the Guidance issued by the Home Office under Section 182 of the Act and designed to reflect local circumstances and characteristics whilst promoting the four licensing objectives:
- Prevention of crime and disorder
 - Public safety
 - Prevention of public nuisance
 - Protection of children from harm.

It should be noted that the four licensing objectives are of equal importance and therefore each of these should be considered with equal weight.

- 1.3 The Council is responsible for the determination of premises licences, club premises certificates, personal licences, provisional statements, review applications and temporary event notices that receive objections.
- 1.4 The Policy covers all premises in Hackney where any of the following take place:
- Sale or supply of alcohol
 - Regulated entertainment
 - The provision of late night refreshment
 - Supply of alcohol in qualifying clubs.

Review of the Licensing Policy

- 1.5 The Act requires that the Council must review the Policy at least every 5 years. When reviewing the Policy it must be consulted upon.
- 1.6 The Council recognises the important role that responsible authorities, the licensing trade, local residents and other stakeholders have to play in influencing this Policy.
- 1.7 Under s5 of the Act, consultation on the Policy must take place with:
- The Police
 - The Fire Authority
 - The Director of Public Health
 - Such persons as the Council considers to be representative of holders of premises licences issued by the Council
 - Such persons as the Council considers to be representative of holders of club premises certificates issued by the Council
 - Such persons as the Council considers to be representative of holders of personal licences issued by the Council
 - Such persons as the Council considers to be representative of businesses and residents in its area.

- 1.8 The Council will give due weight to the views of those consulted, making appropriate amendments to the Policy accordingly. In determining what weight to give to particular representations, the following factors will be taken into account:
- 1.9 Who made the representation (what was their expertise or interest)
- What the motivation was for their views
 - How many other people expressed the same or similar views
 - How far representations related to matters the Council should include in its Policy.

Hackney: The Place

- 1.10 The London Borough of Hackney is an established centre for culture and leisure in London with over 1300 premises licensed under the Act in an area of just 19 square kilometres.
- 1.11 According to the Office of National Statistics 2013 mid-year estimates, Hackney's population stood at 257,379. This, as well as Hackney's relatively small geographical area makes it one of the most densely populated boroughs in London. This population set to increase further to over 298,000 by 2031.
- 1.12 The vibrant mix of entertainment and leisure activities in the Borough makes Hackney attractive to visitors and an exciting place to live, not only at night but in the daytime and early evening too. It is an example of how diverse attractions can co-exist and complement one another. This greater choice encourages people to travel into the Borough to enjoy their leisure time, generating jobs and business opportunities.

Hackney Strategies

- 1.13 The Council's vision is to achieve balanced, sustainable communities and neighbourhoods which celebrate our diversity and share in London's growing prosperity, to enable a good quality of life for all. In consultation with its partners it has developed and adopted a number of strategies, policies and plans that set out how it intends to achieve this vision.
- 1.14 In devising this Policy, regard has been given to the available datasets, findings, shared vision and plans informing Hackney's Sustainable Community Strategy (the "Strategy"), adopted by the Council and Hackney's local strategic partnership (Team Hackney) in November 2008. The Strategy sets out the vision for the Borough in 2018.
- 1.15 The Council is in the process of refreshing the Strategy to set out a new shared vision for our borough for the next decade. Over the last 10 years, the local and national context has changed so significantly, that there is a need to take a step back and re-consider the aims for regeneration in the borough and the role for local public services in the future. The key in developing a new community strategy at this point is to take account of this direction of travel in Hackney which is projecting continued fast paced population growth and ensure that a shared community vision for the borough, is in place.
- 1.16 Regard has also been given to the responsibility under the Council's planning regime and in particular the new borough-wide local plan, known as LP33. This will be the

key strategic planning document which will establish a vision and planning policies to direct and guide development in Hackney up to 2033. The plan is critical in ensuring that the right amount of development is built in the right place at the right time so that the future needs of the borough are met.

- 1.17 In order to deliver continued growth and regeneration in the Borough, the Council must ensure a robust planning framework is in place. At the moment we have three key documents (core strategy, development management and site allocations local plans). LP33 will combine and update these documents into a single clear document, helping to support growth and regeneration and provide clarity to our residents.
- 1.18 In devising this Policy, regard has been given to the findings of the Community Safety Strategic Assessment, which outlines priorities for reducing crime and disorder and tackling drug and alcohol misuse.
- 1.19 The Council's Alcohol Strategy, which will set out the Council's priorities for reducing alcohol related harm over the next three years, has also influenced the development of this Policy. The Alcohol Strategy draws the views of residents and partners as well as the range of local and national evidence summarised in the Council's Health and Wellbeing Profile.

Partnership Working

- 1.20 Whilst it is acknowledged that night-time economy premises contribute to the vitality and vibrancy of life in town centres by attracting visitors and investment into the Borough, the Council believes they should not unduly detract from the local residential amenity. The Council will continue to work in partnership with the Police, local residents, businesses, licensees and community and regulatory agencies towards safeguarding the quality of life for residents, and the creation of a safer and more pleasant environment for all.
- 1.21 Partners such as the Metropolitan Police, Environmental Protection, Community Safety, the London Fire Brigade, Trading Standards, Public Health and Planning Enforcement work together to address the negative impacts of the night-time economy when they arise. This joined up approach is demonstrated through regular intelligence meetings as well as multi-agency joint enforcement operations.

Children

- 1.22 In certain circumstances where children will be present at a licensed premises the Council expects responsible adults to be present to control children's access and to ensure their safety. Measures must be taken to protect children from hazards and risks such as gambling, drugs or drug taking, entertainment of an adult nature and incidents of violence or disorder as well as preventing underage sales.
- 1.23 There are a range of alternatives which the Council may consider for limiting the access of children which include, but are not limited to:
 - a limit on the hours when children may be present;
 - a limitation or exclusion when certain activities are taking place;
 - the requirement to be accompanied by an adult;
 - limited access to parts of the premises; and

- excluding persons who are under 18 years from the premises when any licensable activities are taking place.
- 1.24 However, the authority will not seek to limit the access of children to any premises unless it is appropriate for the prevention of physical, moral or psychological harm. In all other cases it will be left to the discretion of the licensee.
- 1.25 The Council will expect cinemas to stipulate that children will be restricted from viewing age-restricted films classified according to the recommendations of the British Board of Film Classification. Similarly, theatre productions should be suitable for the audience present with consideration given in advance to the content and nature of the production.
- 1.26 Where an authorisation for the sale or supply of alcohol is in place, there is a requirement for the mandatory condition in relation to age verification to be attached. The Council supports the promotion of 'Challenge 25' schemes, but also recommends additional measures be put in place. For example, regular documented staff training, relevant notices to be displayed and the use of a register to record refusals of alcohol sales.
- 1.27 In recent years, incidents of child sexual exploitation (CSE) taking place in licensed premises have been of particular concern across the country. Whilst there has been no specific intelligence suggesting incidents have taken place in Hackney, the Council will work via existing partnerships, including the licensed trade, to ensure that any concerns in relation to CSE can be tackled and addressed appropriately.

Public Health as a Responsible Authority

- 1.28 Many people enjoy consuming alcohol safely and in moderation. However, the increase in harm caused by alcohol misuse is rapid and widespread, both in health terms and community safety. Nationally, alcohol-related deaths have doubled since 1992, a rate unheard of in almost all other illnesses. Among men aged between 15 and 59, alcohol is the leading risk factor for premature death. Alcohol-related harm is not confined to a minority of very heavy drinkers who experience acute problems. The greatest harm overall is suffered by the large population of regular drinkers whose exposure to alcohol has long-term consequences for their health and wellbeing.
- 1.29 The Local Alcohol Profile for Hackney shows that the Borough has significantly higher alcohol-specific hospital admissions for men than the national and London average. Evidence also demonstrates that alcohol also drives inequalities: people from more deprived groups suffer far greater harm from alcohol than people in higher socio-economic groups. The consumption of alcohol by children and young people can negatively impact on their health as well as other aspects of their lives, such as educational attainment and future employability. Alcohol is often a significant contributor to the local levels of hospital admissions, injury and domestic violence.

The Licensing Authority as a responsible authority

- 1.30 The Act enables the Licensing Authority to act as responsible authorities in its own right. These powers have been delegated to officers within the Council's Licensing Service. Officers may choose to intervene where they consider it appropriate for the promotion of the licensing objectives without having to wait for representations from

other responsible authorities. For example, where an application is in a cumulative impact area and officers have concerns about additional harm, they may make a representations to that effect. Also, where an application is received in respect of a premises which has a history of complaints which mean that additional activity may undermine the licensing objectives.

- 1.31 The Licensing Service has taken steps to achieve a line of separation between those officers processing applications and those making representations. The officer presenting any application to a Licensing Sub-Committee will also be different from the officer acting as the responsible authority.

SECTION 2 – SPECIFIC POLICY CONSIDERATIONS

- 2.1 The Policy does not prevent an applicant's right to apply under the Act for a variety of permissions; nor does it override the right of any person to make representations on an application, or seek a review of a licence or certificate.
- 2.2 The Council cannot reject an application for a licence or certificate, or impose conditions, unless relevant representations have been made. This also applies to premises in a Special Policy Area.
- 2.3 The measures to be taken should be proportionate to the level of risk; for example, a busy town centre nightclub will be expected to take far more precautions than a small local restaurant.
- 2.4 Where insufficient detail is provided in the application to satisfy responsible authorities and other persons, this is likely to lead to representations being made.
- 2.5 The Act requires certain mandatory conditions to be attached to licences. The mandatory conditions override any pre-existing conditions and do not have to be specifically included on licences authorising the sale of alcohol for consumption on the premises. These are appended to this document.
- 2.6 The Council must be satisfied that it is appropriate to attach conditions, other than those volunteered under the operating schedule or by mandatory conditions where its discretion has been triggered by a representation.
- 2.7 The Council will not implement standard conditions and will as far as possible avoid the attachment of conditions that duplicate other regulatory regimes.
- 2.8 Where appropriate, the Council will attach individual and tailored conditions on an authorisation that are reasonable, proportionate, and yet not over-burdensome. These must be robust enough to promote the licensing objectives and will be related only to those matters under the direct control of the licence holder.
- 2.9 Applicants, responsible authorities and the Licensing Authority when preparing or considering applications should refer to the Pool of Conditions which is appended to this document. This will assist in demonstrating or establishing that the operation of any authorisation will not undermine the licensing objectives.
- 2.10 The Pool of Conditions and any other relevant appendices contained within the policy will be updated, as appropriate, to assist anyone involved in the application process. The date of any update will be indicated on each relevant appendix.

General Principles

- 2.11 The general principles will normally be applied in each case where the Council is considering an application for a premises licence, club premises certificate, variations to those or a provisional statement.
- 2.12 The Council will, where possible, seek to encourage a range of diverse activities within the evening and night time economy. Applications for activities where alcohol consumption is not the primary feature will generally be welcomed so as to broaden the appeal to a wider range of consumers.
- 2.13 Applicants should note that operating schedules that are lacking in detail are more likely to be refused, have hours restricted, or have conditions attached to them by the Licensing Authority or by Responsible Authorities.

LP1 General Principles

The Council expects applicants to demonstrate:

- (a) That they have an understanding of the nature of the locality in which the premises are located and that this has been taken into consideration whilst preparing the operating schedule.
- (b) Where the application is for evening and night-time activity, that the proposal reflects the Council's aspiration to diversify the offer, whilst at the same time promoting the licensing objectives.

Licensing Objectives

- 2.14 Each of the licensing objectives are of equal importance and therefore each needs to be considered with equal weight.
- 2.15 The Council expects applicants to risk assess their proposals and put forward measures aimed at promoting the licensing objectives.

LP2 Licensing Objectives

Prevention of Crime and Disorder

Whether the proposal includes satisfactory measures to mitigate any risk of the proposed operation making an unacceptable contribution to levels of crime and disorder in the locality.

Public Safety

Whether the necessary and satisfactory risk assessments have been undertaken, the management procedures put in place and the relevant certification produced to demonstrate that the public will be kept safe both within and in close proximity to the premises.

Prevention of Public Nuisance

Whether the applicant has addressed the potential for nuisance arising from the characteristics and style of the proposed activity and identified the appropriate steps to reduce the risk of public nuisance occurring.

Protection of Children form Harm

Whether the applicant has identified and addressed any risks with the aim of protecting children from harm when on the premises or in close proximity to the premises.

Core Licensing Hours

- 2.16 The Council supports the principle of flexibility in its approach to licensing hours and will consider the merits of each individual application. The hours for licensable activity will always reflect the individual merits of the application any relevant representations received as well as the requirement to promote the licensing objectives.
- 2.17 However the Council is also mindful that the Borough is amongst the most densely populated in London with large numbers of residential premises often close to areas of commercial activity as well as other mixed-use neighbourhoods. The Council will therefore take an approach to licensing hours that seeks to balance the needs of the licensed trade whilst protecting residential amenity in order to promote the licensing objectives.
- 2.18 The Core Hours have been designed to be generally aligned with hours of activity that have been deregulated by other legislative measures, such as the Live Music Act 2012 and the Deregulation Act 2015. The hours are also based on the Council's own experience since the commencement of the Act as activities during these time are generally considered to be acceptable.
- 2.19 If a request is made for later hours on the basis the premises is operating as a restaurant, for example, the Council expects this to be that of a genuine restaurant operating with background music only and with alcohol being ancillary to a full table meal with seated waiter/waitress table service. It is expected that the premises will have a dedicated floor space for a kitchen and food preparation.
- 2.20 However, it should be noted that some activity and any associated hours may be deemed inappropriate in certain circumstances and in certain areas of the borough as nuisance to residents is more likely to occur at night and in the early hours of the morning.

LP3 Core Hours

Hours for licensable activity will generally be authorised, subject to demonstrating LP 1 and LP2, as follows:

- Monday to Thursday 08:00 to 23:00
- Friday and Saturday 08:00 to 00:00
- Sunday 10:00 to 22:30

Hours may be more restrictive dependent on the character of the area and if the individual circumstances require it.

Later hours may be considered where the applicant has identified any risk that may undermine the promotion of the licensing objectives and has put in place robust measures to mitigate those risks.

It should be noted that this policy does not apply to those who are making an application within a special policy area (see section 3) unless they have been able to demonstrate that the proposed activity or operation of the premises will not add to the cumulative impact that is already being experienced.

Alcohol sales for consumption off the premises

- 2.21 Evidence from the Police and Public Health suggests that the availability of alcohol from premises authorised to sell alcohol for consumption off the premises has had a negative impact on the promotion of the licensing objectives.
- 2.22 There are particular concerns that alcohol sales of this nature are more likely to lead to incidents of anti-social behaviour, such as street drinking and pre-loading.
- 2.23 A study commissioned by the Council showed that the Borough appears to have a large number of convenience stores/supermarkets that are licensed to sell alcohol until the early hours of the morning. Many of these are located in and amongst the entertainment/food and drink premises.
- 2.24 The study also found that patrons have access to relatively cheap off-sales alcohol from local stores to supplement the alcohol purchased and consumed in the 'on-trade'.

LP4 'Off' Sales for Alcohol

Hours for the supply of alcohol will generally be restricted to between 08:00 and 23:00.

Planning Status

- 2.25 The Council recognises that the licensing process should not be seen as a re-run of any planning process and that there should be separation between the planning and licensing regimes to avoid duplication and inefficiency.
- 2.26 Applicants for a premises licence need to be aware that the granting of a licence under the Act does not negate the need to obtain planning permission. Premises operating in breach of planning permission may be liable to prosecution or other enforcement measures under planning law. Applicants are therefore recommended to obtain the correct planning use for the type of premises they seek to operate.
- 2.27 There will be circumstances when as a condition of planning permission, a terminal hour has been set for the use of premises. Where these hours differ from the hours authorised under Licensing, the operator will need to abide by the earlier closing time.

LP5 Planning Status

Licence applications should normally be from premises where:

- (a) The activity to be authorised by the licence is a lawful planning use or is a deemed permitted development pursuant to the General Permitted Development Order (1995) as amended.
- (b) The hours sought do not exceed those authorised by any planning permission.

The Licensing Authority may take into account the lack of planning permission or an established lawful use in deciding whether there is likely to be any harm to the licensing objectives.

External Areas and Outdoor Events

- 2.28 The Council is aware of the popularity of external areas and outdoor events. These include beer gardens, terraces, rooftops, street parties, events in car parks and industrial yards pop-ups or activity on private land awaiting development. These activities can further add to Hackney's rich cultural heritage, diversity and help bring communities together.
- 2.29 Hackney Council already holds premises licences which authorise regulated entertainment in several of its parks and open spaces. These licences have been granted with control measures attached, including limited hours of activity, restricted numbers of events annually and other steps appropriate for the promotion of the licensing objectives. These are further supported by the work of the Hackney Events Action Team (HEAT) where the events take place on Hackney owned or operated land.
- 2.30 However, by their very nature, outdoor activity can often be the source of nuisance as a result of noise and disturbance. The Licensing Authority will expect applicants and/or premises users to have assessed the impact that any proposed external areas or outdoor activity may have on any of the licensing objectives and identify the measures they will put in place to mitigate this impact.

LP6 External Areas and Outdoor Events

The Licensing Authority will normally restrict external areas and outdoor activity to between 08:00 and 22:00 unless the applicant can demonstrate that comprehensive control measures have been implemented that ensure the promotion of the licensing objectives, in particular the public nuisance objective. Notwithstanding any proposed control measures, the Licensing Authority may restrict the hours and/or activity even further.

Minor Variations

- 2.31 The minor variations process allows applicants to benefit from a simplified variation process. An application for a minor variation requires a white coloured site notice to be displayed on the premises and there is also no requirement to consult with responsible authorities.
- 2.32 For an application to be considered under this simplified process, the Council must be of the opinion that the variation(s) does not adversely impact on the licensing objectives.

LP7 Minor Variations

The Council expects applications to be made in the following circumstances only

- Small changes in the layout/structure of the premises
- The addition of voluntary/agreed conditions
- Removal of conditions that are dated and have no impact on the operation of the premises
- Reduction of hours for any licensable activity.

Temporary event notices (TENs)

- 2.33 Temporary events notices are a light-touch method by which licensable activities can be authorised to take place without the need for a premises licence or club premises certificate. Advance notice must be given to the Metropolitan Police, Environmental Protection and the Licensing Authority.
- 2.34 The Police and Environmental Protection are the only parties that can object to a TEN. Whilst both parties are able to object on the grounds of any of the licensing objectives, the Police will tend to focus on matters in relation to crime and disorder. The Environmental Protection service will be minded to object where there is a risk to the prevention of public nuisance objective.
- 2.35 The role of the Licensing Authority is to ensure that the statutory limits for the giving of TENs in a calendar year by an individual and the restriction of the number of TENs in respect of a particular premises are not exceeded. The Police and Council remain the enforcement authorities and may monitor any event. Details on the numbers of TENs that can be given in respect of premises, individuals and calendar years can be found on the Council's website.
- 2.36 The Licensing Authority expects premises users to provide advance notice of events at least four weeks prior to the start date of the activity.

LP8 Temporary Event Notices

When considering an objection to a TEN the Council will:

- Expect that any existing conditions will be maintained (where relevant) in circumstances where an event is to take place at a premises that has an existing authorisation.
- Assess any history of complaints as a result of licensable activity that may or may not have been authorised by a TEN.
- Consider the track record of the premises user
- Consider any other control measures proposed to mitigate the objection

Personal licences

- 2.37 The supply of alcohol under a premises licence must be made by, or authorised by, a person who holds a personal licence. The Act requires any sale made when the personal licence holder is not present to have been authorised by a personal licence holder.
- 2.38 Where an applicant has been convicted of a relevant offence, foreign offence, immigration offence or has been required to pay an immigration penalty, the Police will be provided with a copy of the application. If the Police object to the grant of the licence, the matter will be referred to a Licensing Sub-Committee for determination.

LP9 Personal Licences

- (a) The Council will consider whether a refusal of the licence is appropriate for the promotion of the crime prevention objective and will consider the:
- (i) Seriousness and relevance of any conviction(s)
 - (ii) The period that has elapsed since committing the offence(s)
 - (iii) Any mitigating circumstances that assist in demonstrating that the crime prevention objective will not be undermined.

SECTION 3 – Cumulative Impact and Special Policies

- 3.1 The Council recognises that in areas where the number, type and density of premises selling alcohol are high or exceptional, serious problems of nuisance and disorder may be arising or have begun to arise outside or some distance from the licensed premises. Guidance under the Act sets out that the cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for a licensing authority to consider within its licensing policy and that local authorities may as a consequence adopt special local saturation policies. There should always be an evidential basis for a decision to include a special policy within the statement of licensing policy.
- 3.2 In summary, the steps to be followed in considering whether to adopt a special policy within the borough are:
- Identification of concern about crime and disorder or public nuisance or protection of children from harm
 - Consideration of whether there is good evidence that crime and disorder or nuisance are occurring; or whether there are activities which pose a threat to public safety or the protection of children from harm
 - If such problems are occurring, identify whether these problems are being caused by customers of licensed premises, or that the risk of cumulative impact is imminent
 - Identifying the boundaries of the area where problems are occurring (this can involve mapping where the problems occur and identifying specific streets or localities where such problems arise
 - Consultation with those individuals or groups specified within section 5(3) of the Act and subject to the outcome of the consultation, include and publish details of the special policy in the licensing policy statement
- 3.3 The effect of adopting a special policy, which the Council refers to as a Special Policy Area ('SPA'), is to create a rebuttable presumption so that applications for new premises licences and club premises certificates or variations of these authorisations, which are likely to add to the existing cumulative impact will normally be refused or subject to certain limitations, following relevant representations being made. The applicant will need to demonstrate in their operating schedule that there will be no negative cumulative impact on one or more of the licensing objectives in order to rebut any such presumption.
- 3.4 Applicants are advised to give consideration to potential cumulative impact issues when setting out the steps they will take to promote the licensing objectives as well as showing how they will mitigate any potential negative harms in their application. Applicants are also reminded that less weight is likely to be attached to any arguments relating to there being no complaints from existing premises when seeking a variation or renewal of an authorisation within a SPA. This is because, given the nature of the area and concentration of licensed premises, it can be difficult to attribute complaints and problems to any particular premises, especially with regards to nuisance being caused in outside areas.
- 3.5 This presumption does not relieve responsible authorities or other persons of the need to make a relevant representation. This can be done by simply referring to the information which had been before the licensing authority when it developed its Policy, before a licensing authority may lawfully consider giving effect to its special

policy. If there are no representations, the licensing authority must grant the application in terms that are consistent with the operating schedule submitted.

- 3.6 It should be noted that special policies are not absolute. The individual circumstances of each application will be considered on its merits. The Council will grant applications where the applicant has demonstrated that the operation of the premises is unlikely to add to the cumulative impact that is already being experienced in the area.
- 3.7 The Council will not consider the issue of “need” in determining any licence application, as this is a matter for planning control and the market. Therefore, the Council will not seek to impose quotas of premises, licences or certificates.
- 3.8 Analysis of the hospitality economy in the Borough has been undertaken which shows an increase in the number of premises in the wider Shoreditch area in particular. There are also real concerns about the impact on the physical environment, the safety of visitors and residents, and the environmental disturbance to residents arising from increased activity in both the Shoreditch SPA area and the wider Shoreditch area. If an applicant can demonstrate that they will not add to the cumulative impact in their operating schedule and at any hearing, then the Core Hours Policy within LP3 will apply. The map for this area is at Appendix A.
- 3.9 The Special Policy is applied to the Dalston area with the aim of continuing to manage the growth of premises persons in the area, particularly those that are alcohol lead. Therefore, any application will need to demonstrate that it will not add to the cumulative impact in the Dalston area. If an applicant can demonstrate that they will not add to the cumulative impact in their operating schedule and at any hearing, then the Core Hours Policy within LP3 will apply. The map for this area is at Appendix B.
- 3.10 The key evidential findings for the Shoreditch and Dalston SPAs are set out within Appendix C.

LP10 Special Policy Areas – Dalston and Shoreditch

It is the Council's policy that where a relevant representation is made to any application within the area of the Dalston SPA or Shoreditch SPA, the applicant will need to demonstrate that the proposed activity and the operation of the premises will not add to the cumulative impact that is currently being experienced in these areas. This policy is to be strictly applied.

It should also be noted that the;

- quality and track record of the management;
- good character of the applicant; and
- extent of any variation sought

May not be in itself sufficient.

It should be noted that if an applicant can demonstrate that they will not add to the cumulative impact in their operating schedule and at any hearing, then the Core Hours Policy within LP3 will apply.

Cumulative Impact – General

- 3.11 The Council also notes the advice in the Guidance that the absence of a special policy does not prevent representations being made in relation to negative cumulative impact on one or more of the licensing objectives. However, if a representation is to be made with regards to negative cumulative impact, the Council expects suitable and relevant evidence (statistical or otherwise) to be provided to demonstrate the licensing objectives are already being undermined due to negative cumulative impact.

LP11 Cumulative Impact – General

The Council will give due regard to any relevant representations received where concerns are raised and supported around the negative cumulative impact the proposed application has on one or more of the licensing objectives.

SECTION 4 – OPERATIONAL ASPECTS

Deregulation of Entertainment

- 4.1 The Legislative Reform (Entertainment Licensing) Order 2014 and Deregulation Act 2015 deregulated some of the licensable activities under the Licensing Act 2003 in addition to the deregulation created by the Live Music Act 2012.
- Some of the activities which may no longer require authorisation are:
- exhibitions of films where they are incidental to another activity which is exempt from licensing
 - 'not-for-profit' film exhibitions between 08:00 and 23:00 on any day held in community premises provided that the audience size is no more than 500 and the organiser gets consent from the person who is responsible for the premises and ensures that age classification ratings are complied with
 - a performance of amplified live music or playing of recorded music between 08:00 and 23:00 on any day on premises authorised to sell alcohol for consumption on the premises provided that the audience size is no more than 500
 - a performance of amplified live music or playing of recorded music between 08:00 and 23:00 on any day in a church hall, community hall, or other similar community premises, that is not licensed to sell alcohol, provided that the audience size is no more than 500 and the organiser gets consent from the person responsible for the premises
 - a performance of amplified live music or playing of recorded music between 08:00 and 23:00 on any day at the non-residential premises of a local authority, a school or a hospital provided that the audience size is no more than 500 and the organiser gets consent from the local authority or the school or the health care provider for the hospital.

Immigration Matters

- 4.2 The commencement of the Immigration Act 2016 made it a requirement for licensing authorities to be satisfied that an applicant has the right to work in the UK. An application made by someone who is not entitled to work in the UK must be rejected.
- 4.3 Licences must not be issued to people who are illegally present in the UK, who are not permitted to work, or who are permitted to work but are subject to a condition that prohibits them from doing work relating to the carrying on of a licensable activity.
- 4.4 A premises or personal licence issued in respect of an application made on or after 6 April 2017 will lapse if the holder's permission to live or work in the UK comes to an end.

Late Night Levy

- 4.5 The Late Night Levy ("the levy") is a discretionary power enabling licensing authorities to charge an additional fee to persons who are licensed to sell or supply alcohol late at night as a means of raising a contribution towards the costs of policing the night-time economy. Any net revenue from the levy must be split between the licensing authority and the Police, with at least 70% of the 'net' levy paid to the Police.

- 4.6 The legislative provisions relating to the levy are not part of the Licensing Act 2003 but are contained in Sections 125 to 139 of the Police Reform and Social Responsibility Act 2011. The provisions came into force on 31 October 2012.
- 4.7 Hackney Council consulted on the introduction of the levy in February 2017 and on 26 July 2017, the Council decided that the levy would be introduced from 1 November 2017 for premises authorised to sell or supply alcohol between the hours of 00:01 and 06:00 on one or more days of the year.

Sexual Entertainment

- 4.8 On 21 July 2010 the Council resolved to adopt Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by Section 27 of the Policing and Crime Act 2009. This applies to the area of the London Borough of Hackney and came into force on 15 September 2010.
- 4.9 Any person wishing to operate a sex establishment (sex shop, sexual entertainment venue or sex cinema) will require a sex establishment licence.
- 4.10 The Council has previously determined that the number of sexual establishments in Hackney should be nil in each ward, meaning that no licences will be issued. An exception was provided for “established operators” who operator a long-standing, well-run sex establishment which has not generated significant levels of concern among the community or statutory authorities.
- 4.11 Please refer to the Council’s separate policy in regards to Sex Establishments which is available from the Licensing Service.

Enforcement

- 4.12 The Council is an enforcement authority for the purpose of exercising many of its statutory and regulatory functions. Hackney aims to offer a graduated approach to enforcement.
- 4.13 The Council has developed an Enforcement Policy across all environmental enforcement functions, including licensing. It seeks to provide a corporate regulatory framework that identifies the key principles and factors for enforcement action. It develops partnership working both within the Council and with external agencies.
- 4.14 The Council will also inspect premises using a targeted risk based approach. For example, inspections should not always be undertaken routinely but when and if they are judged necessary. This is to ensure that resources are used efficiently and can be effectively concentrated on premises most likely to lead to problems.

Reviews of licences and certificates

- 4.15 Responsible authorities and other persons can apply to the Council to review a premises licence where problems are arising at the premises in relation to any of the licensing objectives.
- 4.16 A review can be applied for at any stage following the grant of a premises licence or club premises certificate. In every case, an evidential basis for the allegations made will need to be submitted to the Council. However, in the first instance, the Council is required to consider whether the representation made is irrelevant to the licensing

objectives, or is frivolous, vexatious or repetitious. The Guidance recommends that more than one review on similar grounds originating from other persons should not be permitted within a twelve month period, except in exceptional or compelling circumstances, or where it arises following a closure order.

- 4.17 In addition, a review will normally follow;
- a) Any action by the Police to close down the premises for up to 24 hours on grounds of disorder, or noise nuisance, and
 - b) Any formal enforcement action by the Council, or
 - c) Any action taken by the Immigration authority.
- 4.18 The Licensing Authority can exercise a range of powers when dealing with a review (see guidance notes). In cases where the crime prevention objective is being seriously undermined it is expected that revocation of the premises licence, even in the first instance, will be seriously considered.

Summary Reviews

- 4.19 Where a licensed premises is considered to be associated with serious crime or serious disorder or both, the Police can apply for a summary, or expedited, review of the premises licence. Within 48 hours of receipt of that application the Council must consider whether it is appropriate to take interim steps pending the determination of a review of the premises licence. Within 28 days after the day of its receipt, a full review hearing must be held.
- 4.20 Interim steps can include:
- the modification of the conditions of the premises licence,
 - the exclusion of the sale of alcohol by retail from the scope of the licence,
 - the removal of the designated premises supervisor from the licence; and/or
 - the suspension of the licence.
- 4.21 If the holder of the premises licence makes, and does not withdraw, representations against any interim steps taken by the Council, it must, within 48 hours of the time of its receipt of the representations, hold a hearing to consider those representations.

Wholesale of alcohol

- 4.22 The sale of alcohol in wholesale quantities to the public is a licensable activity under the Act. A premises licence and a designated premises supervisor who holds a personal licence are required for such transactions to take place lawfully.

Internet and mail order sales

- 4.23 A premises licence will be required for a warehouse or storage facility for alcohol. However the call centre where the order was placed would not require authorisation. The Council expects that the application will include procedures for ensuring that sales of alcohol are not made by or delivered to persons under 18 years of age.

Early Morning Restrictions Orders

- 4.24 Early Morning Restrictions Orders (“EMROs”) are a discretionary power enabling licensing authorities to restrict sales of alcohol with the aim of tackling high levels of

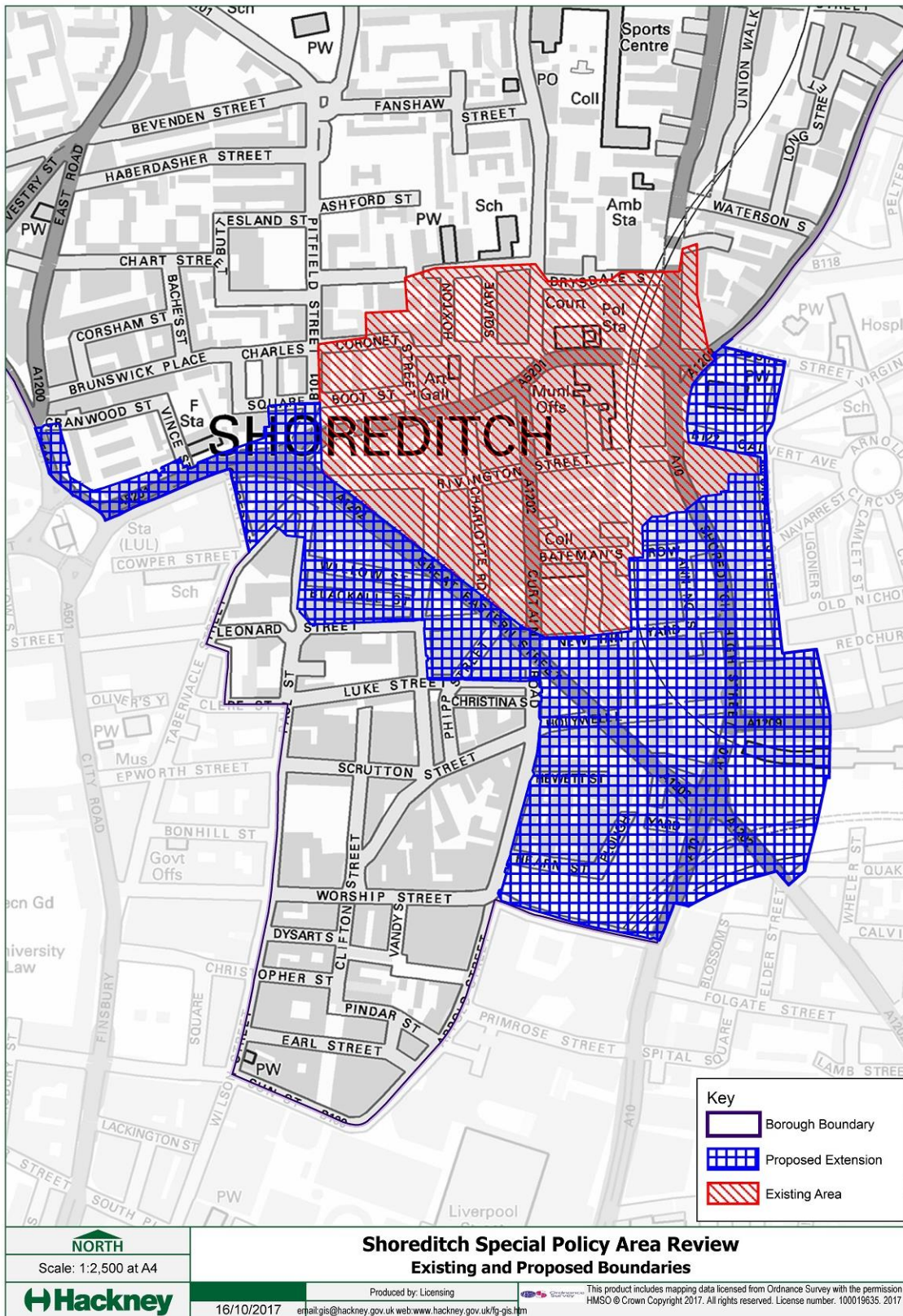
alcohol related crime and disorder, nuisance and anti-social behaviour. The EMRO may be applied to the whole or part of the licensing authority area and, if relevant, on specific days and at specific times. A statutory process must be undertaken before it is introduced and the licensing authority must be satisfied that such an order would be appropriate to promote the licensing objectives.

Administration, Exercise and Delegations of Functions

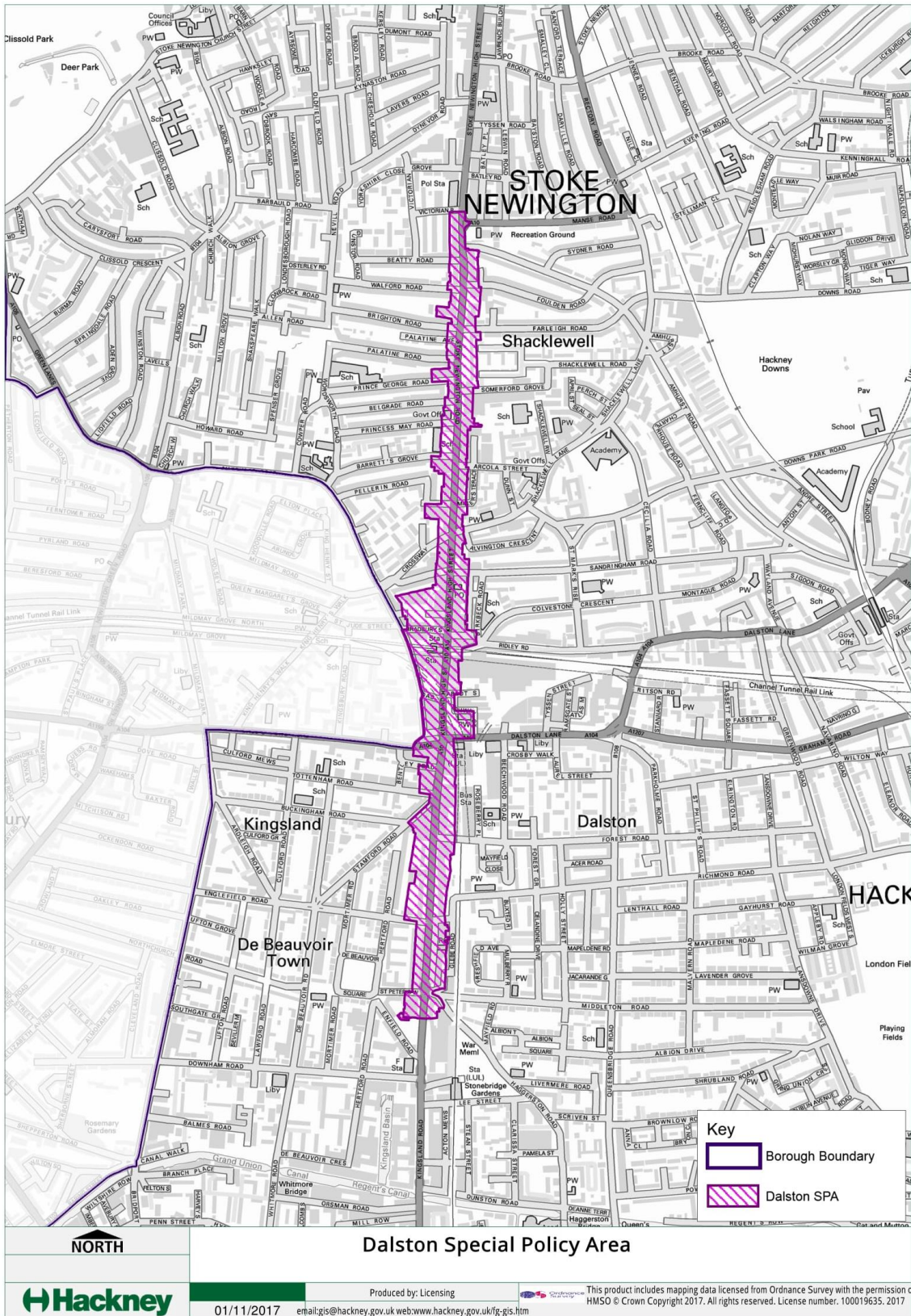
- 4.25 One of the major principles underlying the Act is that the licensing functions should be delegated to an appropriate level so as to ensure efficient determination of applications. The Council has arranged for its licensing functions to be discharged in accordance with the Act and the Guidance. Where a function is delegated to an officer they will be responsible for determining the matter without the need for it to go before a Licensing Sub-Committee.
- 4.26 Where a matter is referred to the Licensing Sub-Committee, it will determine each case on its individual merits whilst taking into consideration the Act, the Guidance, the Policy and any evidence presented by the parties concerned in support of their cases.
- 4.27 The Council's Scheme of Delegation of functions under the Act has been appended to this document.

APPENDICES

Appendix A: Shoreditch Special Policy Area and Proposed Extension



Appendix B: Dalston Special Policy Area



Appendix C – Key Evidential Findings

Hoxton East and Shoreditch

- Most crimes (87%) associated with licensed premises occurred between 2000 and 0359 hours; peak hours of 2300 to 0159 (53%). Friday's to Sunday's experienced more crime than other days, specifically Friday PM to Saturday AM, and Saturday PM to Sunday AM (between 2100 and 0359 hours); 61% of ward total.
- In recent years, Thursday's have also begun to feature. However, peak crime hours on a Thursday were more limited between 2300 hours on a Thursday and 0159 hours on the Friday morning suggesting that Thursday nights are not yet quite as prevalent as Friday and Saturday nights.
- Overall most of the crime in this ward was theft (87%), and then violence (9%). Whilst there was a 60% reduction in theft offences, violent crime increased by 68%, particularly serious wounding (up 350% or 39 more crimes so % increase brought about by low numbers), common assault and harassment.
- Overall there was a reduction in assault with injury, and although counts fell between FY2011/12 and FY2013/14 it started to rise again from FY2014/15.

Dalston

- Most crime (51%) occurred between the hours of 2300 and 0359 hours, although in the latter years crimes started to rise from 2200 hours; peak times of 0100 to 0259 hours.
- Crimes occurred throughout the day albeit to a lesser extent, and this might be explained by the dual markets (day time busy shopping district, and night time economy) in Dalston that doesn't exist in Hoxton East and Shoreditch.
- Friday's to Sunday's experienced the most crime overall (67%) of the total, particularly between Friday PM to Saturday AM, and Saturday PM to Sunday Morning between 2200 hours and 0459 hours (42%).
- Similar to Hoxton East and Shoreditch recent years have seen more crimes reported on a Thursday PM to Friday Morning.
- Theft accounted for 87% of crime, and violence for 9%, so this is consistent with Hoxton East and Shoreditch.
- Between FY2011/12 and FY2015/16 thefts dropped by 28%, whilst violence increased by 53%. The largest increases in violence were again serious wounding, harassment and common assault, but overall numbers were low each year, and assault with injury offences followed the same pattern as Hoxton East and Shoreditch.
- Overall the wards that contributed the most (55%) in terms of alcohol related incidents were Hoxton East and Shoreditch, Dalston, Stoke Newington, Hoxton West, London Fields and Homerton. The major contributor was Hoxton East and Shoreditch

London Ambulance Service/Accident and Emergency

- A larger proportion of alcohol-related ambulance pick-ups occur in Shoreditch and Dalston, which correlates to the existing Special Policy Areas. Outside of these two areas, Hackney Central and Stoke Newington have higher numbers of pick-ups than other parts of the borough.
- Data also shows that the number of alcohol-related ambulance pick-ups in Hackney has increased significantly in recent years, as the number of licensed premises has grown. Since 2006/07, the number of licensed premises allowed to sell alcohol increased by 66%, while the number of alcohol-related ambulance pick-ups increased by 21% over the same time period. This correlates with the information from the Community Safety Partnership Plan, which identifies that alcohol-related crime occurs in areas with higher concentrations of licensed premises.
- 75% of the hospital A&E assault related attendances occurred during NTE hours, 66% of ambulance attendances, and 80% of Met police alcohol related crime. This highlights the

relevance of the night time economy in particular for alcohol related incidents across the borough.

Cost Benefit Analysis

- In 2015, there were 1,375 firms in the ENTE in Hackney. They generated some 4,720 jobs, £219m in turnover and £111m in output. These represented 6.7% of all Hackney's businesses, 4.2% of employment, 1.0% of turnover and 1.2% of Gross Value Added (GVA).
- However from the Council's perspective, the ENTE generated cost of £3.6m, while returning only £2.1m in 2015 as illustrated in the table below.

Hackney Evening and Night-time Economy Behaviour Study

Shoreditch

- Shoreditch is now a mainstream nightlife attraction, and a draw for young adults from across London and the South East; as well as to young foreign visitors to London.
- In London, Shoreditch was found comparable only to the most intense hot-spots of Westminster and Camden
- Whilst the ENTE has expanded, it has not diversified.
- 'Slower' seated table-service dining has a low presence in Shoreditch, when considering the numbers of licensed premises.
- Alcohol off-sales fuel visitor intoxication providing access to relatively cheap late-night off-sales from independent shops located in amongst the nightlife
- Discarded off-sales alcohol purchases, together with late-night takeaway food detritus, create major waste management challenges
- Male on-street urination and the fouling of pavements and doorways through vomiting is also commonplace
- The area around the existing Shoreditch SPA abuts parts of Islington and Tower Hamlets that have substantial ENTEs

Dalston

- As in Shoreditch, ENTE patrons also have access to relatively cheap alcohol from off-sales outlets, located in amongst the entertainment premises
- The high prevalence of post-01:00 off-sales are a feature of Hackney nightlife that departs from comparable areas in, for example, Camden and Westminster
- Dalston was found to have a later-night culture than all the other areas, with the exception of Shoreditch
- The area presented as a more 'bohemian' and less mainstream than the ENTE of Shoreditch
- It has more diversity of offer than the Shoreditch ENTE and appears more integrated with the local residential community
- Dalston is undoubtedly a noisy location late at night, with many noise 'incidents', as well as a generally high ambient noise level creating potential conflicts of between local residents and ENTE businesses and patrons

Off-licences

- The audits showed that the Borough appears to have a large number of convenience stores / supermarkets which trade late that are also licensed to continue selling alcohol into the early hours of the morning, with many located in and amongst the licensed entertainment / food and drink premises.

- Hours were not found in comparable areas of London, such as Westminster and Camden, where off-sales tend to cease in areas with 'nightlife', mostly by 23:00 and typically, entirely, by 01:00
- In Hackney, patrons have access to relatively cheap off-sales alcohol from local stores to supplement that purchased and consumed in the 'on-trade'.

Appendix D: Mandatory Conditions

Supply of Alcohol

1. No supply of alcohol may be made under the premises licence:
 - (a) At a time when there is no designated premises supervisor in respect of the premises licence.
 - (b) At a time when the designated premises supervisor does not hold a personal licence or his personal licence is suspended.
2. Every supply of alcohol under the premises licence must be made or authorised by a person who holds a personal licence.
3. (1) The responsible person must ensure that staff on relevant premises do not carry out, arrange or participate in any irresponsible promotions in relation to the premises.
 - (2) In this paragraph, an irresponsible promotion means any one or more of the following activities, or substantially similar activities, carried on for the purpose of encouraging the sale or supply of alcohol for consumption on the premises -
 - (a) games or other activities which require or encourage, or are designed to require or encourage, individuals to;
 - (i) drink a quantity of alcohol within a time limit (other than to drink alcohol sold or supplied on the premises before the cessation of the period in which the responsible person is authorised to sell or supply alcohol), or
 - (ii) drink as much alcohol as possible (whether within a time limit or otherwise);
 - (b) provision of unlimited or unspecified quantities of alcohol free or for a fixed or discounted fee to the public or to a group defined by a particular characteristic in a manner which carries a significant risk of undermining a licensing objective;
 - (c) provision of free or discounted alcohol or any other thing as a prize to encourage or reward the purchase and consumption of alcohol over a period of 24 hours or less in a manner which carries a significant risk of undermining a licensing objective;
 - (d) selling or supplying alcohol in association with promotional posters or flyers on, or in the vicinity of, the premises which can reasonably be considered to condone, encourage or glamorise anti-social behaviour or to refer to the effects of drunkenness in any favourable manner.
 - (e) dispensing alcohol directly by one person into the mouth of another (other than where that other person is unable to drink without assistance by reason of a disability).
3. The responsible person must ensure that free potable water is provided on request to customers where it is reasonably available.
4. 5.1. The premises licence holder or club premises certificate holder must ensure that an age verification policy is adopted in respect of the premises in relation to the sales or supply of alcohol.

5.2 The designated premises supervisor in relation to the premises licences must ensure that the supply of alcohol at the premises is carried on in accordance with the age verification policy.

5.3. The policy must require individuals who appear to the responsible person to be under 18 years if age (or such older age as may be specified in the policy) to produce on request, before being served alcohol, identification bearing their photograph, date of birth and either:-

- A. a holographic mark or
- B. an ultraviolet feature.

5. The responsible person shall ensure that:

a) where any of the following alcoholic drinks is sold or supplied for consumption on the premises (other than alcoholic drinks sold or supplied having been made up in advance ready for sale or supply in a securely closed container) it is available to customers in the following measures:

- beer or cider: 1/2 pint;
 - gin, rum, vodka or whisky: 25ml or 35ml; and
 - still wine in a glass: 125ml; and
- a. these measures are displayed in a menu, price list or other printed material which is available to customers on the premises; and
 - b. where a customer does not in relation to a sale of alcohol specify the quantity of alcohol to be sold, the customer is made aware that these measures are available.

Minimum Drinks Pricing

6. 7.1 A relevant person shall ensure that no alcohol is sold or supplied for consumption on or off the premises for a price which is less than the permitted price.

7.2 For the purposes of the condition set out in paragraph 7.1 above -

(a) "duty" is to be construed in accordance with the Alcoholic Liquor Duties Act 1979;

(b) "permitted price" is the price found by applying the formula - $P = D + (D \times V)$

Where -

(i) P is the permitted price,

(ii) D is the amount of duty chargeable in relation to the alcohol as if the duty were charged on the date of the sale or supply of the alcohol, and

(iii) V is the rate of value added tax chargeable in relation to the alcohol as if the value added tax were charged on the date of the sale or supply of the alcohol;

(c) "relevant person" means, in relation to premises in respect of which there is in force a premises licence -

(i) the holder of the premises licence,

(ii) the designated premises supervisor (if any) in respect of such a licence, or

(iii) the personal licence holder who makes or authorises a supply of alcohol under such a licence;

(d) "relevant person" means, in relation to premises in respect of which there is in force a club premises certificate, any member or officer of the club present on the premises in a capacity which enables the member or officer to prevent the supply in question; and

(e) "value added tax" means value added tax charged in accordance with the Value Added Tax Act 1994.

7.3 Where the permitted price given by Paragraph 8.2(b) above would (apart from this paragraph) not be a whole number of pennies, the price given by that sub-paragraph shall be taken to be the price actually given by that sub-paragraph rounded up to the nearest penny.

7.4 (1) Sub-paragraph 7.4(2) below applies where the permitted price given by Paragraph 7.2(b) above on a day ("the first day") would be different from the permitted price on the next day ("the second day") as a result of a change to the rate of duty or value added tax.

(2) The permitted price which would apply on the first day applies to sales or supplies of alcohol which take place before the expiry of the period of 14 days beginning on the second day.

Door supervision

(1) Where a premises licence includes a condition that at specified times one or more individuals must be at the premises to carry out a security activity the licence must include a condition that each such individual must be licensed by the Security Industry Authority.

(2) But nothing in subsection (1) requires such a condition to be imposed –

(a) in respect of premises within paragraph 8(3)(a) of Schedule 2 to the Private Security Industry Act 2001 (c.12) (premises with premises licences authorising plays or films), or

(b) In respect of premises in relation to –

(i) any occasion mentioned in paragraph 8(3)(b) or (c) of that Schedule (premises being used exclusively by club with club premises certificate, under a temporary event notice authorising plays or films or under a gaming licence), or

(ii) any occasion within paragraph 8(3) (d) of that Schedule (occasions prescribed by regulations under that Act).

(3) For the purposes of this section -

(a) "security activity" means an activity to which paragraph 2(1)(a) of that Schedule applies, and

- (b) paragraph 8(5) of that Schedule (interpretation of references to an occasion) applies as it applies in relation to paragraph 8 of that Schedule.

Exhibition of Films

Admission of children (under 18) to the exhibition of any film must be restricted in accordance with: -

- (a) Recommendations made by the film classification body where the film classification body is specified in the licence, or
- (b) Recommendations made by the licensing authority where the film classification body is not specified in the licence, or the relevant licensing authority has not notified the holder of the licence that this subsection applies to the film in question.

"film classification body" means person('s) designated under s4 of the Video Recordings Act 1984(c.39).

Club Premises Certificates

Certificate authorising supply of alcohol for consumption off the premises

- (1) A club premises certificate may not authorise the supply of alcohol for consumption off the premises unless it also authorises the supply of alcohol to a member of the club for consumption on those premises.
- (2) A club premises certificate that authorises the supply of alcohol for consumption off the premises must include the following conditions.
 - (i) The first condition is that the supply must be made at a time when the premises are open for the purposes of supplying alcohol, in accordance with the club premises certificate, to members of the club for consumption on the premises.
 - (ii) The second condition is that any alcohol supplied for consumption off the premises must be in a sealed container.
 - (iii) The third condition is that any supply of alcohol for consumption off the premises must be made to a member of the club in person.

Mandatory condition: exhibition of films

- (1) Where a club premises certificate authorises the exhibition of films the certificate must include a condition requiring the admission of children to the exhibition of any film to be restricted in accordance with this section.
- (2) Where the film classification body is specified in the certificate, unless subsection (3) (b) applies, admission of children must be restricted in accordance with any recommendation made by that body.
- (3) Where -
 - (a) the film classification body is not specified in the certificate, or
 - (b) the relevant licensing authority has notified the club which holds the certificate that this subsection applies to the film in question, admission of children must be restricted in accordance with any recommendation made by that licensing authority.
- (4) In this section -
"children" means persons aged under 18; and
"film classification body" means the person or persons designated as the authority under section 4 of the Video Recordings Act 1984 (c.39) (authority to determine suitability of video works for classification).

Appendix E: Pool of Conditions

This pool of conditions has been provided to help applicants applying for a new premises licence or club premises certificate or to vary an existing licence to prepare their operating schedule ensure that when licensable activities are taking place the four licensing objectives are promoted.

This is not an exclusive or exhaustive list. It does not restrict any applicant, responsible authority, or other person from proposing any alternative conditions, nor would it restrict a licensing sub-committee from imposing any reasonable condition on a licence that it considers appropriate for the promotion of the licensing objectives.

Alcohol

		CD	PS	PN	PC
A1	No beer, lagers or ciders exceeding 6.5% alcohol by volume (ABV) shall be sold or supplied at the premises.	—			
A2	No single cans or bottles of beer, lager or cider shall be sold or supplied at the premises.	—			
A3	No “miniature” bottles of spirits of 50ml or less shall be sold or supplied at the premises.	—			
A4	Alcohol shall not be sold, supplied, or consumed on the premises otherwise than to persons who are taking substantial table meals and that the consumption of alcohol by such persons is ancillary to taking such meals. The supply of alcohol shall be by waiter or waitress service only.	—			
A5	Consumption of alcohol in the bar area is restricted to customers waiting to be escorted to a table.	—			
A6	Numbers of patrons in the bar area (not awaiting tables) shall not exceed <i>[Insert]</i> persons.	—			
A7	Any alcohol sold or supplied [for consumption off the premises] must be in a sealed container.	—		—	
A8	Any sales of alcohol shall be charged at no less than £0.50 per unit of alcohol. The licence holder will prepare a price list calculating the units for each available produce, which shall be made available to the Police or Licensing Enforcement on request.	—		—	

Building Management

		CD	PS	PN	PC
B1	The maximum number of persons (including staff and entertainers) allowed at the premises shall not exceed [number], subject to the following maximum occupancies: For example: [First Floor] [number] persons [Ground Floor] [number] persons [Basement] [number] persons		—		
B2	The maximum number of persons (including staff and entertainers) allowed at the		—		

	premises shall not exceed [number]				
B3	Sanitary accommodation shall be provided in accordance with BS 6465-1:2006+A1:2009 Sanitary installations - Code of practice for the design of sanitary facilities and scales of provision of sanitary and associated appliances standard for sanitary provisions or any British Standard replacing or amending the same.	—		—	
B4	The edges of the treads of steps and stairways shall be maintained so as to be clearly visible.		—		
B5	All external emergency exit doors shall be fitted with sensor alarms and visible indicators to alert staff when the doors have been opened.		—		
B6	The approved arrangements at the premises, including means of escape provisions, emergency warning equipment, the electrical installation and mechanical equipment, shall at all material times be maintained in good condition and full working order.		—		
B7	The means of escape provided for the premises shall be maintained unobstructed, free of trip hazards, be immediately available and clearly identified in accordance with the plans provided.		—		
B8	All emergency exit doors shall be available at all material times without the use of a key, code, card or similar means.		—		
B9	All emergency doors shall be maintained effectively self-closing and not held open other than by an approved device.		—		
B10	The certificates listed below shall be submitted to the Licensing Authority upon written request: <ul style="list-style-type: none"> Any permanent or temporary emergency lighting battery or system Any permanent or temporary electrical installation Any permanent or temporary emergency warning system 		—		

CCTV

		CD	PS	PN	PC
C1	The licensee shall install and maintain a comprehensive CCTV system as per the minimum requirements of a Metropolitan Police Crime Prevention Officer. All entry and exit points will be covered enabling frontal identification of every person entering in any light condition. The CCTV system shall as a minimum continually record whilst the premises is open for licensable activities and during all times when customers remain on the premises. All recordings shall be stored for a minimum period of 31 days with date and time stamping. Recordings shall be provided immediately upon the request of Police or authorised officer throughout the preceding 31 day period.	—	—	—	

C2	No less than one member of staff who is able to operate the CCTV system shall be on the premises at all times.	—	—		
C3	The licence holder shall ensure that any queue to enter the premises which forms outside the premises is orderly and supervised by door staff.	—		—	
C4	An incident log shall be kept at the premises, and made available on request to an authorised officer of the Council or the Police, which will as a minimum record the following: (a) all crimes reported to the venue (b) all ejections of patrons (c) any complaints received (d) any incidents of disorder (e) seizures of drugs or offensive weapons (f) any faults in the CCTV system or searching equipment or scanning equipment (g) any refusal of the sale of alcohol (h) any visit by a relevant authority or emergency service.	—	—	—	—

Controlled Substances

		CD	PS	PN	PC
D1	The licensee shall operate a zero tolerance policy to drugs and comply with the Hackney Police/Council Community Safety Unit Drugs and Weapons policy where appropriate. Prominent signage shall be displayed by every entrance and exit detailing the drugs and weapons policies.	—	—		
D2	A written search policy that aims to prevent customers or staff bringing illegal drugs, weapons or other illegal items onto the premises at any time shall be in place and operate at the premises.	—	—		
D3	A secured, lockable drug box must be installed at the venue. Police attendance must be requested for removal of the contents.	—			
D4	Police and LBH contracted drugs dogs or drug detection equipment will be given immediate access to the premises without notice for the purpose of detecting and reducing incidences of drug misuse.	—	—		

General Management

		CD	PS	PN	PC
G1	A record shall be kept detailing all refused sales of alcohol. The refusals book will be maintained at the premises and will be available for immediate inspection upon request by a representative of the statutory authorities upon request. Such refusals book to is to be inspected and signed by the DPS or, in the absence of the DPS, by an alternative member of store management at intervals not exceeding seven days. All occasions when persons have been	—		—	—

	refused service shall be recorded and kept at the premises for not less than 12 months after the last entry recorded.				
G2	The licensee shall display the telephone number/email address of the Designated Premises Supervisor for use by any Responsible Authority or any person who may wish to make a complaint during the operation of the licence in a prominent external location at the premises that is easily accessible to the public.	—	—	—	—
G3	Toilets to be checked for evidence of any crime regularly throughout the day and at least hourly after [insert hours]. Records of these checks are to be documented and retained for no less than 31 days and shall be provided to the Police upon immediate request.	—	—		
G4	The licence holder shall enter into an agreement with a hackney carriage and/or private carriage firm to provide transport for customers, with contact numbers made readily available to customers who will be encouraged to use such services.	—		—	
G5	Plastic and/or toughened glass vessels shall be used for the consumption of drinks, intoxicating and non-intoxicating, at [insert times/all times].	—	—	—	—
G6	No glass receptacles containing beverages whether open or sealed, shall be given to customers on the premises whether at the bar or by staff away from the bar.	—	—		
G7	No entry to or re-entry to the premises after [time] by members of the public or guest of friends of members of staff or the premises licence holder. (except those patrons who have temporarily left the premises to smoke.)			—	
G8	No entertainment, performance, service or exhibition involving nudity or sexual stimulation which would come within the definition of a sex establishment as defined in Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by the Police and Crime Act 2009, shall be provided.	—	—		—
G9	Adequate and appropriate supply of first aid equipment and materials must be available on the premises at all times.		—		
G10	At least one member of staff who has received first-aid training from a HSE approved trainer shall be on duty when the public are present.		—		
G11	Seating for no less than [number] persons shall be provided in the premises at all times the premises are in operation.	—			
G12	Seating for no less than (insert) % of the maximum occupancy shall be provided in the premises at all times the premises are in operation.	—			
G13	There shall be a written dispersal policy, a copy of which shall be kept on the premises and made available to police or other authorised officer upon request.	—	—	—	
G14	Measures to be implemented to prevent theft. These measures may include, but are not limited to: Bag clips/hooks Property patrols	—			

	Notices advising patrons that thieves operate in the area.				
G15	Substantial food shall be available at all times.	—			

Hotels and Guest Houses

		CD	PS	PN	PC
H1	The sale of alcohol between [xx:xx] and [xx:xx] is restricted to hotel residents and their bona fide guests (limited to XX guests per resident).	—		—	
H2	The sale and consumption of alcohol between [xx:xx] and [xx:xx] is restricted to hotel residents by way of room charge.	—		—	
H3	Between [xx:xx] and [xx:xx], access to the premises is restricted to hotel residents only.	—		—	

Noise and Odour Management

		CD	PS	PN	PC
N1	Clear and prominent notices shall be displayed and maintained at all exits in a place where they can be seen and easily read by customers requiring customers to leave the premises and the area quietly.			—	
N2	Door supervisors and other members of staff to verbally request customers as they exit the premises to leave quietly and respect local residential neighbours.			—	
N3	All external doors and windows shall be kept closed, other than for access and egress, when regulated entertainment is taking place.			—	
N4	Background music shall not exceed a level that allows face to face conversation at normal speech level.			—	
N5	A detailed acoustic report should be carried out by a competent person and should be submitted to the Licensing Service [within timeframe]. Recommendations in the report should be approved by the Pollution Control Team and completed prior to any regulated entertainment taking place.			—	
N6	All music systems shall be routed through a sound limiting device. The limiting device(s) should be set to ensure inaudibility in all nearby residential premises, a certificate of compliance should be submitted to the pollution group. The device shall be controlled by the licensee/management and kept in a locked, tamper-proof box.			—	
N7	The sound limiting device must be recalibrated annually to ensure that the music is inaudible in nearby residential premises prior to the anniversary (of the grant of licence/variation/review).			—	
N8	All speakers must be isolated from the structure of the building to prevent the transmission of vibration. The final specification should be approved by the Pollution Control Team before installation.			—	
N9	The noise level from the premises whilst being used for regulated entertainment shall not exceed [insert limit] measured at any point(s) [insert location].			—	

N10	Music noise from the licensed premises as measured spatially averaged within the habitable areas of the attached residential noise sensitive premises (measured at a height of 1.2 metres and 0.5 metres from any reflecting surface) at any time shall not cause any increase in the measured real time Leq(1min) 1/1 octave band sound pressure level centred on the frequencies [frequencies] and overall 'A' weighted levels when compared with the existing background noise equivalent Leq(1min) ('A' weighted levels, [frequencies]) to the levels at each of the following residential premises; (insert details)			—	
N11	Measurements should be taken in the same noise sensitive premises at a similar time without the music from the licensed premises in operation or at such level as not to cause noise nuisance, as determined by the council's Noise Pollution Team.			—	
N12	Amplified music shall be played within the licensed premises during permitted hours through an in house sound system which shall be fitted with a sound limiter set to an internal reverberant sound level limited to LAeq [level] dB, as measured at the mid-point of the licensed premises bar at a height of 1.2 metres. In addition the system shall be limited via the in-house limiter to control the frequencies [frequencies] as measured in the same position as above, in real time simultaneous Leq (1min) 1/1 octave band sound pressure level. These levels should be set to correspond with levels in condition 1, above.			—	
N13	The setting up of level controls of such devices shall take place before any amplified music is played and be carried out under the supervision of an acoustic consultant registered with the Institute of Acoustics who will provide a certificate of the completion and verification of the calibration and set up. The initial set up is to be witnessed by Council officers.			—	
N14	An annual check to the effectiveness, with re-calibration where necessary, of the devices shall be undertaken by an acoustic consultant registered with the Institute of Acoustics, who shall provide a certificate of verification of the calibration and set up, both initially and annually, to be provided to the Council's Pollution Control Team within 21 days of the check of effectiveness.			—	
N15	Such noise control devices or automatic volume control systems shall be secured within robust lockable security enclosure, or similar, to prevent unauthorised access to and tampering with the controls. In the case of computer controlled systems they shall only be accessed by an authorised Sound Engineer under the supervision of an acoustic consultant registered with the Institute of Acoustics authorised for this purpose by the Company. All changes shall be reported to the Council as soon as practicable after the event.			—	
N16	For residential premises directly attached to a licensed venue, these levels shall be measured with all residential			—	

	windows closed and windows should be in a single or double glazed configuration only. Secondary internal panes should be opened or removed during measurements. For all other cases i.e. buildings separated from the licensed premises windows should be slightly open for ventilation.				
N17	No fumes, steam or odours shall be emitted from the licensed premises so as to cause a nuisance to any persons living or carrying on business in the area where the premises are situated.			—	

Outdoor Areas

		CD	PS	PN	PC
O1	Patrons shall not be permitted to take glass off the premises/into external areas of the premises.	—	—	—	
O2	No more than [insert number] of patrons will be permitted in the designated smoking area at [any time/after insert time]	—		—	
O3	Use of outdoor area (shown on the plan) shall cease at [time].			—	
O4	The designated smoking area shown on the plan, shall be de-lineated by a physical border.			—	

Preventing Underage Sales

		CD	PS	PN	PC
P1	A record shall be kept detailing all refused sales of alcohol. The refusals book will be maintained at the premises and will be available for immediate inspection upon request by a representative of the statutory authorities upon request. Such refusals book to is to be inspected and signed by the DPS or, in the absence of the DPS, by an alternative member of store management at intervals not exceeding seven days. All occasions when persons have been refused service shall be recorded and kept at the premises for not less than 12 months after the last entry recorded.	—		—	—
P2	All store staff who are engaged or employed as cashiers will receive formalised training in the sale of age restricted products and training records evidencing such training will be kept and maintained in store, available for inspection by a representative of the statutory authorities for not less than 2 years. Such training is to be refreshed at intervals not exceeding [six/twelve] months.	—			—
P3	Where a person appears to be under the age of [insert age] identification in the form of a passport, photo driving licence or a proof of age card bearing the PASS hologram will be sought and if not provided service of alcohol shall be refused.	—			—
P4	Prominent, clear notices shall be displayed at the point of entry to the premises and in a suitable location at any	—			—

	points of sale indicating that where a person appears to be under the age of [25] identification will be sought and if not provided service of alcohol will be refused.				
P5	Prominent, clear notices shall be displayed at the premises about the supply of alcohol to minors and the relevant offences involved.	—			—
P6	A till prompt will appear on the initial sale of alcohol that will reminded the seller of their responsibilities including not to sell alcohol to anyone under the age of 18.	—			—
P7	All tills shall automatically prompt staff to ask for age verification identification when presented with an alcohol sale.	—			—
P8	Children under the age of ** years shall not be allowed on the premises after **: ** hours unless accompanied by an adult.				—
P9	Children under the age of ** years shall not be allowed on the premises.				—

SIA and Security

		CD	PS	PN	PC
S1	The licensee/management shall record the full name, home address and contact telephone number, SIA registration number, and the time/date of employment of any door supervisor(s) employed at the premises. Where door supervisor(s) are provided by an agency the name, business address and contact telephone number will also be recorded. These records are to be maintained for no less than [insert period].	—	—		
S2	A minimum of (X) SIA licensed door supervisors shall be on duty at the premises at all times whilst it is open for business.	—			
S3	At least (X) SIA licensed door supervisors shall be on duty at the entrance of the premises at all times whilst it is open for business.	—			
S4	All persons entering or re-entering the premises shall be searched by an SIA trained member of staff and monitored by the premises CCTV system.				
S5	Every person entering the venue should be counted in and out with a counting device to ensure that the maximum accommodation limit is not exceeded.	—	—		
S6	Every new patron entering the venue will be searched upon entry after [time].	—			
S7	Door supervisors shall be employed at a ratio of xx patrons. At least one member of the door staff shall be female.	—			
S8	All door staff stationed at the front entrance shall wear high visibility jackets or vests. All security staff stationed in	—			

	internal areas of the premises shall wear high visibility armbands.				
S9	Club Scan (or similar identification scanning device) is to be installed and maintained at the premises and shall operate [insert times/days].	—			

Waste Management

		CD	PS	PN	PC
W1	The licensee shall undertake a litter patrol at hourly intervals in [state xx radius/perimeter/pre-determined area] to collect any litter associated with the premises. The collection and removal of litter should include satisfactory disposal of spilled food and similar materials so as to leave the footway in a clean, safe and wholesome condition.	—		—	
W2	Waste collections shall be restricted to [time] and [time] and on xx days of the week/weekend.			—	
W3	No refuse and/or bottles are to be placed in external receptacles or in areas outside the premises after 2300/between [xx:xx and xx:xx].			—	
W4	The current trade waste agreement/duty of care waste transfer document shall be conspicuously displayed and maintained in the window of the premises where it can be conveniently seen and read by persons standing on the [insert location] façade of the premises. This should remain unobstructed at all times and should clearly identify:- <ul style="list-style-type: none"> the name of the registered waste carrier the date of commencement of trade waste contract the date of expiry of trade waste contract the days and times of collection the type of waste including the European Waste Code 			—	
W5	All staff are to be fully trained and made aware of the legal requirement of businesses to comply with their duty of care as regards the disposal of waste produced from the business premises. The procedure for handling and preparing for disposal of the waste shall be in writing and displayed in a prominent place where it can be referred to at all times by staff.			—	
W6	Any contract for general and recyclable waste disposal shall be appropriate in size to the amount of waste produced by the business. An adequate supply of waste receptacles shall be provided (refuse sacks or commercial waste bins) in order to ensure all refuse emanating from the business is always presented for collection by his waste carrier and shall not use any plain black or unidentifiable refuse sacks or any other unidentifiable or unmarked waste receptacles.				
W7	Where premises are situated in an area where time banded waste collections apply, waste must be kept within			—	

	the premises until such time as its waste carrier arrives to collect the refuse.				
W8	Signage to be erected asking customers to refrain from littering the public highway outside the premises.			-	

Appendix F: Delegation of functions

Matters to be dealt with	Sub Committee	Officers
Application for personal licence	If a police objection	If no objection made
Application for personal licence with unspent convictions	All cases	
Application for premises licence/club premises certificate	If a relevant representation made	If no relevant representation made
Application for provisional statement	If a relevant representation made	If no relevant representation made
Application to vary premises licence/club premises certificate	If a relevant representation made	If no relevant representation made
Application to vary designated premises supervisor	If a police objection	All other cases
Request to be removed as designated premises supervisor		All cases
Application for transfer of premises licence	If a police objection	All other cases
Applications for interim authorities	If a police objection	All other cases
Application to review premises licence/club premises certificate	All cases	
Decision to withdraw club premises certificate	All cases	
Decision on whether a representation is irrelevant, frivolous vexatious, etc		All cases
Decision to object when local authority is a consultee and not the relevant authority considering the application		All cases
Determination of an objection to a standard temporary event notice	All cases	
Determination of an objection to a late temporary event notice		All cases
Determination of application to vary premises licence at community premises to include alternative licence condition	If a police objection	All other cases
Decision whether to consult other responsible authorities on minor variation application		All cases
Determination of minor variation application		All cases

Appendix G

Other relevant legislation

Applicants should note other legislation that is likely to be relevant to their proposal:

- The Health and Safety at Work Act 1974
- The Town and Country Planning Act 1990
- The Environmental Protection Act 1990
- London Local Authorities Act 1990 (as amended by 2004 Act)
- The Clean Neighbourhoods and Environment Act 2005
- The Health Act 2006
- The Violent Crime Reduction Act 2006
- Policing and Crime Act 2009
- EU Services Directive and the subsequent Provision of Services Regulations 2009
- Food Safety Act 1990
- The Human Rights Act 1998 incorporating the European Convention on Human Rights (ECHR)
- Regulatory Reform (Fire Safety) Order 2005
- The Gambling Act 2005
- The Equality Act 2010
- The Police Reform and Social Responsibility Act 2011
- The Live Music Act 2012
- The Anti-Social Behaviour Crime and Policing Act 2014
- The Deregulation Act 2015
- The Immigration Act 2016

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Licensing

Consultation Report

Report Date: 31 January 2018

Report prepared by:

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Research Analyst

Communications and Consultation Team

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Appendix – Extensive additional comments

Introduction

This report presents findings from the consultation on Hackney's draft Licensing Policy. The consultation ran for 10 weeks from 6 November 2017 to 12 January 2018.

The Licensing Act 2003 requires that the Council review the Licensing Policy at least every five years, consulting the public on a draft Licensing Policy and making revisions to the policy as appropriate.

The Act and Statutory Guidance does not prohibit the Council from reviewing the Policy at any stage during the 5 year period and suggests that the Policy be kept under review, with the Council making any changes to it as it considers appropriate.

Aim of the consultation

The proposed policy is made up of five key proposals:

- Changes to the Special Policy Areas (SPAs), including extension of the Shoreditch SPA boundary and simplification of the Dalston SPA policy
- New general principles for applicants
- New core hours policy
- New policy on 'off' sales, the supply of alcohol for consumption off the premises
- New policy on outdoor activities

The licensing objectives

Through the Licensing Policy, the Council sets out to promote the four licensing objectives of the Licensing Act 2003, which are:

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance
- The protection of children from harm

Proposed changes to the Shoreditch Special Policy Area (SPA)

The Council are proposing to extend the Shoreditch SPA. They are concerned about licensing related crime and disorder and public nuisance in the wider Shoreditch area. They believe that there is a need to address and manage the overall impact of the concentration and number of licensed premises on the licensing objectives and the night-time economy. The proposed extension to the Shoreditch SPA area will align the Shoreditch SPA boundary with the adjacent SPAs in Tower Hamlets and Islington.

A proposed change to the Shoreditch SPA includes removing the policy that applicants will be refused unless there are exceptional circumstances. Instead, the proposed policy will seek that applicants demonstrate that the proposed activity will not add to issues of cumulative impact, such as anti-social behaviour, public nuisance, crime and noise.

Proposed changes to the Dalston SPA

The Dalston SPA boundary will remain the same however, we are seeking to simplify the way in which the policy is applied. The existing policy sets out acceptable hours based on activity and use. The Council would like to simplify this policy by removing this.

Like the Shoreditch SPA, applicants within the Dalston SPA will have to demonstrate that the proposed activity will not add to issues of cumulative impact, such as anti-social behaviour, public nuisance, crime and noise.

No changes will be made to the existing Dalston SPA boundary.

Consultation approach

The consultation ran from 6 November 2017 to 12 January 2018.

The consultation was publicised through an article in Hackney Today issue (414), published on the consultation launch date of 6 November 2017. The article also advertised an information event held on 22 November 2017 for residents and businesses to attend.

Below is a summary of further methods used to inform, consult and involve stakeholders and the wider public:

- The consultation featured on the home page of the Council's consultation and engagement platform, www.consultation.hackney.gov.uk.
- The online consultation was highlighted and linked to via www.hackney.gov.uk/licensing.
- The consultation summary, questionnaire and Draft Statement of Licensing Policy were made available online. Hard copies were also printed and available at the information event and by request.
- A press release was sent to local media, in addition to promotion through Hackney Today.
- Staff Headlines informed staff of the borough wide consultation, as a high percentage of staff live in the borough.
- The consultation and information event was publicised through posts on the official Hackney Council Facebook page, Twitter page and the Hackney Business Network Twitter page (@HackneyBusiness).
- Details on the consultation and information event were sent by email to a stakeholder database.
- Mailing to statutory and key stakeholders was sent by the licensing service.
- A freepost address was provided for the returns of paper questionnaires.

Response rate

A total of 680 responses were received for this consultation.

Analysis

This report has been interpreted and analysed by the Research Analyst in the Consultation Team. The questionnaire consisted of 8 questions, excluding the equalities monitoring questions.

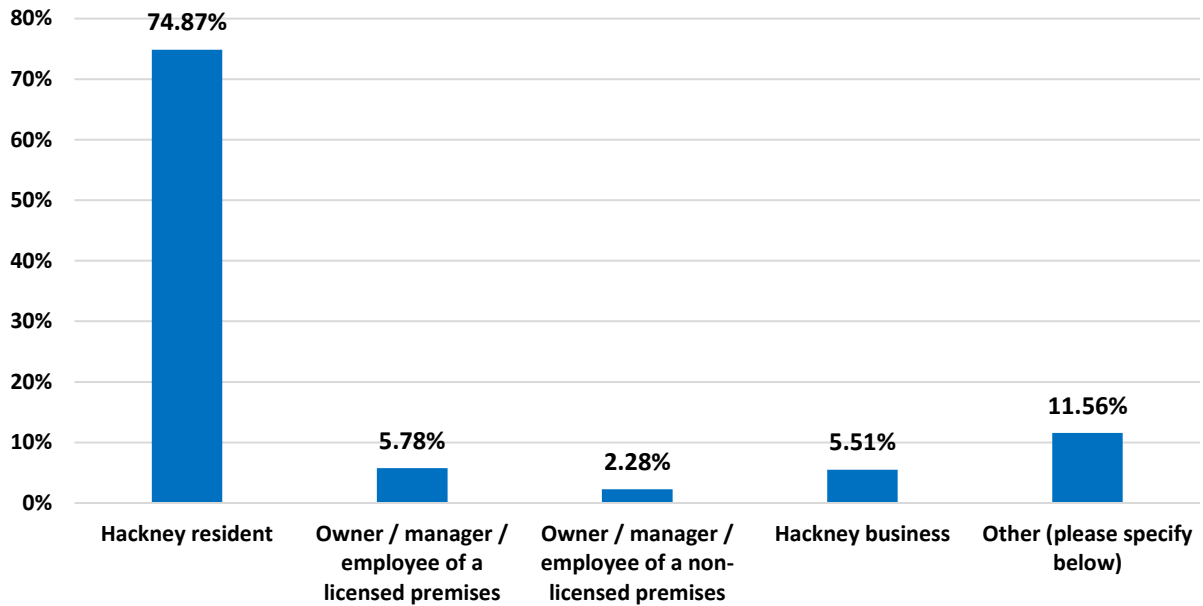
Please note that the comments have been quantified by their key themes, but due to the large and varied number of comments a further breakdown of each theme was not possible. All comments are available upon request.

Executive Summary

- The majority of respondents stated that they were a “Hackney resident” (557).
- The highest percentage of respondents lived in the E8 postcode (147)
- Most respondents who are business related come from Shoreditch related postcodes. The majority of Hackney residents come from Dalston related postcodes.
- **How well do you think the proposed changes to the Shoreditch SPA can help to promote the licensing objectives?**
 - The majority of respondents gave a negative response (527) to this question accounting for 77.50% (combination of “Poorly” and “Not at all”).
- **How well do you think the proposed changes to the Dalston SPA can help to promote the licensing objectives?**
 - The majority of respondents gave a negative response (505) to this question accounting for 74.81% (combination of “Poorly” and “Not at all”).
- **How well do you think the proposed general principles can help to promote the licensing objectives whilst supporting a diverse range of businesses?**
 - The majority of respondents gave a negative response (398) to this question accounting for 58.79% (combination of “Poorly” and “Not at all”).
- **How well do you think the proposed core hour’s policy can help promote the licensing objectives?**
 - The majority of respondents gave a negative response (570) to this question accounting for 84.32% (combination of “Poorly” and “Not at all”).
- **How well do you think the proposed ‘off’ sales policy can help promote the licensing objectives?**
 - The majority of respondents gave a negative response (453) to this question accounting for 67.31% (combination of “Poorly” and “Not at all”).
- **How well do you think the proposed policy can support outdoor events, activities and areas in Hackney whilst minimising any negative impact on local communities?**
 - The majority of respondents gave a negative response (500) to this question accounting for 75.52% (combination of “Poorly” and “Not at all”).

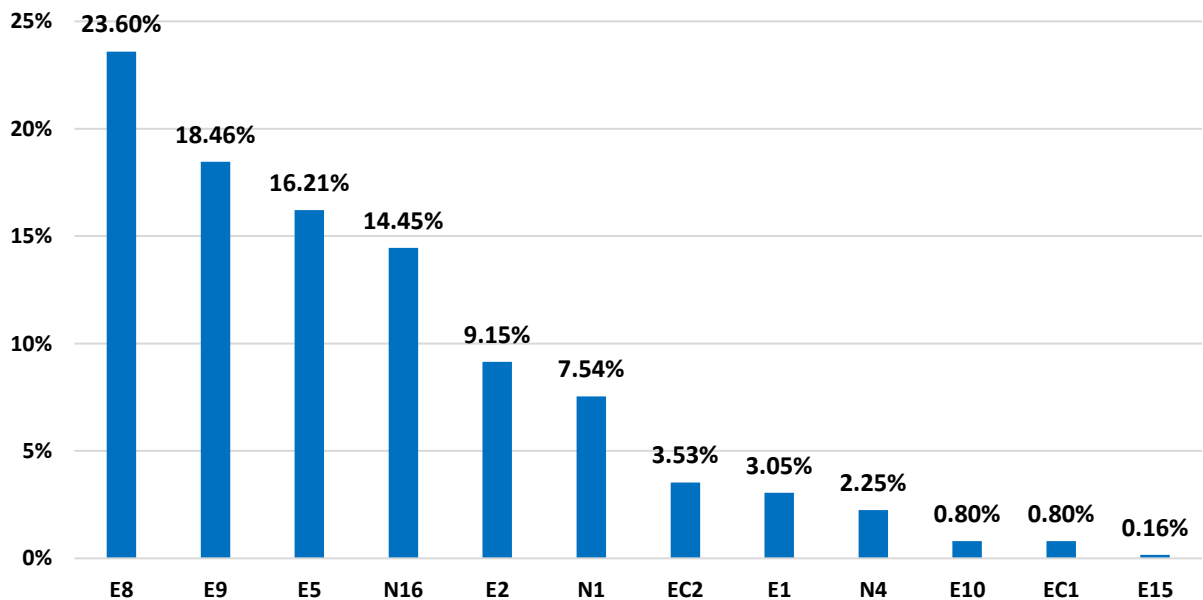
Overview of Results

Are you a.....

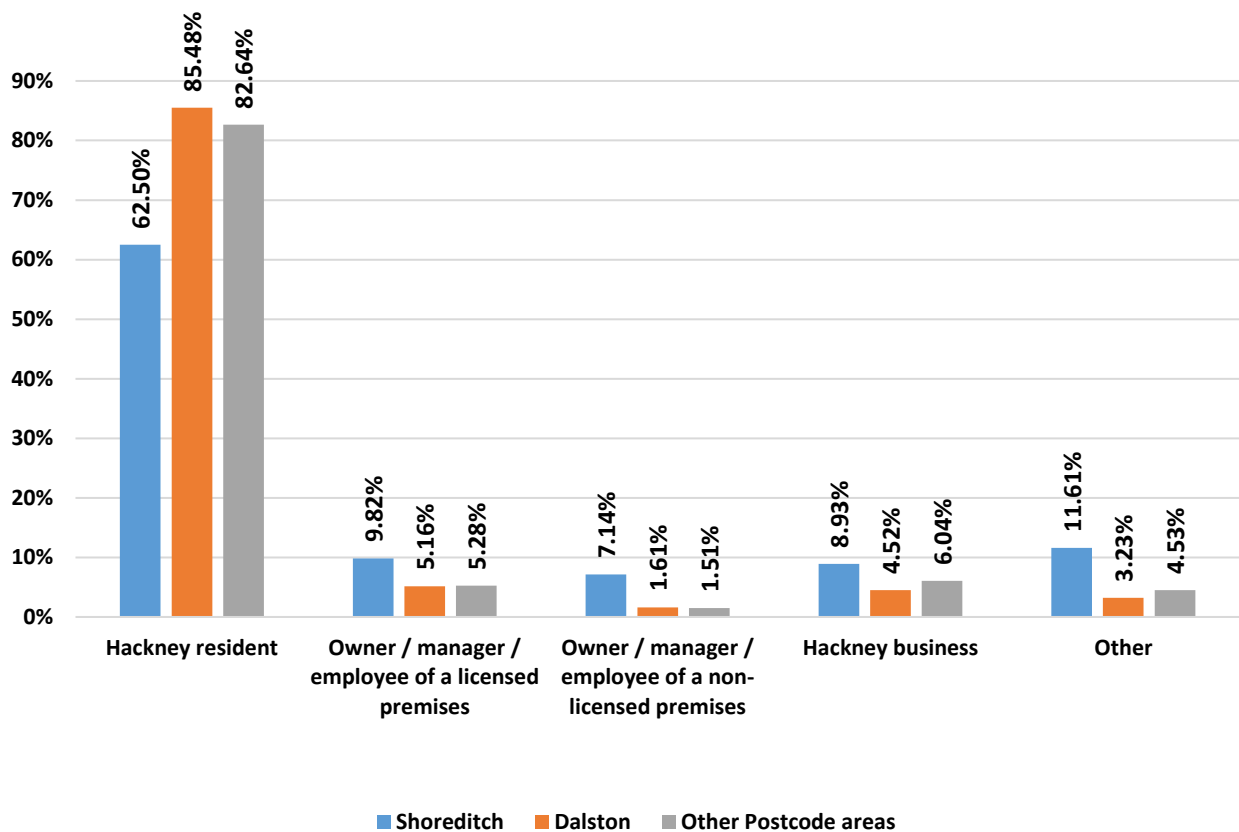


The majority of respondents stated that they were a “Hackney resident” (557). This was followed by those who stated “Other” (86), “Owner/manager/employee of a licensed premises” (43), “Hackney business” (41) and “Owner/manager/employee of a non-licensed premises” (17).

What is your postcode?



The highest percentage of respondents lived in the E8 postcode (147). This was followed by E9 (115), E5 (101), N16 (90), E2 (57) and N1 (47). All other postcodes accounted for a much smaller percentage.

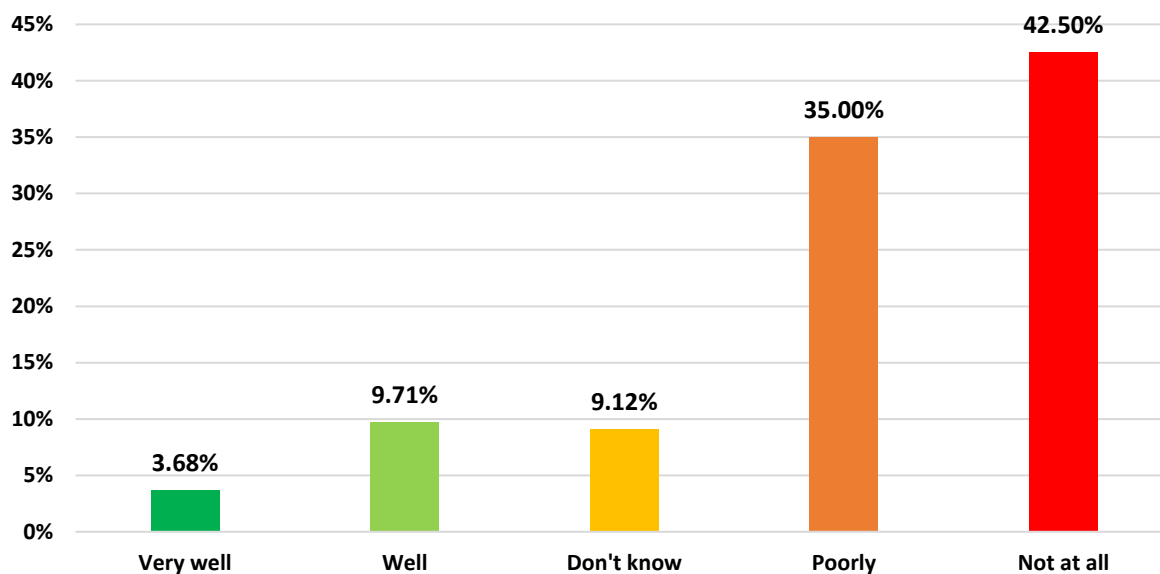


The chart above represents those respondents from Shoreditch related postcodes (E1, E2, EC1 and EC2 - 112) and Dalston related postcode (E8 - 310) who took part in the consultation.

It shows that the most respondents who are business related come from Shoreditch related postcodes.

The majority of Hackney residents come from Dalston related postcodes.

How well do you think the proposed changes to the Shoreditch SPA can help to promote the licensing objectives?

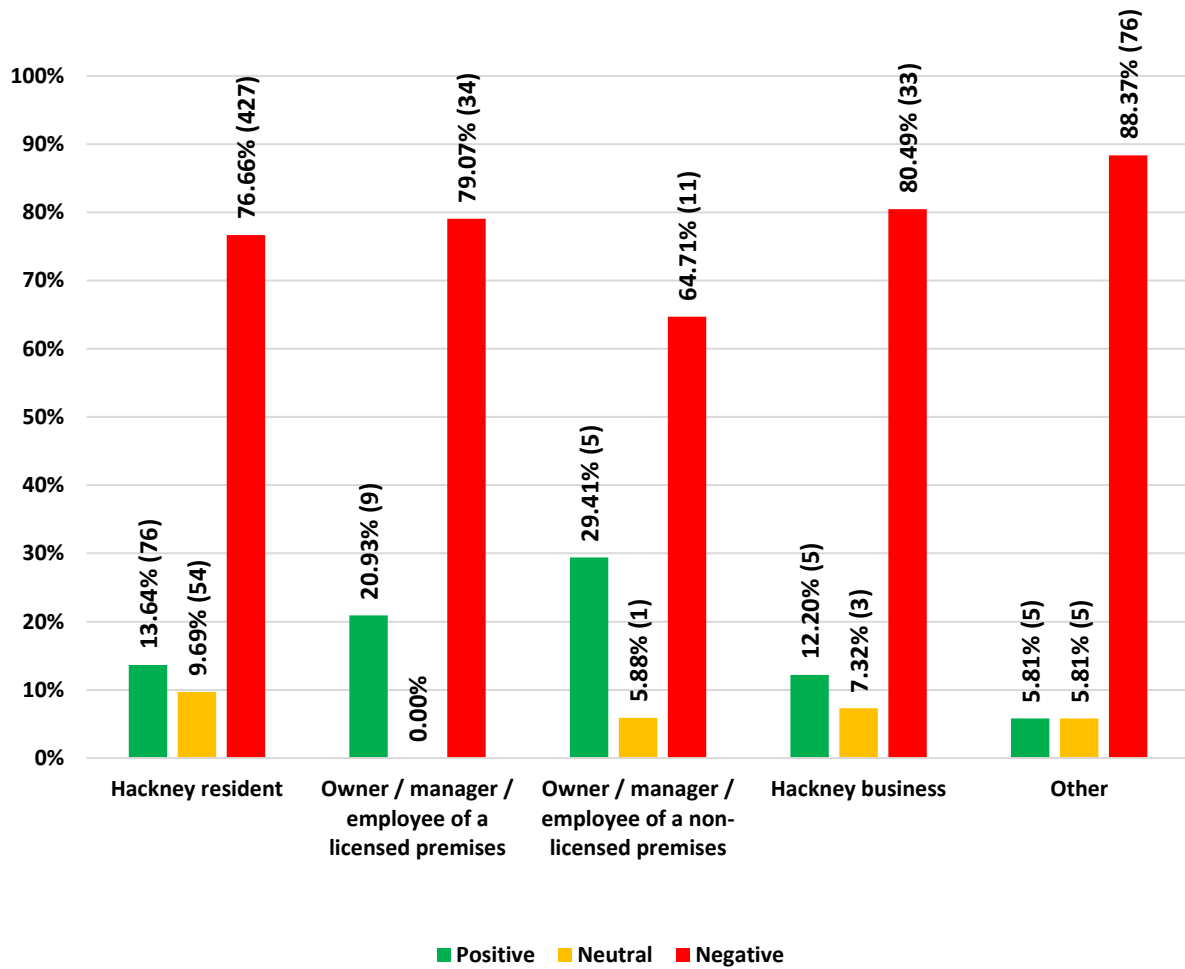


The majority of respondents gave a negative response (527) to this question accounting for 77.50% (combination of “Poorly” and “Not at all”).

A total of 302 comments were provided to this question, with the following key themes:

- Will harm current night time economy (68)
- Operation hour limits will ruin nightlife (37)
- Will prevent growth in the area (30)
- Negative approach overall (26)
- More control over noise/disorder and patrols on the streets (13)
- Closing businesses (10)
- Positive for removing policy that applicants will be refused unless exceptional circumstances (8)
- Positive approach overall (7)
- Extend area range (6)

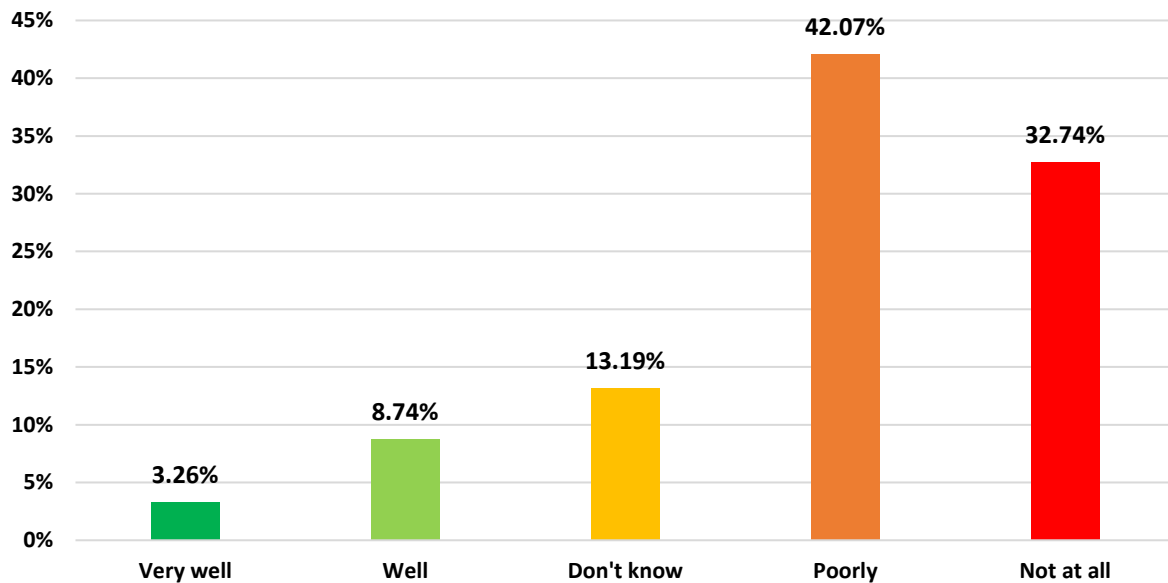
Breakdown by Type of Respondent



The chart above represents the percentage from each type of respondent based on their views of whether they think the proposed changes to the Shoreditch SPA can help to promote the licensing objectives.

We already know that the majority of respondents gave a negative response which is clearly shown, but this also shows us the most positive responses based on the overall number of respondents for that type. The base numbers are shown in brackets against each percentage.

How well do you think the proposed changes to the Dalston SPA can help to promote the licensing objectives?

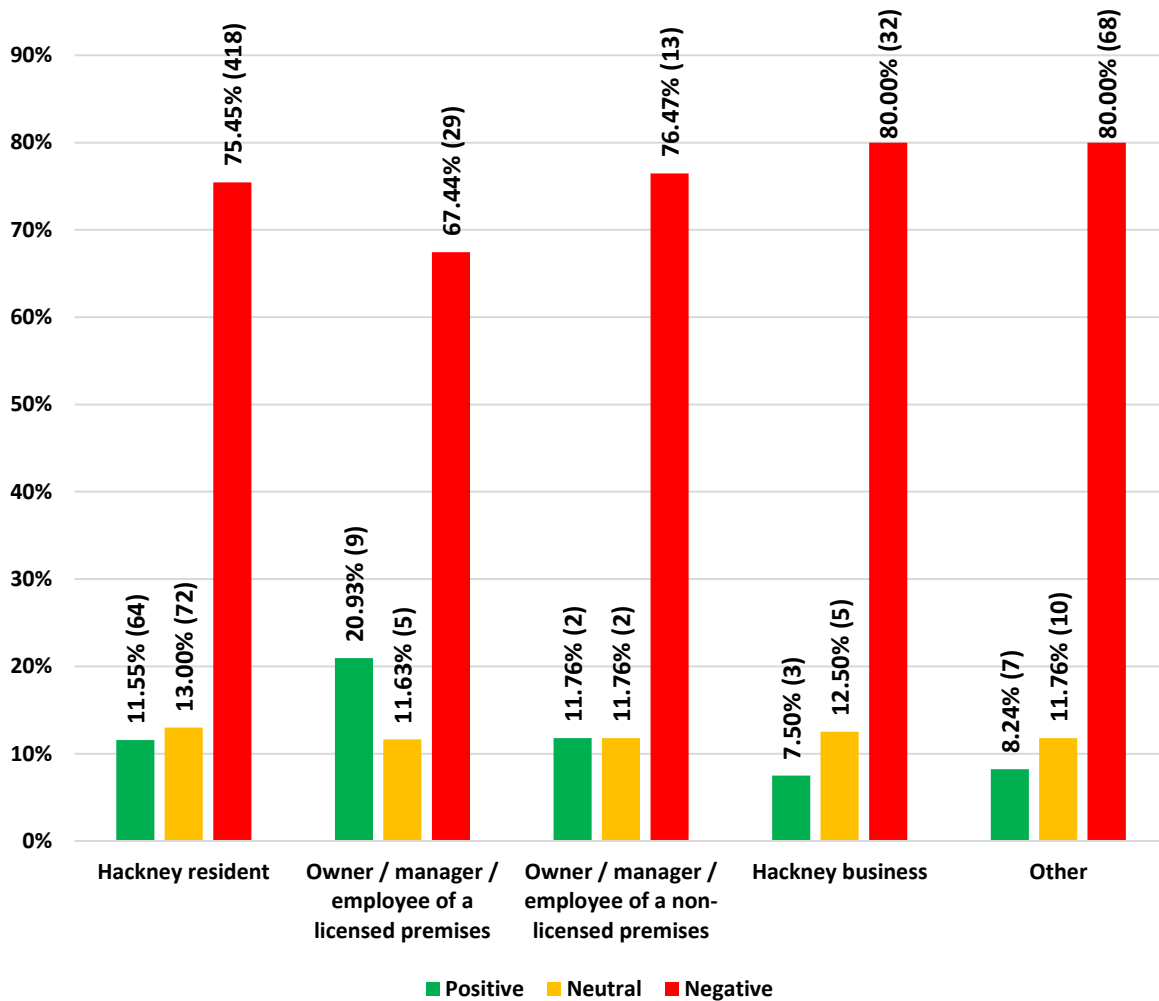


The majority of respondents gave a negative response (505) to this question accounting for 74.81% (combination of “Poorly” and “Not at all”).

A total of 217 comments were provided to this question, with the following key themes:

- Will harm night time economy (48)
- Will harm current businesses (16)
- Removal of acceptable hours policy (14)
- Operation hour limits will ruin nightlife (12)
- Will prevent people coming (8)
- Rejected by residents and businesses (8)
- Will prevent growth in the area (7)
- Will harm the vibrancy of the area (6)
- Business unable to give evidence about cumulative impact (6)
- Change will not impact on ASB (6)

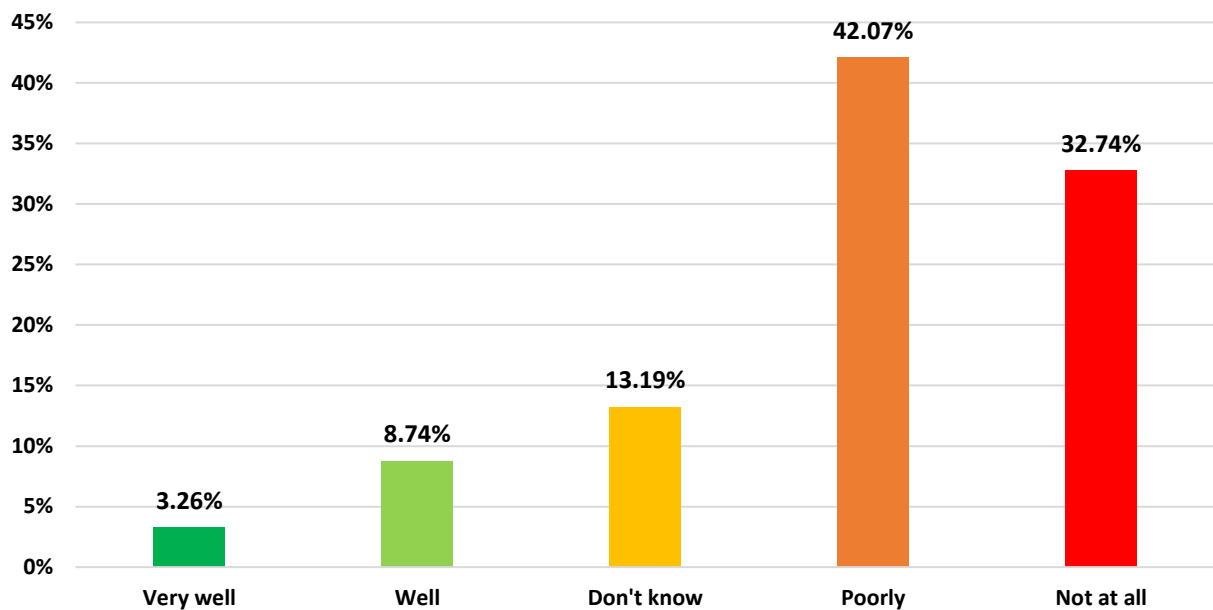
Breakdown by Type of Respondent



The chart above represents the percentage from each type of respondent based on their views of whether they think the proposed changes to the Dalston SPA can help to promote the licensing objectives.

We already know that the majority of respondents gave a negative response which is clearly shown, but this also shows us the most positive responses based on the overall number of respondents for that type. The base numbers are shown in brackets against each percentage.

How well do you think the proposed general principles can help to promote the licensing objectives whilst supporting a diverse range of businesses?

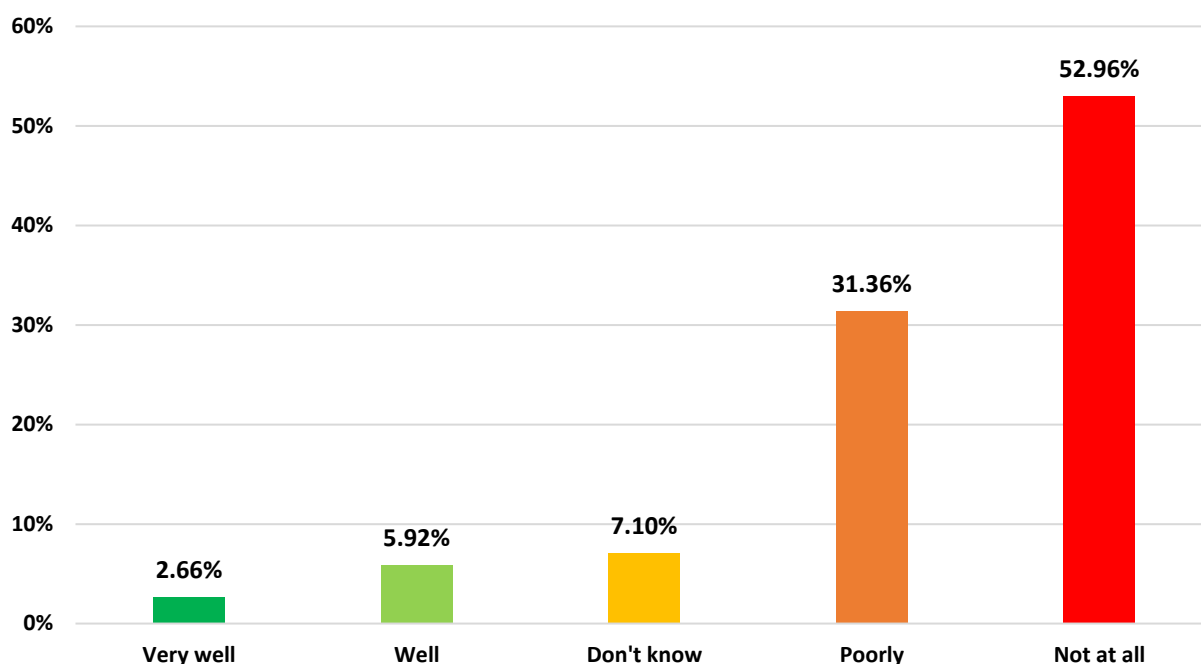


The majority of respondents gave a negative response (398) to this question accounting for 58.79% (combination of “Poorly” and “Not at all”).

A total of 218 comments were provided to this question, with the following key themes:

- Impact on the area/diversity (48)
- Impact on businesses (35)
- Impact on night time economy (18)
- Positive – In favour (8)
- Impacts on local residents (6)
- More enforcement (5)

How well do you think the proposed core hour's policy can help promote the licensing objectives?

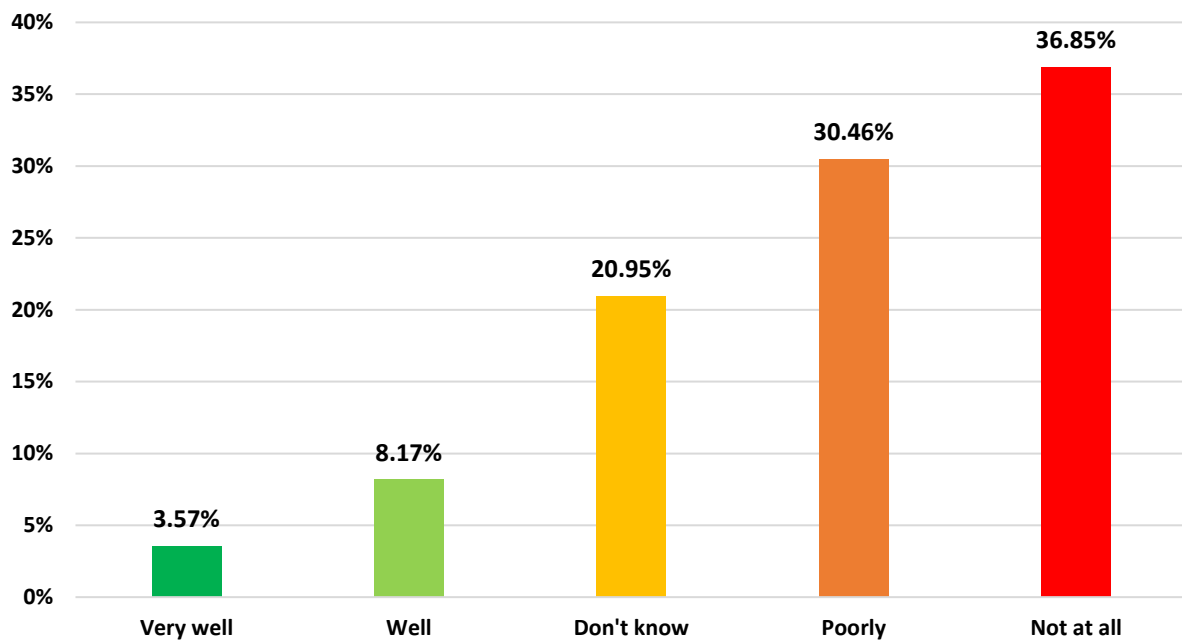


The majority of respondents gave a negative response (570) to this question accounting for 84.32% (combination of “Poorly” and “Not at all”).

A total of 272 comments were provided to this question, with the following key themes:

- Those not in favour (201)
 - Hours need to be extended
 - Late workers will be unable to enjoy their evening with core hours in place
 - Will damage diversity and the vibrant nightlife in the area
 - It's a 24 hour city, and should follow other European cities
 - Will impact on businesses – closing down, lack of income,
- Those in favour (5)
- Those who don't mind either way (21)
 - Closing hours should be staggered to prevent piling on the roads of people
 - Agreeable hours need to be properly thought out
- Those who said it is not necessary (4)

How well do you think the proposed 'off' sales policy can help promote the licensing objectives?

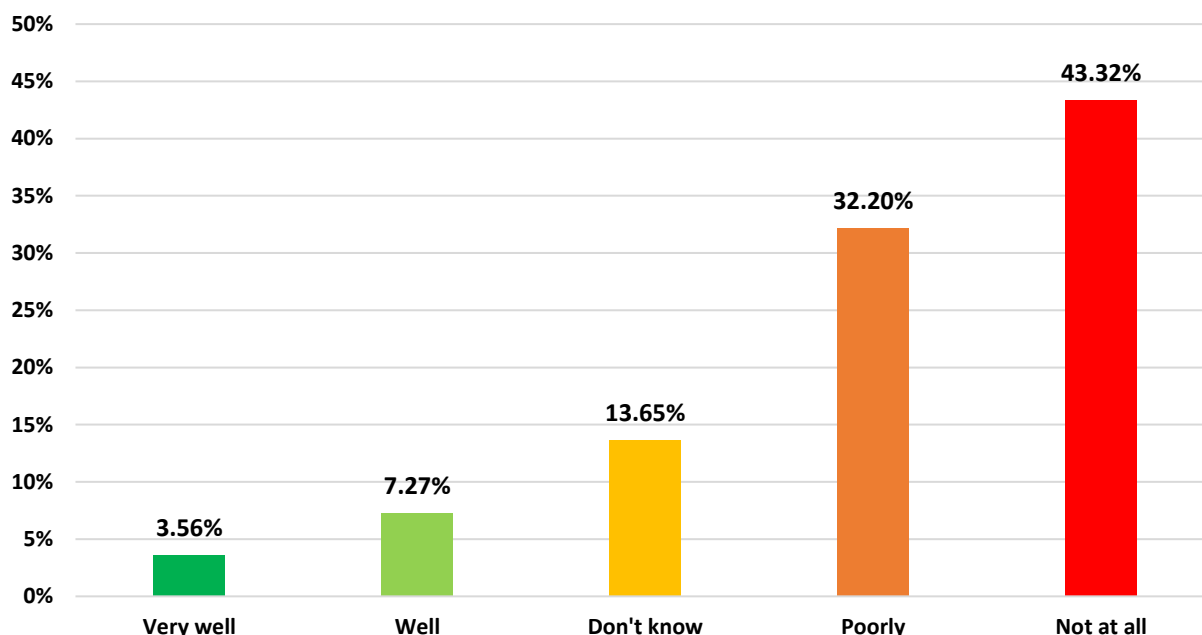


The majority of respondents gave a negative response (453) to this question accounting for 67.31% (combination of “Poorly” and “Not at all”).

A total of 175 comments were provided to this question, with the following key themes:

- Those not in favour (76)
 - Will impact on local businesses who rely on these types of sales
 - Will encourage people to drink on the streets and outside rather than in venues
 - Alcohol should be sold 24 hours a day, as it is 24 hour city
- Those in favour (19)
 - Will discourage those drinking on the streets
 - Will prevent ASB
- Those who don't feel a need for change (11)
- Those who should be able to make their own decision when to buy alcohol (29)

How well do you think the proposed policy can support outdoor events, activities and areas in Hackney whilst minimising any negative impact on local communities?



The majority of respondents gave a negative response (500) to this question accounting for 75.52% (combination of “Poorly” and “Not at all”).

A total of 210 comments were provided to this question, with the following key themes:

- Disagree with proposed policy (130)
 - Will force people to congregate on the streets to continue partying
 - Will damage diversity in Hackney
 - Hackney is a vibrant place to go out and this is why people come here
 - Late night eating and food markets are a massive appeal
- Agree with proposed policy (22)
 - Restricted hours are good for residents
 - Noise from outdoor events to stop at a reasonable time

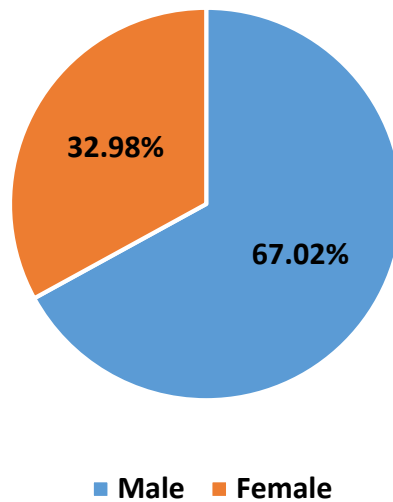
Extensive additional comments were received from respondents of the following:

- Hackney Police Licensing Unit
- Public Health LB Hackney
- Economic Regeneration
- Resident in Dalston
- Jago Action Group, Residents Association

These comments can be seen in the attached appendix at the end of this report.

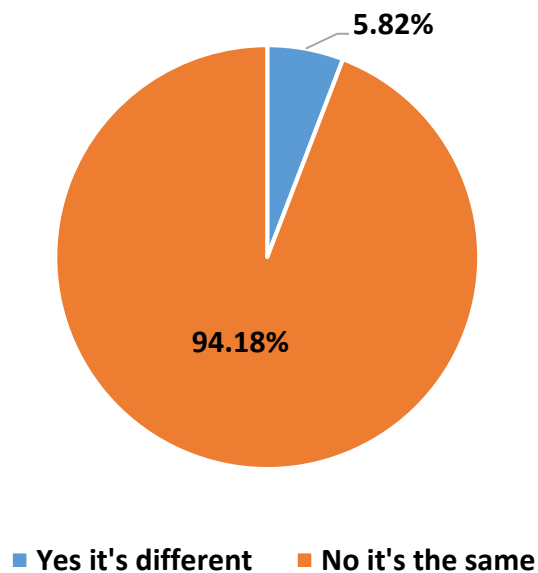
About You

Gender



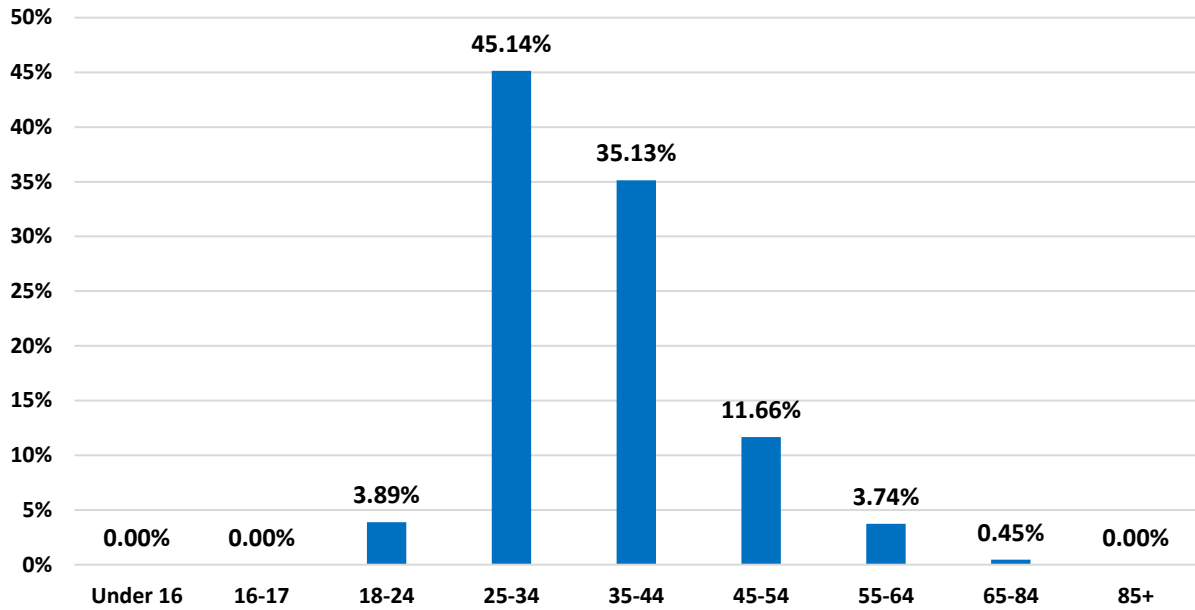
The highest percentage of respondents were male (443), with a smaller percentage of female respondents (218).

Gender: Is your gender identity different to the sex you were assumed to be at birth?



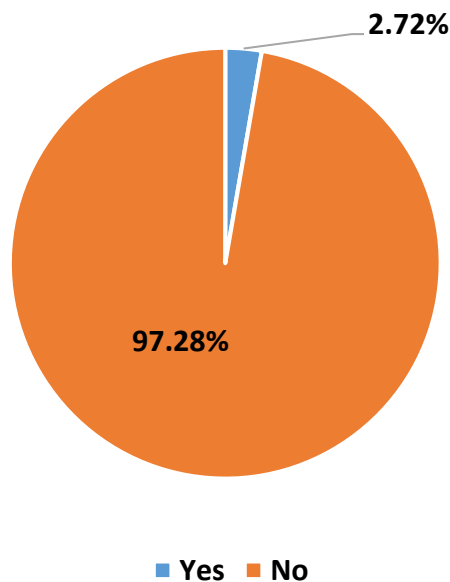
The majority of respondents stated that their gender identity was the same as at birth (615). Only a very small percentage stated that it is different (38).

Age Group



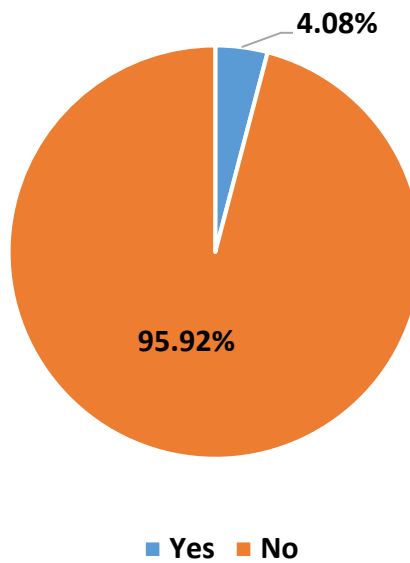
The highest percentage of respondents were in the 25-34 (302) and 35-44 (235) age groups. This was followed by a much smaller percentage for 45-54 (78), 18-24 (26), 55-64 (25) and 65-84 (3).

Disability



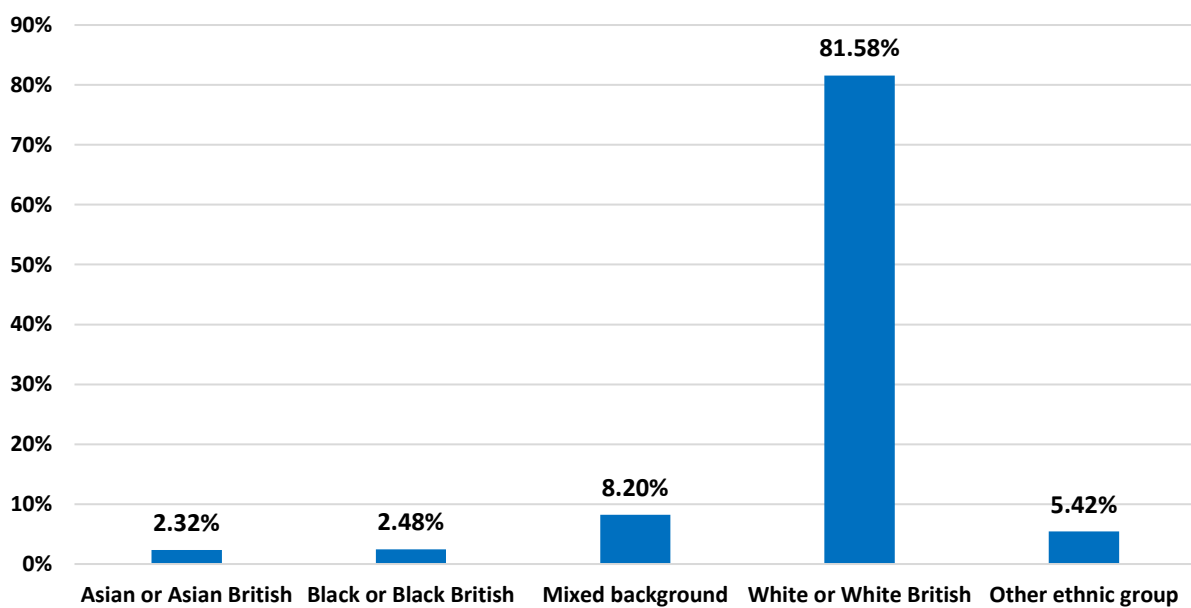
The majority of respondents stated that they did not have a disability (643). Only a small percentage stated that they did (18).

Caring responsibilities



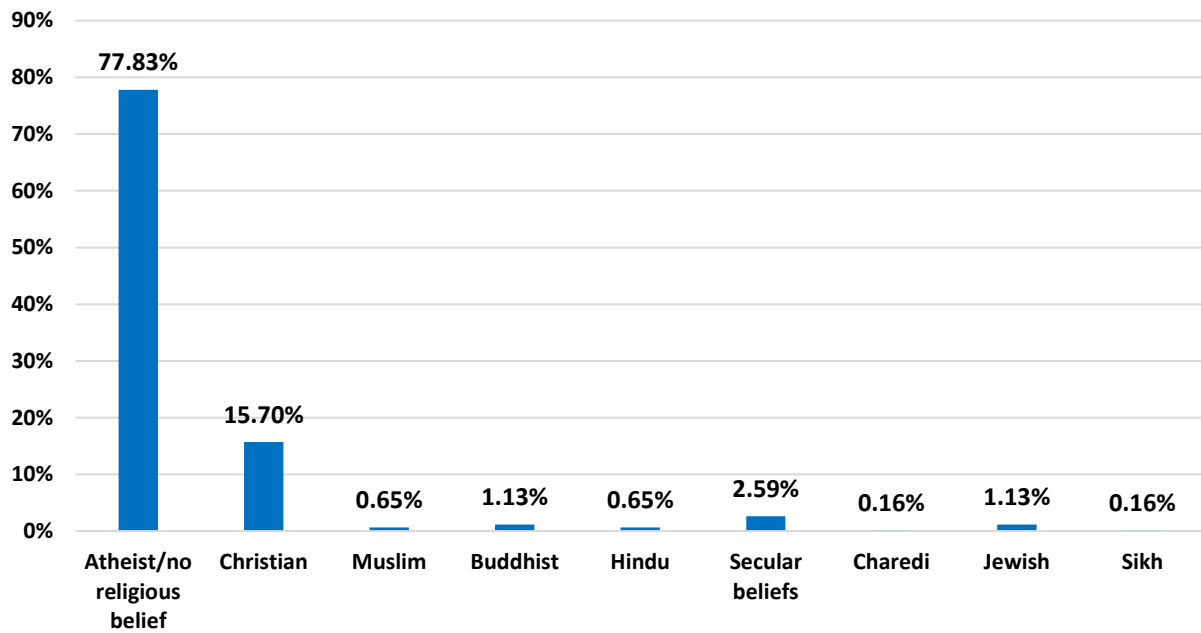
The majority of respondents stated “No” (634) to having caring responsibilities. A small percentage stated “Yes” (27).

Ethnicity



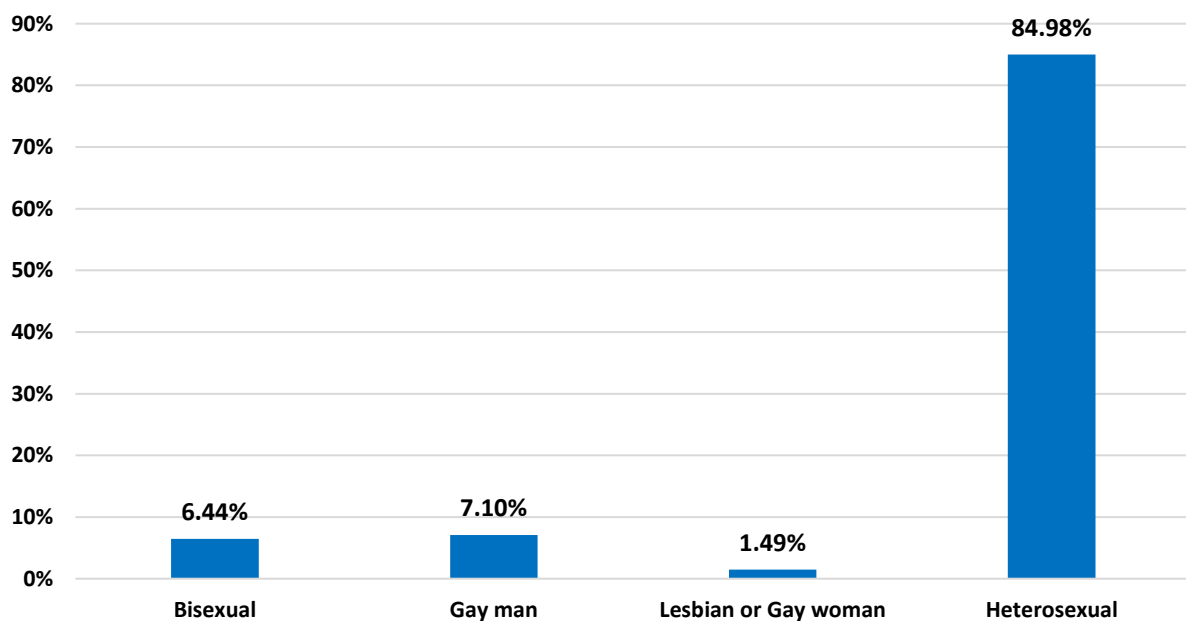
The majority of respondents stated that they were “White or White British” (527). All other ethnicities accounted for a much smaller percentage of respondents.

Religion or belief



The majority of respondents stated that they are “Atheist/no religious belief” (481). The second highest was “Christian” (97), with all other religions or beliefs accounting for a smaller percentage each.

Sexual Orientation



The majority of respondents stated that they were “heterosexual” (515). All other sexual orientations accounted for a much small percentage.

Summary of Information Event

An information event was held in Hackney House, 27 Curtain Road, EC2A 3LT on Wednesday 22 November 2017 from 7pm to 9pm. The information event was an opportunity for those interested to find out more about the draft policy and the evidence that informed it. Members from the Licensing Committee and officers from the Licensing Team were on hand to discuss the draft policy and answer questions.

44 people RSVP'd to the event and 25 people actually attended, with attendees made up of both residents and owners of licensed premises. Below is a summary of the feedback from the event.

- Clarifications
 - How were the hours decided? Have they been cut down? Are they typical hours?
 - Does the policy cover existing licensees who apply for the new core hours?
 - What does it mean in the Draft Statement of Licensing Policy when it says 'diversity'? Why is 'diversity' included in the policy and can it be?
- Feedback on coordination
 - There needs to be coordination between licensing, planning and enforcement.
 - Is the Council cooperating with other boroughs?
- Feedback on SPA areas
 - SPA should cover London Fields and Mare Street
 - Dalston SPA should be expanded
- Feedback on loosening restrictions
 - Don't set further restrictions. We should support Hackney venues and represent wide range of views of residents.
 - Shoreditch and Dalston used to be late night area with places closing into the morning. Who would invest in a business that closes at 11pm?
 - People want to go out after midnight.
 - Night-time economy supports the arts, is good for tourists and good for youth employment. Shoreditch is a cultural asset and a place for night-time culture.
 - The policy will lead to partying becoming more unsafe with parties in flats and warehouses without regulation.
 - Restricting the supply will increase the value of existing businesses and result in independent businesses unable to afford rent. There needs to be emphasis on the quality of operators.
 - Should focus on fighting businesses that are a problem.
- Feedback on tightening restrictions
 - The problem is the night to morning economy. People park in residential streets in Shoreditch until midnight and leave at 3am - making noise in these areas.
 - Reduce the hours based on crime. 12pm is too late.

- How can residents make their views known in regards to licensing applications? There is a pro-business bias.
- Why are policies in favour of businesses?
- Not everyone gets to choose where they live - must take this into account when making policy.

We Love Hackney Campaign

The campaign ran from 5th to 12th January 2018.

As quoted on www.welovehackney.org.....

“We are a group of Hackney residents and businesses who believe that Hackney is the most exciting borough in the greatest city in the world.

In August 2015, thousands of us we rallied to tell Hackney Council that its licensing consultation did not represent the views of all the borough’s residents. Just as the 24 hour tube arrived in London, Hackney Council wanted to take us back to opening hours of the 1980s. They said that new clubs and music venues in Dalston were “not considered appropriate”, and wanted to stop new venues opening at all in Shoreditch.

Our response argued that the vibrant local nightlife and cultural scene is not a nuisance – but one of the reasons many of us choose to live here. Hackney Council listened and withdrew their consultation, saying they wanted to “listen further to all voices and opinions”.

Please join our campaign and continue to show Hackney Council that we all want the same thing – a vibrant, sustainable, thriving place to live and work.”

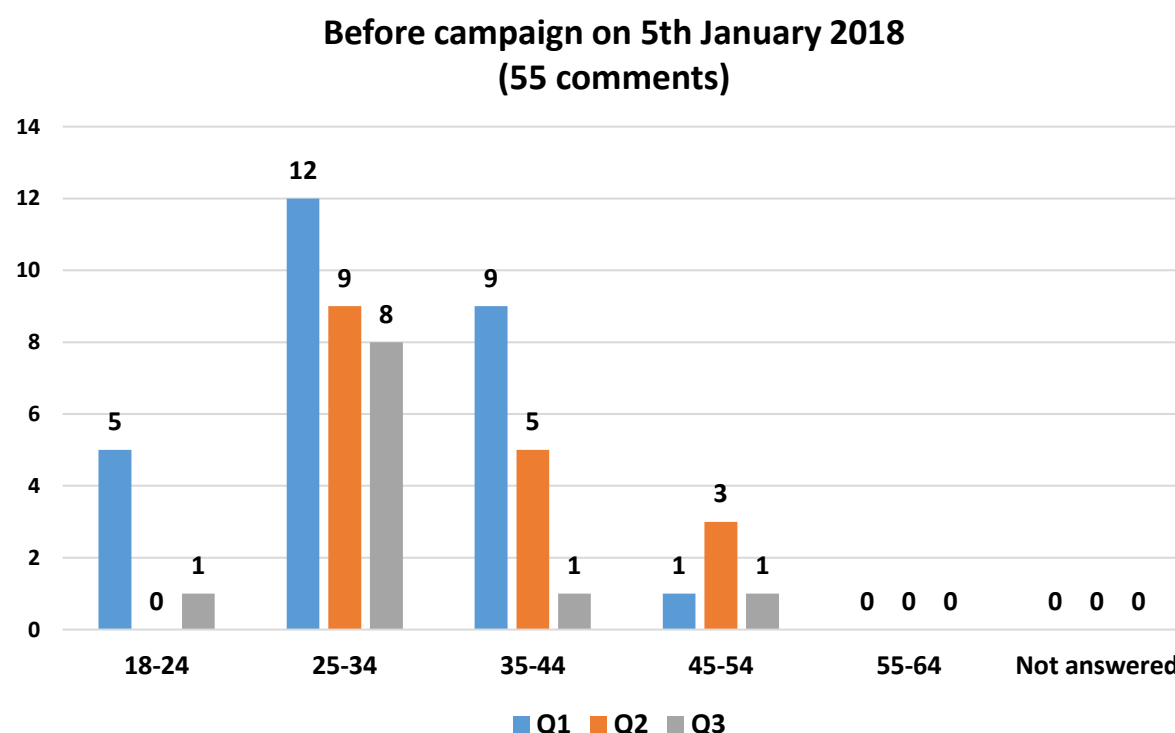
During the time of this campaign, 607 respondents completed the Licensing Consultation, whereas only 73 completed it from the start up until 4th January 2018. This shows how much of an impact the campaign had on people’s views and encouraged them to voice their opinions.

Conclusion

The overall view of the proposed changes to the licensing policy were not very well received by respondents. Across all 6 questions that were asked, an average of 73% was a negative response towards the changes.

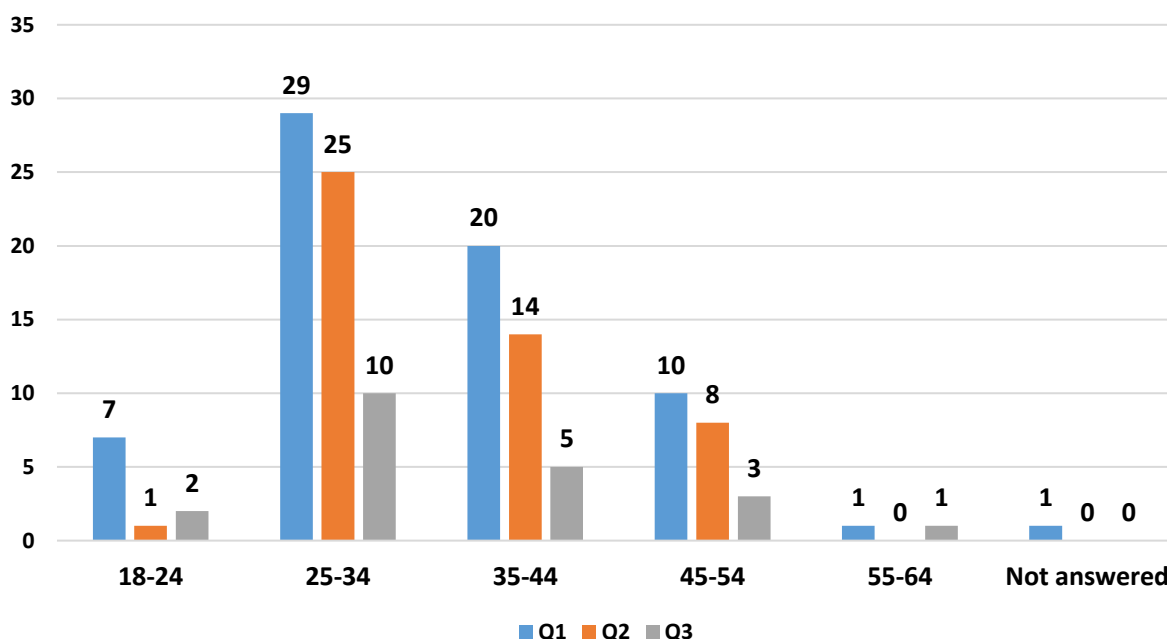
There were some key themes from the comments that were clearly repeated, with the main issue being that the changes will harm the current night time economy. This was the biggest factor among respondents, as they feel that Hackney has become such a vibrant and diverse place to be, and the nightlife is what brings people to the area.

Below is a chart which shows the breakdown by age group of respondents who commented about harming the night time economy for questions 1-3 before the 'We Love Hackney' campaign began on 5th January 2018 (55 comments) and during the campaign (137 comments):



The chart above shows that most respondents who made comments were in the 25-34 age group for the 3 questions before the "We Love Hackney" campaign.

**During campaign from 5th January 2018
(137 comments)**



The chart above shows most respondents comments were in the 25-34 age group for the 3 questions during the “We Love Hackney” campaign.

It is clear from both charts that respondents made more comments regarding harming the night time economy in relation to the Shoredtich SPA than they did with the Dalston SPA.

A full list of the comments relating to the above chart are available upon request.

Upon considering all the responses, the majority view is that the proposed changes will also have an impact on local businesses and venues if core hours are introduced, which could lead to closing down and loss of earnings. Also, people will start to congregate on the streets earlier, including drinking and loitering, which will become a nuisance for local residents.

Many respondents felt that as London is a 24 hour city, then alcohol should be available to buy 24 hours a day and as adults there should not be a restriction on when they can buy alcohol. This would fall in line with other European cities, and with London being one of the most recognised and vibrant cities in the world this policy change would have a negative effect on the city.

It was also felt that as many people work all sorts of hours, and not the typical 9-5 job, those who work late nights may want to go for a drink after work and will not be able to, nor will they be able to buy from a local shop to take home. This would mean that people would stockpile alcohol at home, and along with early closure of venues, parties would continue back at the homes and again become a nuisance for other residents.

Those who were in favour of the policy changes, which across all 6 questions asked gave an average of around 14%, were local residents who stated that it is a good

idea to control the hours, especially for outdoor events and the noise this can bring till late. By having some sort of curfew on loud events would make some residents happier. Closing hours should be staggered to prevent piling on the streets of everyone leaving venues.

The data has shown that there is a lot of negativity towards the proposals, but it is difficult (with the limited qualitative information) to conclude as to why. Without knowing why residents and businesses would oppose this scheme, it is difficult to ascertain how to change it to mitigate the perceived negative effects of the proposal and/or get buy-in from the public. Therefore, perhaps more qualitative research is needed to understand why residents and businesses are so against the proposals.

APPENDIX

Respondent	Comments
<p>Sgt G Hicks On behalf of Hackney Police Licensing Unit</p>	<p>I have served on Hackney Borough for 9 years, and for the last 5 years, I have been in the role of Licensing Sergeant. I write in response to the Council's consultation on the Draft Statement of Licensing Policy which is proposed to be effective from later this year until 2023.</p> <p>General Principles</p> <p>I welcome the proposed policy LP1. I would also seek to encourage a range of diverse activities within the borough from applicants. Whilst statistically, levels of alcohol consumption have fallen across the UK, mores businesses where alcohol sales/consumption are not the primary feature should be welcomed which will hopefully lead to a wider range of patrons enjoying what is on offer.</p> <p>Core Licensing Hours</p> <p>The Home Office guidance states that statements of licensing policy should set out an approach regarding licensed opening hours. I am aware that it has always been the Council's policy to 'not normally grant licences beyond midnight in residential areas'. However, I think that now is the right time to move to a core hours approach as proposed in LP3, recognising that the area has and will continue to change over the next 5 years. The desire to align the core hours to the deregulated times seems a sensible suggestion but it is important to stress that consideration must always be given to the individual merits of an application.</p> <p>Alcohol sales for consumption off the premises</p> <p>I am very much in favour of restricting times for the sale of alcohol for consumption off the premises as intended by LP4. In certain areas of the borough, the availability of cheap alcohol from off-licences is very much a problem and I share the view that these types of alcohol sales have had a negative impact on the promotion of the licensing objectives.</p> <p>External Areas and Outdoor Events</p> <p>I agree that despite their popularity, external areas and outdoor activity can often be the source of nuisance. I would add that they can also create opportunities for crime and/or disorder in certain situations. I therefore welcome the proposed LP6 which also makes it clear that applicant wishing to operate late should demonstrate that comprehensive control measures have been implemented that ensure the promotion of the licensing objectives.</p> <p>Temporary Event Notices</p> <p>Temporary event notices (TENs) continue to be a strain on my teams' resources with well over 2000 being received in each of the last 3 or 4 years. I think it is right that premises users should provide advance notice of events at least four weeks prior to the start date of the activity to allow for full and proper risk assessment of the event. My officers already expect any existing conditions to be maintained where relevant and am glad to see that this is reflected in the proposed policy.</p> <p>Special Policy Areas – Dalston and Shoreditch</p> <p>Shoreditch continues to be one of the key evening and night-time economy (ENTE) destinations in London. I even noted recently that TripAdvisor lists Shoreditch as the third neighbourhood for "nightlife" behind Soho and the City of London. Also notable is the number of cranes, worksites and hoardings in the area suggesting that many new sites will be coming on stream over the next few months. Many of these will feature more space for leisure/hospitality activities. Whilst I am sure this adds to the uniquely diverse and eclectic feel of Shoreditch, attracting visitors from across London and beyond, it does have its unfortunate negative side which cannot be ignored. The level of Police resource needed to tackle the negative impact cannot be underestimated.</p> <p>Dalston is another key ENTE in Hackney with a wide selection of pub, bars, cafes and restaurants along with a handful of nightclubs. Whilst not on the same scale as Shoreditch, Dalston has its own unique identity. However, it is an area that is still a concern due to the levels of crime and ASB as demonstrated by the evidence which suggests that policy based intervention in this area is appropriate.</p> <p>We will, as always, work with our partners at the Council, and venue operators wherever possible. However, in these two areas, it is very much the numbers and concentration of premises that collectively is causing harm to the promotion of objectives rather than poor management of individual premises. And the evidence shows a clear correlation between the locations of premises and subsequent availability of alcohol and the negative impact as a result of the licensable activities. So I do feel that it is right to expect applicants to demonstrate that the proposed activity and the operation of the premises will not add to the cumulative impact that is currently being experienced in these areas. I therefore support the retention of the Shoreditch SPA as well as the extension of the boundary as proposed in LP10. I also support the retention of the Dalston SPA and the simplification of the policy approach. I believe that this is very much appropriate for the promotion of the licensing objectives.</p>

Respondent	Comments
	<p>constitutes as a best practice.</p> <p><u>General Principles Proposed</u></p> <p><i>General principles will guide all applicants within the borough, including within the SPAs.</i></p> <p><i>The general principles are to:</i></p> <ul style="list-style-type: none"> <i>(a) ensure that applicants have taken into consideration the locality and context around their premises and</i> <i>(b) ensure that applications for evening and night-time activity reflect the Council's aspiration to diversify the offer, whilst at the same time promoting the licensing objectives.</i> <p><i>5. How well do you think the proposed general principles can help to promote the licensing objectives whilst supporting a diverse range of businesses?</i></p> <p>Very well Well Don't know <u>Poorly</u> Not at all</p> <p><i>Please provide any comments to support your response.</i></p> <p>The draft Statement of Licensing Policy rightly encourages diversification of the evening and night time economy: to cater to wider sections of the community, and encourage venues that offer healthy, nourishing food alongside alcohol. However, based on the Public Health Evidence Submission for the Licensing Policy Review we would urge that the guiding principles include a borough wide approach to the use of voluntary minimum unit pricing in reducing harm including in relation to crime and disorder. As referenced in the evidence submission, there are a number of Local Authorities in England which include reference to measures such as voluntary minimum unit pricing in their Statement of Licensing Policy. This is particularly relevant following the recent decision in Scotland's Supreme Court which ruled that minimum unit pricing was a "proportionate means of achieving a legitimate aim".</p> <p><u>Core Hours</u></p> <p><i>The core hours policy has been updated to reflect local circumstances. It sets out the generally acceptable hours of operation for licensable premises and activity throughout the borough.</i></p> <p><i>6. How well do you think the proposed core hours policy can help promote the licensing objectives?</i></p> <p>Very well <u>Well</u> Don't know Poorly Not at all</p> <p><i>Please provide any comments to support your response.</i></p> <p>Proposals to limit the hours of sale are welcome. Longer hours of sale are linked to a range of harms, including crime and disorder, and the majority of alcohol-related ambulance pick-ups occur at the weekend, with the numbers increasing in the evening, particularly between the hours of 9pm and 3am.</p> <p><u>Off Sales</u></p> <p><i>The proposed 'off' sales policy sets out the generally acceptable hours for the supply of alcohol for consumption off the premises.</i></p> <p>Very well Well Don't know <u>Poorly</u> Not at all</p> <p><i>7. How well do you think the proposed 'off' sales policy can help promote the licensing objectives?</i></p> <p>The licensing process focuses on drinking in bars, restaurants and clubs, but much alcohol-related harm is linked to alcohol consumption off the premises. On this basis, the clearer proposals around hours for the supply of alcohol for consumption off the premises are welcome. Long hours of operation for off sales was raised as a particular area of concern in the Alcohol Strategy Consultation by Hackney residents who had received treatment for alcohol misuse. However, further steps should be taken to limit the availability of cheap, strong alcohol, which is linked to a range of negative impacts including in relation to crime and disorder, health and productivity. In particular, national and international evidence summarised in the Public Health Evidence Submission for the Licensing Policy Review shows that one of the most effective measures in addressing this is through minimum unit pricing, which we recommend as a guiding principle for the revised Licensing Policy (see question 5 above). Public Health would also encourage further actions to address issues in relation to off-sales:</p> <ul style="list-style-type: none"> • Consider re-launching a revised Responsible Retailer scheme, guiding licensed premises to implement best practice approaches to selling alcohol. This could include commitments to: <ul style="list-style-type: none"> ○ Implement voluntary minimum unit pricing ○ Restrict the types of alcohol available / limit sales of significant strength ○ Take a proactive approach and do everything possible to prevent sales of age restricted products to underage minors

Respondent	Comments
	<ul style="list-style-type: none"> Greater action should be included in the new Statement of Licensing Policy to address irresponsible and illegal off-sales, which enable children and young people to start drinking at a younger age, and/or to binge drink. In addition to a Responsible Retailer scheme, this could requiring premises to consider the types of alcohol sold at the premises and not sell single cans/drinks, and ensuring drinks promotions do not appeal to underage drinkers and/or encourage excessive consumption. <p><u>Outdoor activities</u></p> <p><i>The proposed outdoor activities policy sets out the generally acceptable hours of operation for external areas, events and activities throughout the borough. If applicants would like to apply for hours outside of those generally acceptable, they can demonstrate that control measures have been implemented to mitigate any negative impacts and promote the licensing objectives.</i></p> <p><i>8. How well do you think the proposed policy can support outdoor events, activities and areas in Hackney whilst minimising any negative impact on local communities?</i></p> <p>Very well <u>Well</u> Don't know Poorly Not at all</p> <p><i>Please provide any comments to support your response.</i></p> <p>Outdoor events may generate noise and nuisance to the detriment of residents' peaceable enjoyment of their homes, and on this basis we support policies that seek to ensure any negative impacts are mitigated.</p> <p>As part of the policy on outdoor activities, we would also encourage a voluntary smokefree outdoor scheme with local businesses and organisations which run events in parks and open spaces. This would reduce some of the nuisance and litter associated with outdoor events, and could be part of a responsible retailer scheme. Furthermore research suggests that having a smokefree outside area would encourage some people to stop smoking tobacco products. Voluntary schemes have been implemented in other areas, such as in Brighton and Hove and Bristol. Additional evidence on the impact of such schemes is presented in the Public Health Evidence Submission to the Licensing Policy Review.</p> <p><u>Comments</u></p> <p>Minimum Unit Pricing</p> <p>We would urge that consideration is given to a borough wide approach to the use of minimum unit pricing in reducing harm including in relation to crime and disorder, as highlighted in our response to question 5. Evidence summarised by PHE shows that a minimum unit pricing strategy would help to reduce alcohol-related harms. The cheaper cost of some alcoholic drinks has also been raised by residents and young people as an area of concern, in engagement and consultation as part of Hackney's Alcohol Strategy. Voluntary minimum unit schemes have been adopted by other local authorities (such as Newcastle City Council).</p> <p>Special Policy Areas</p> <p>Furthermore, based on evidence presented in the Public Health Evidence Submission to the Licensing Policy Review we would urge consideration for new Special Policy Areas in specific locations, particularly in areas which are already demonstrating saturation and associated issues with anti-social behaviour and alcohol related harm - such as Hackney Central.</p> <p>Data suggest there is a correlation between the number of alcohol-related ambulance pick-ups and the number of licensed premises that are allowed to sell alcohol. Patterns of alcohol-related ambulance pick-ups are found outside of the SPA boundary lines, particularly in the Shoreditch area. Also, the Hackney Central area, specifically the Broadway Market area, is showing similar patterns to the Dalston area and public health would recommend an approach which is preventative rather than reactionary in addressing the impact of alcohol sales.</p> <p>Feedback from other services also indicates that the concentration of licensed premises in Hackney Central risks undermining work of alcohol treatment services and homelessness/outreach services operating in the immediate area.</p> <p>Additional Proposals</p> <p>In addition to the above measures and the proposals outlined in the Licensing Policy Consultation we would recommend the following, based on evidence and rationale presented in the Public Health Evidence Submission to the Licensing Policy Review:</p> <ul style="list-style-type: none"> Consider re-launching a revised Responsible Retail scheme, to guide licensed premises in implementing best practice approaches to selling alcohol. Explore opportunities to manage the drinking environment more effectively, particularly where this is based on sound evidence, e.g. use of polycarbonates Examine the impact alcohol deliveries are having in Hackney and incorporate new delivery related conditions within the next Statement of Licensing Policy, including a request for applicants to specify whether or not their service will include a delivery offer. Highlight the penalties for licensed premises that are found to be handling illicit goods and where illicit goods, such as tobacco,¹ have been found the Statement of Licensing Policy should state that that

¹ Illegal tobacco is often available at cheaper prices, making it more accessible and appealing for children and enabling young people to start smoking. It also makes it harder for smokers to quit and easier for ex-smokers to relapse thus undermining the very services we offer to help people quit. It is also important to note that there are links between illegal tobacco and organised crime and that this form of illegal activity is recognised as both increasing the fear of crime and lowering perceived community safety.

Respondent	Comments
	<p>this may be considered by the Licensing Authority as evidence of poor management and have the potential to undermine the licensing objectives. The Statement of Licensing Policy should also make it clear that licensees supplying illicit goods should expect the Licensing Authority to impose additional controls and sanctions and run the risk of losing their licence. This would also align with plans by public health to part fund a post in Trading Standards to work on enforcement around illegal tobacco and alcohol, and a commitment in the London Health and Social Care Devolution Memorandum of Understanding to establish a borough-led London-wide illegal tobacco and counterfeit alcohol enforcement team.</p>
<p>H Dalglish On behalf of Economic Regeneration</p>	<ul style="list-style-type: none"> • The Late Night Levy was introduced to respond to impacts relating to the NTE, the proposed policy should acknowledge that and be more positive about the licensed trade. • Operators will expect the Late Night Levy to counter any arguments about the local authority not having resources to properly manage the NTE and its impacts on the resident community. • We feel that the positive impact of the NTE on the borough has not been researched or considered adequately in this proposal. • SPA approach does not tackle this issues raised by residents and rather by creating and maintaining a SPA the council is in one way restricting and further issues but actually just maintaining the current issues - therefore residents will presumably keep complaining. • Issues stem from bad operators and the SPA approach is too basic a strategy to deal with issues and penalises all businesses (including non NTE like Amazon). <p>LP3 – Permitted Times</p> <ul style="list-style-type: none"> - Too restrictive (12 midnight is too early and is clearly restricting the introduction of new night clubs) - Concerned that Hackney will lose its reputation and its status, thus having a knock on impact on businesses that support the NTE. - The policy sends an anti-investment message (Hackney is closed for business). We are not sure if there is full appreciation of the positive impact on wider inward investment. - Can be considered to be discriminatory as the proposal does not take into account particular minority groups socialising patterns. <p>Association of Town and Cities Management & LBH Commissioned Retail and Leisure Study 2017</p> <ul style="list-style-type: none"> - Recognise the changing nature of the high street / town centre due to changes in consumer habits i.e. online spending - Fear that the proposed changes do not reflect changes in consumer habits and subsequent demands for space and its uses. - Lack of flexibility may result in increased voids - Lack of flexibility may impact on innovation. <p style="text-align: center;">PROPOSED CHANGES</p> <ol style="list-style-type: none"> 1. Changes to the SPA <ul style="list-style-type: none"> • We feel there is not enough evidence to warrant the proposed extension to the Shoreditch SPA or that the existing SPA that is in place has been successful in achieving its original aims. • It appears that the expansion of the SPA is in an area not particularly residential, so how has this been justified? There is an argument for more natural surveillance between the existing activity and Liverpool Street Station which now has 24 hour tube. 2. New general principles for applicants <ul style="list-style-type: none"> • We agree with the proposed change 3. New core hours policy <ul style="list-style-type: none"> • We understand that the core hours are included as an indication of what is likely to be accepted by a new application and that they can request and may be granted later hours on the basis on their ability to mitigate any identified risks, however, if this is case and applications will be considered on their own merit then the inclusion of the core hours table within the policy is not necessary and only acts as a deterrent to new business and inward investment within the borough. We feel it would be more beneficial to both concerned residents and prospective licensees to publish clear guidance on measures businesses should take if they want a late license. • The strategy outlined in the consultation document is basic and penalises all businesses by creating the opportunity for extremely busy kicking out times rather than staggering patrons leaving an area and potentially less ASB as a result. • We feel that the core hours policy is extremely restrictive and in opposition to the council's approach to promoting a vibrant economy, economic growth and in protecting diversity and culture. • We are concerned of the impact this could have on the diversity of the NTE in future, premises with existing late licenses will be disproportionately expensive to buy and unaffordable for independent businesses. 4. New policy on 'off' sales, the supply of alcohol for consumption off the premises <ul style="list-style-type: none"> • We agree with the proposed change. 5. New policy on outdoor activities

Respondent	Comments
	<ul style="list-style-type: none"> • Can there be different hours for Summer to Winter?
Mr J I	<p>Dear Mr Tuitt,</p> <p>As you know, I have lived in Dalston for the last 30 years. The comments in response to the above consultation are based on my experience living in what has become Dalston's Special Policy area; making representations and attending licensing hearings and making complaints about licensed premises to responsible authorities.</p> <p>I broadly welcome the proposals except that I fear that for Dalston they represent a weakening of policy and may well allow highly disruptive premises longer hours and more 'flexible' conditions and that applicants and their legal representatives will use this to undermine the licensing objectives in the SPA.</p> <p>Please consider extending the Dalston SPA to the following sites:</p> <p>1) 10-14 Crossway N16 8HX (this is contiguous with 6 Crossway N16 8HX) is a large residential development with commercial units at ground floor level.</p> <p>2) 5 Crossway (Unit 1 5-17 Crossway N16 8LA) which is opposite the above on Crossway where planning permission has been granted for a very large multi-storey A3 unit also below a new residential block. It is likely that this will be operated by [REDACTED]</p> <p>The main issue for residents as ever with the ENTE is pollution, whether that is noise, light, smoke, smells, litter or human waste. Residents are subjected to the environmental fallout of this under-supervised activity and there is also the criminal activity of drug dealers, pimps and thieves.</p> <p>It is also generally overlooked that the obvious disturbances are accompanied by further logistical disturbances; much of which occurs after the ENTE has ended but before 7am.</p> <p>The Cost/Benefit analysis provided is very interesting. It is instructive that over half of LBH's total costs relate to two items alone - Waste collection & disposal and Cleansing.</p> <p>It seems to me an oversight that 'The Hackney Evening and Night-time Economy Behaviour Study' by Phil Hadfield didn't consider Dalston on its own merits rather than as a comparator to Shoreditch. I am also concerned that Mr Hadfield doesn't seem to have considered the effect of TENs on the operation of licensed premises which he excluded from 'the post-01:00 operating premises'.</p> <p>Mr Hadfield says 'Wardens were a visible presence during the research', I can only assume these were laid on especially as I haven't seen any in years -moreover he doesn't consider that undoubtedly the ENTE is for the most part self-policed and susceptible as such and therefore needs clearly enforceable measures.</p> <p>The 'late-night dining scene at seated-service' would seem to be a misrepresentation or a muddling of terms. There really isn't much call for substantial table meals after 11pm and these businesses are very much alcohol led trade after midnight because at that time customers are only interested in drinking alcohol. A 1am limit would allow for additional alcoholic consumption which makes for noisier dispersals and the potential to clash with the dispersals from other non-food licensed premises. It should be acknowledged that the main food demand in the 'night-time economy' i.e. after 12am is a take away doner kebab and that after the consumption of alcohol. It should also be considered that many of the A3 premises are simply fronts for an alcohol based businesses - even with conditions tying alcohol consumption to meals and many of these other faux 'restaurants' are run on that basis.</p> <p>Like the many visitors to Dalston, Mr Hadfield likes the food on offer but he doesn't consider the accompanying liabilities or make any suggestions to mitigate these - as if they were cost free.</p> <p>For the all the Council's stated ambition concerning air quality the cumulative impact of smoke from grill restaurants should be given proper consideration and specifically considered in the expression of licensing policy. This air pollution in addition to the already considerable measured levels of pollution from the A10 and busy cut through roads such as Crossway and Shacklewell Lane is a continuing scandal. Grill restaurants in my immediate vicinity include [REDACTED]. The smoke pollution is considerable and the Council consistently ignores the collective harm they cause. These named restaurants are just the grill restaurants, there are many other restaurants without grills in the immediate vicinity and many other grill restaurants locally. The smoke and smells are often very noticeable in residents' dwellings and at pavement levels. Personally, I have been severely affected by irritation to my throat and lungs by concentrated smoke and the cumulative impact of so many grill restaurants in close proximity.</p> <p>There is also a plethora of licenced premises which don't offer food and aren't officially A4 premises but are bars in all but name as their business is based on alcohol consumption, these are the so called 'social clubs' or 'sports venues'.</p> <p>Music venues pose a particular problem. In short, amplified music desensitises patrons to noise, whilst alcohol dis-inhibits. It's simple, yet this inconvenient truth is consistently overlooked by those entrusted with upholding</p>

Respondent	Comments
	<p>the licensing objectives. This is the simple equation that causes much of the dispersal noise that harms our community.</p> <p>I write this having being woken up at 2.30am on a Friday morning (12th January 2018) otherwise known as a Thursday night by a rowdy drunken dispersal lasting over an hour from [REDACTED] 'This Kingsland High Street hang out is a bit of a face on the east London party scene'. This isn't unusual but despite previous complaints the very same nuisance re-occurs regularly. There is no official to witness such occurrences - and no prospect of one.</p> <p>Supervision is required; LBH should in the least be able to witness amplified music breakouts and noisy dispersals when they occur in Dalston's special policy area to inform later enforcement. At times the lack thereof means complete chaos on the streets such as on Bank Holiday weekends or when there are 'events'.</p> <p>The enforcement situation is also confused, especially if you look at LBH's website. Any improvements to compliance from the loss of licensing enforcement is yet to be proven. My anecdotal evidence is that it hasn't. I haven't seen any evidence to suggest otherwise. What has happened?</p> <p>What is needed most of all is somebody at LBH to be accountable for the management of the ENTE in the Dalston SPA. If there is such a person please let me know. In the meantime, residents are counting the costs in both Council Tax and in harm to their lives whilst licensees make big profits on alcohol sales.</p> <p>There is a reluctance to review licences and to change conditions of licences many of which have been traded and/or are outdated, ill-suited or inapplicable to their current operation. No change there.</p> <p>Finally, I quote Cllr Plouviez, Licensing Chair from the Hackney Licensing Policy Consultation document introduction.</p> <p>'We think that this draft policy is fair; we are asking applicants to prove to us that they will act responsibly and take into account the rights of residents. We will consider applications on their own merit and will support licensees to do a good job, but will always take actions when they don't meet the high standards we expect.'</p> <p>Really? What if an applicant went to a licensing hearing, made several false representations, was granted a licence on the basis of those false representations, and then made further applications and presented further falsehoods to improve that licence on more than one occasion until it was proved that he was completely dishonest? What would happen then?</p> <p>In the case of [REDACTED] - absolutely nothing. How has that happened?</p>
<p>On behalf of Jago Action Group, Residents Association</p>	<p>Summary</p> <p>Here is the response of the Jago Action Group (JAG) to the Licensing Policy Consultation. While there is much in the consultation proposals - which are actually fairly modest and well precedented, as well as overdue - to welcome, we feel they need further enhancement in some areas.</p> <p>For your convenience, after a scene-setting section, headings 3 to 7 in this letter use the same headings as are in the 8-page consultation document. The final section 8 then raises other issues, including some very important ones.</p> <p>2. Context</p> <p>2.1 The area we represent is east of Shoreditch High Street, from Bethnal Green Road in the south to Old Nicol St in the north and, to the east, across Boundary/Ebor Sts into the neighbouring borough of Tower Hamlets (TH). This area is primarily residential, with a substantial minority of commercial premises - offices, studios, workshops, retail shops and businesses in the hospitality trade.</p> <p>2.2 Within this relatively small area, no more than 3 blocks by 5, we count a total of 56 licensed premises. 54 are bars, clubs or restaurants; there is also a sex establishment and a supermarket off licence. Half are licensed by Hackney (including a few that cross the borough boundary) and half by TH.</p> <p>2.3 Before turning to the problems associated with aspects of the 'night time economy' (NTE) it is important to recognise that the majority of these licensed premises are run responsibly and see themselves as part of the neighbourhood. The area has always been a 'live/work' locality and the hospitality industry has always made an important contribution; for example now providing lunchtime cafes for residents, workers, shoppers and other visitors and early evening bars, pubs and restaurants.</p> <p>2.4 The problems we face have been documented for the consultation and by TH prior to its decision to include their part of our neighbourhood in the Brick Lane Cumulative Impact Zone (CIZ). In section 8 we comment how in some ways the problems are even more serious. However these problems are associated with:</p> <ul style="list-style-type: none"> the overwhelming number of bars, clubs and restaurants, far more than the half dozen or so 10 or 20 years ago; and

Respondent	Comments
	<ul style="list-style-type: none"> the disproportionate impact of a few establishments that cynically exploit the neighbourhood and its 'hipster' reputation with no regard for the immediate impact on residents and legitimate businesses, nor any regard for the long term damage to what makes the area so attractive. <p>2.5 This clearly poses a challenge for licencing policy. It has to deal with the limited number of exploitative businesses - and the lawyers who advise and advocate for them - while being fair to the majority of businesses in the hospitality trade who approach matters more responsibly, as well as fair to residents and other types of business.</p> <p>2.6 As I said at the Hackney House consultation event - and undertook to repeat in writing - where there are conflicts these should not be regarded as 'residents vs business'. Our neighbourhood welcomes both residents and businesses. The conflict is with a relatively small number of venues.</p> <p>3. SPAs & cross-boundary co-operation</p> <p>3.1 The JAG strongly supports the proposal to extend the Shoreditch SPA to the boundary with TH and thus join the SPA to the CIZ. This straightforward, common sense proposal is well overdue.</p> <p>3.2 At present, the licensing policies in the SPA and in the CIZ are similar, based in both areas on the statutory guidance issued by the Home Office under the Licensing Act, but there is a strip in between on either side of the High Street where a laxer policy applies. This is a nonsense, to be corrected.</p> <p>The strip each side of the High St suffers from exactly the same cumulative excesses as the rest of the wider area to which the SPA and/or CIZ policies apply and should be treated similarly. The effect of licences issued within this strip is to undermine the intentions of both boroughs as NTE customers can -and do, unless totally inebriated - move from the CIZ to the intermediate strip to the SPA and back again (and vice versa).</p> <p>3.3 Extending the SPA would help align the policies applying both sides of the borough boundary, which runs through our neighbourhood, but much more is needed to ensure effective co-operation between the two boroughs over NTE issues and to ensure there are seamless connections between licensing policy, licensing decisions and enforcement as well as close ties to other functions. For example we are aware of a case in which the police in one borough refused to accept a report about drug taking in that borough because the caller was phoning from the other side of Ebor/Boundary Street. The police report ultimately to the same Commissioner, so it is perhaps not surprising that co-operation between licencing, enforcement, planning, environmental and public health teams in the two boroughs appears little better. To take another example, premises on the High St closed by Hackney following a licence review would very likely have re-opened under a TH 'off' licence had we, as a residents association, not realised this was the likely effect of an application by the owner, who had other premises in TH. The licensing teams appeared not to be in communication.</p> <p>3.4 The draft policy says very little about co-operation with other boroughs. We strongly urge that the final policy should include a firm commitment to strengthen co-operation so residents of both boroughs near the boundary receive the support intended by national legislation, and common sense, irrespective of which borough is strictly responsible, together with a timetable for bring practical improvements into effect.</p> <p>3.5 We would be happy to contribute to developing protocols to achieve this aim.</p> <p>3.6 There is also considerable concern that the policy no longer refers to the grant of new or extended licences in the SPA being 'exceptional'. We understand that making 'exceptionality' part of the policy is difficult, under the Home Office guidance. However to provide reassurance we suggest adding a sentence, around para 3.4, like 'The impact of this policy is expected to be that new or materially extended licences will be granted only exceptionally in the SPA'.</p> <p>4. Principles</p> <p>4.1 We understand and support the aim of this approach, although regrettably everything in the final written statement of the borough's policy needs to be checked to ensure it is 'lawyer proof' as the unscrupulous minority of applicants will abuse anything that is not.</p> <p>4.2 In particular, we very much agree that part of the Shoreditch problem is that some licensees do not understand - or choose not to understand - the neighbourhood in which they are operating. Proposed general principle LP1(a) is therefore welcome. However, this may simply prompt a 'tick box' response by some applicants, who will get their lawyers or other advisors to produce a compendium of information about the area and claim that justifies the grant of a licence. The real issue is not just whether licensees understand the area, but whether they make use of that understanding and want to be part of the neighbourhood. Responsible licensees do want to be part of the area in which they operate, not least because it is in their commercial interests to attract regular customers who live or work locally.</p> <p>4.3 We therefore suggest expanding LP1(a) slightly by adding ',and intend to play a constructive role in it,' after 'located'.</p> <p>5. Core hours</p> <p>5.1 In general we support these much-needed, all-precedented proposals. It will however be essential to</p>

Respondent	Comments
	<p>ensure that the proposed hours are not seen as an entitlement to be adopted irrespective of circumstances.</p> <p>5.2 As the evidence summarised in appendix C indicates, problems in our neighbourhood emerge mainly from about 8pm onwards, some three or four (on Fridays and Saturdays) hours earlier than the proposed core hours. The impact of some premises is also a particular concern for families with young children, who want to get them to sleep in good time, not at 11pm or midnight.</p> <p>5.3 We therefore favour stronger wording to make it clear that earlier, including substantially earlier, hours may be imposed where circumstances - including the proximity of family homes and the degree of existing noise pollution - justify this. Incorporating references to family homes and noise pollution into the final para of draft LP3 would help achieve this.</p> <p>6. 'Off' sales</p> <p>6.1 We have only one convenience shop with an 'off' licence – a Sainsbury's that closes at 11pm. However there is certainly a problem arising from some off licences nearby and generally we support the proposed policy.</p> <p>6.2 That said, we would be cautious about blaming too much of the problems that do exist on neighbourhood corner shops, many of which actually play an important role in the community.</p> <p>6.3 Most of the problems arise from the activities of the unscrupulous minority of operators of bars, clubs and some restaurants. We therefore suggest adding add the end of draft LP4 'and 'off' sales from premises with an 'on' licence may be further restricted or refused. This in fact reflects the attitude the license sub-committee often currently takes and it would be odd to omit it.</p> <p>7. External areas</p> <p>7.1 We also support the focus in the draft on external areas and outdoor activities as these can obviously cause serious problems of noise pollution. Our concern is primarily about the impact of external areas used as, or as an adjunct to, a bar or restaurant day in and day out; the occasional concert in a park is different. It is however essential that the end hour mentioned in draft policy LP6 be changed to 9pm (21.00) or earlier.2 Please see the comments we make earlier about trouble from 8pm onwards and the impact on children. The JAG also has a number of agreements with responsible local premises that they will close outdoor areas by 9pm. We have found most licensees accept 9pm is a sensible, indeed the normal, compromise between residents who may prefer earlier and the licensee's commercial interest. Including a later hour in the final policy could inadvertently undermine these agreements and make matters worse, not better, in our neighbourhood.</p> <p>7.2 To avoid licensees erecting a tent, glass screen or some other flimsy structure and claiming an outdoor area is now indoors, we suggest requiring the licensee to demonstrate that the structure substantially attenuates noise and vibration. This requirement could be inserted after para 2.30.</p> <p>8. Other issues</p> <p>8.1 The draft wording at 2.8 of the policy is too narrow, in its reference to 'under the direct control of the licence holder', and hence a gift to licensing lawyers, who will no doubt argue it would not, for example, cover someone 2 Another Hackney House point I undertook to record. vomiting in a doorway opposite a bar. We suggest deleting the second half of the final sentence from 'and' onwards.</p> <p>8.2 At para 3.3 of the draft, the impact of the SPA is described in two slightly different ways. Again this is a potential gift to licensing lawyers acting for unscrupulous operators. We understand the policy to be that:</p> <p style="padding-left: 40px;"><i>The applicant will need to demonstrate through their operating schedule that there will be no additional negative cumulative impact on any of the licensing objectives in order to rebut the presumption of refusal.</i></p> <p>This could be inserted in place of the existing final sentence of draft para 3.3, and highlighted so it is clear it is the definitive statement of the policy. (The present draft sentence is also arguably ambiguous as to whether an applicant has to show they will not add to the negative cumulative impact in respect of all four or just one licensing objective.)</p> <p>8.3 At annexe C, the behaviour study of Shoreditch should, based on our experience, also cover:</p> <ul style="list-style-type: none"> • the problems caused by alcohol off-sales from bars and restaurants not just from independent shops (see above); • female as well as male on-street urination, defecation and vomiting (although less common; women also tend to squat between cars while men aim for doorways); • very substantial on-street drug-dealing (although TH has paid for additional police who are finally having some impact) • very serious problems of noise pollution, from licensed premises and from inebriated groups in the street both outside premises where they have been drinking and elsewhere (if they are sober enough to walk);

Respondent	Comments
	<ul style="list-style-type: none"> • inebriated groups, and a few individuals, intimidating and threatening residents and visitors and in a few cases inflicting actual violence, as the crime stats quoted in the same annexe confirm. <p>8.4 The draft pool of conditions at annexe E is a potentially valuable addition to the licensing policy. We support it, although regrettably again it needs to be 'lawyer proof'. We suggest:</p> <ul style="list-style-type: none"> • condition C4 and/or condition G4 needs to include an obligation on the licensee to actually answer the phone to receive complaints (in terms that can be checked by enforcement officers) as the standard practice of some operators is to ensure their phone is not answered while they are causing problems, so they can claim there have been no complaints; • condition G13, and N2, are the only mention of dispersal policy and need to be much stronger. Experienced SIA door staff are actually often very good at encouraging customers to disperse quietly. (As one of them put it to me 'its easy because we are sober and they are not'). • The licensing sub-committee should have the option to require a licensee to ensure customers disperse as quietly as possible. The noise from groups of drunks outside premises at closing time is a major issue for residents; • section N deals with noise as well as odour management. We think it essential that: <ul style="list-style-type: none"> ○ the policy does not sanction the idea that if background noise is high (eg from traffic) it is acceptable for licensed premises to make a similar amount of additional noise; this is often the approach taken by noise consultants hired by licensees. As with other pollution, the approach should be that if pollution levels are already high this is a reason to add less not more; ○ the policy on amplified music at N4, 6, 7,10 & 12 should be applied equally to amplified voice (an MC screaming through one's window can be as disturbing as what follows). This could be done by referring to 'amplified sound' rather than just 'amplified music'. And where appropriate it should also apply to unamplified voices (large excited and drunk audiences can be loud); ○ the practice of some operators is simply to turn the volume up when they think they can get away with it. At condition N6, could the 'locked, tamper proof' box be under the control of the pollution team or another external and independent person? Is this the effect of N15? ○ at N11 and elsewhere we would prefer to avoid the term 'noise nuisance' as this has been interpreted at a reference to nuisance under the Environmental Protection Act rather than to the evident intentions of licensing sub-committees. How about 'noise pollution'? ○ at N16, why the distinction between premises attached to licensed premises and premises at a distance? We would prefer the presumption to be that the sub-committee could require both to have fresh air. This would be achieved by deleting the first sentence, with consequential drafting changes to the others. In any case, the issue with attached premises is more likely to be vibration than air-transmitted noise. <p>8.5 Draft conditions W deal with waste but there also need to be options to deal with deliveries. Out of hours deliveries, especially those involving rolling beer barrels into cellars or lugging crates of bottles in and out, can be a major noise pollution problem. We have agreed with some premises that noisy deliveries take place after 8am. This could be added to W2.</p>

Cumulative Impact Assessment Review of Statement of Licensing Policy – 2017

Licensing and Technical Support Service
2017

Part 1 – Crime and Disorder

Part 2 – Public Health

Part 3 – Waste Strategy

Protective Marking	OFFICIAL
Title & Version	Alcohol / NTE Related Crime and Disorder FY2011/12 to FY2015/16
Relevant to	Licensing Policy Review CSP – Strategic Assessment Priority MPS – NTE and Licensing Teams LBH - Town Centre Managers
Author	Karen Law – Partnership Strategic Analysis & Performance Manager
Date Created	12/09/2016

Introduction

The aim of this analysis is to assess what impact (if any) the growth in Hackney’s night time economy (NTE) and number of licensed premises have had on crime and anti-social behaviour between April 2011 and March 2016 (the last five financial years). It will also highlight areas of concern in terms of emerging patterns, trends and associated problems, plus identify the key times, venues and locations where resources and action should be focused. In doing so it will also flag areas (established and emerging) that are adversely susceptible to associated crime and disorder, and where necessary propose options to minimise and manage associated harms. Where there is supporting evidence, these proposals will also include suggestions for licensing policy, such as limitations (or otherwise) in the type, number, proximity and suitable operating hours of licensed premises.

Methodology

Data have been downloaded from the following databases and sources, and separated into the following criteria:

1) Licensed Premise related Crimes:

- a. Crimes reported to the Metropolitan Police that have been linked to a named licensed premise¹. Mappable to exact location where available.
- b. A&E² attendances for alcohol related violence – where location is shown as a bar, pub or club. Full unmappable data for analysis, but also mappable subset.

2) Alcohol Related Crimes:

- a. Crimes reported to the Metropolitan Police that have been flagged as alcohol related, or have alcohol/drink³ references within the text of the DETS (details of investigation) pages of the crime report. Mappable to exact location where available.
- b. All Homerton A&E attendances for alcohol related violence. Not Mapped

¹ See appendix 1 for list of relevant licensed premise types. Only crimes associated with this list were extracted from the data. Please note that this does not mean that each crime occurred within the named premise, as it is not always clear from the quality of data provided.

² Homerton A&E data combined with wider ISTV Pan London data. Combination of mappable and unmappable extracted.

³ Crimes with a flag for alcohol, suspect or offender drinking, and key word search of DETS (Details of Investigation) pages for any reference to “Dr?nk” or “Alcohol”.

- c. London Ambulance Service call outs to alcohol related incidents (duplicate calls extracted)⁴. Mapped to Postcode level of precision (ambulance attendance location).

3) All Crime (including violence subset) and LAS call outs occurring between the hours of 1800 hours and 0559 hours:

- a. Crimes⁵ reported to the Metropolitan Police between the hours of 1800 and 1559 hours. Mappable to exact location where available.
- b. Crimes⁶ reported to British Transport Police between the hours of 1800 and 1559 hours. Mappable to tube / overground / rail location.
- c. Crimes⁷ reported by Transport for London on London buses between the hours of 1800 and 1559 hours. Mappable to exact location where available.
- d. All ambulance attendances⁸ to incidents between the hours of 1800 and 1559 hours. Mappable to Census Output Area (COA) level of precision only.

4) Anti-Social Behaviour incidents occurring between the hours of 1800 hours and 0559 hours:

- a. MPS (DARIS) Anti-Social Behaviour⁹ Incidents between 1800 hours and 0559 hours. Mappable to exact location where available.
- b. Anti-Social Behaviour incidents¹⁰ reported to British Transport Police between the hours of 1800 and 1559 hours. Mappable to tube / overground / rail location.
- c. Anti-Social Behaviour incidents¹¹ that occurred on London buses, and recorded by Transport for London. Mappable to exact location.
- d. Commercial Noise incidents¹² reported to the London Borough of Hackney between the hours of 1800 hours and 1559 hours. Mappable to exact location where available.

5) List of Licensed Premises.

- a. Full listing of licensed premises from LBH Hackney for each year from 2012 to 2016. For the purposes of this analysis a subset of “issued” licenses were extracted from each year for mapping and analysis.

⁴ This data set is derived from a combination of data recorded as an alcohol related illness as well as data where a reference to alcohol has been found in a search of the various free-text fields recorded by the ambulance service.

⁵ See appendix 2 for full list of relevant crime types extracted for the purpose of this analysis.

⁶ Crimes extracted for any incident that did not occur on a train, in order to focus on those occurring within Hackney and not in transit between stations or other areas. All crimes excluding burglary and fraud which were omitted from the analysis.

⁷ Any incident with a Met Police reference was extracted from the dataset prior to analysis to minimise duplication with Met Police crime data. Fraud offences were also omitted from the analysis.

⁸ This includes all incidents attended by the London Ambulance Service between 1800 hours and 0559 hours. Many of these are likely to relate to illnesses and injuries with no connection to licensing / NTE related activity.

⁹ See appendix 3 for full list of incident types.

¹⁰ All incidents listed under the “disorder” category.

¹¹ All incidents listed under Disturbance / Disorder (including youth disorder), but excluding any incidents with a Met Police CAD reference to minimise duplication with the MPS DARIS dataset.

¹² Refer to list from Bob...

b. Issued licences were further sub divided into two categories; Pub, Club, Bar; and Other Licensed premises¹³, and matched to postcode and COA centroids to determine number of premises per postcode / COA area. These were in turn used to calculate rates of crime / disorder per licensed premise for each postcode / COA.

6) Other Data - In addition to above all London Ambulance Service (LAS), TfL and BTP assaults were downloaded, but will only be referenced where relevant as the main focus was on NTE related violent crime (1800 hours to 0559 hours), other than for alcohol and licensed premise related violence (see 1 and 2 above).

Limitations

Location accuracy – MPS data in particular. Manually went through LP's by name, but didn't change geocodes, except for when I looked at prem location and mapped those, so other thematic maps might be inaccurate as there were some whoppers in there.

Executive Summary

¹³ Premise type classifications might be subject to some margin of error due to differing interpretations of processing officers in licensing team.

Analysis

1 – Licensed Premises

The following table illustrates the change in number of “issued” licensed premises between 2012 and 2016.

Table 1 – Count of Issued Licensed Premise Types 2012 to 2016¹⁴

Premise Type	2012	2013	2014	2015	2016
Cafe	0	0	4	13	27
Church/Religious Centre	1	1	1	2	3
Cinema / Theatre	7	7	8	8	8
Hotel	8	10	11	11	14
Night club	12	13	17	17	17
Off-licence	222	232	234	241	250
Other	50	67	134	153	173
Parks / Open spaces	5	5	5	5	6
Pub/Bar	191	198	209	216	234
Restaurant	198	228	245	280	324
School/Community Cent/Sports	5	7	7	8	8
Sex Establishment	2	2	2	2	2
Social Club	6	6	7	8	9
Supermarket	72	80	81	86	88
Takeaway	50	51	51	53	55
Grand Total	829	907	1016	1103	1218

It is clear to see that restaurants, off-licences and bars account for a sizeable chunk of licensed premises in total, and all have grown consecutively in number between 2012 and 2016; Off-licenced premises have increased by 13%, restaurants by 63% and pubs and bars by 23%. Taken together, these premise types accounted for 66% of all licensed premises in Hackney at the end of 2016, which is lower than in 2012 when they accounted for 74%. This is because other types of licensed premises have also grown in number and at higher rates. In total the number of licensed premises in Hackney has risen by almost half since 2012 (+47%).

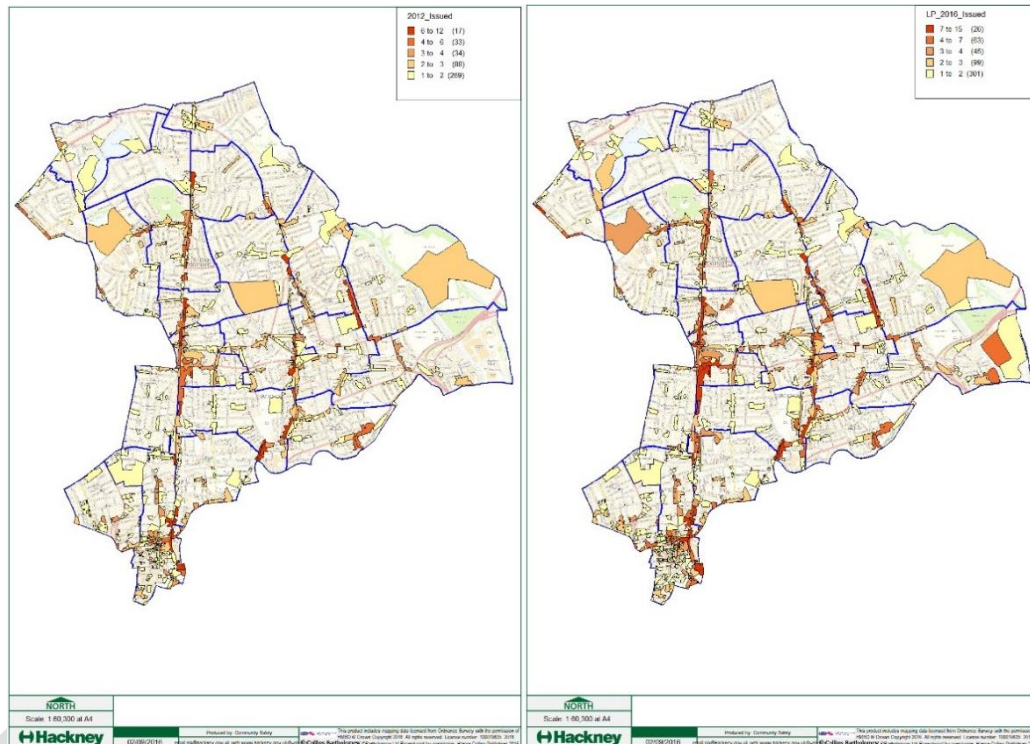
Although still the largest group, the growth in off-licences was not as acute as other types of licensed venue; in 2012 off-licences accounted for 27% of all licensed premises, but this fell to 21% by 2016. The growth in restaurants appears to have been the most prevalent; just 23.9% of the total in 2012, but rising to 27% in 2016. Whilst the number of bars and pubs grew in number between 2012 and 2016 they fell as a proportion of total licensed premises; 23% of the total in 2012 but down to 19% in 2016. There have not been any changes in the number of night clubs since 2014 (most likely as a consequence of licensing management policies in cumulative impact areas), and they only account for 1.4% of the total. This does suggest that the proliferation of bars, pubs and clubs in recent years

¹⁴ See also footnote 13

has not been as severe as has been suggested. With more growth in a variety of licensed premise types (particularly restaurants), and the non-proliferation of night club venues any adverse effects could well have been minimised. Crime / ASB volumes and rates will be compared to these figures to establish what (if any) impact this has had on crime and anti-social behaviour.

The following maps illustrate the geographic spread of licensed premises in Hackney:

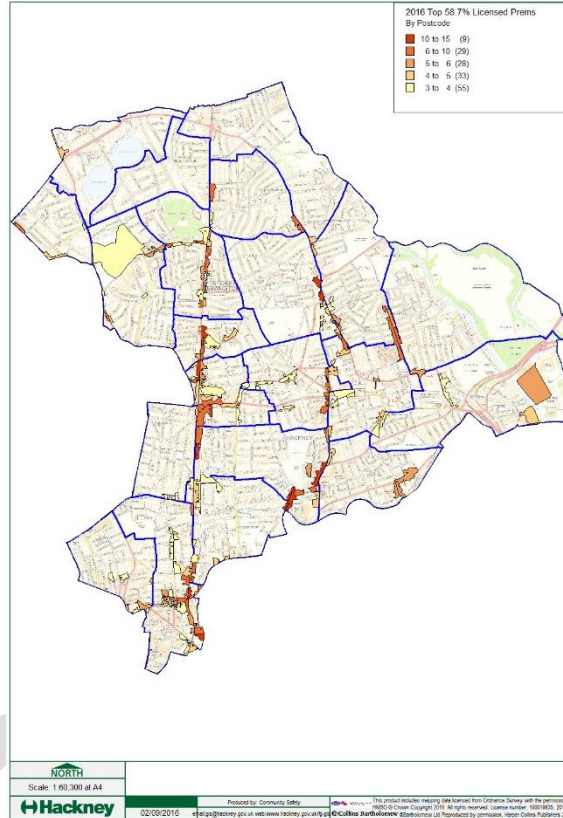
Maps 1 & 2: Location by Postcode of all licensed premises in Hackney 2011 and 2016



The darker red areas on the maps represent postcodes with a higher concentration of licensed premises. Overall there doesn't appear to have been much spatial change between 2012 and 2016, although some areas do appear to have witnessed an increase in intensity over the years. It seems apparent that licensed premises largely follow the line of arterial roads (mostly the A10 and A107), with clusters focused in town centre's; Shoreditch, Dalston, Hackney Central, and London Fields / Broadway Market. There also appears to have been an emergence of premises in the east of the borough close to the Olympic park (Wick ward), particularly during 2016. Four of these premises appear to be bars in the vicinity of the Olympic Park, plus the broadcast centre, some other businesses, and a restaurant. This might be an area still under development in terms of the hospitality and commercial (tech) industries, and with West Ham football club taking up residence at the Olympic stadium this is something worth monitoring and managing sooner rather than later.

The following map illustrates the postcode areas containing the top 59% of licensed premises in Hackney by the end of 2016:

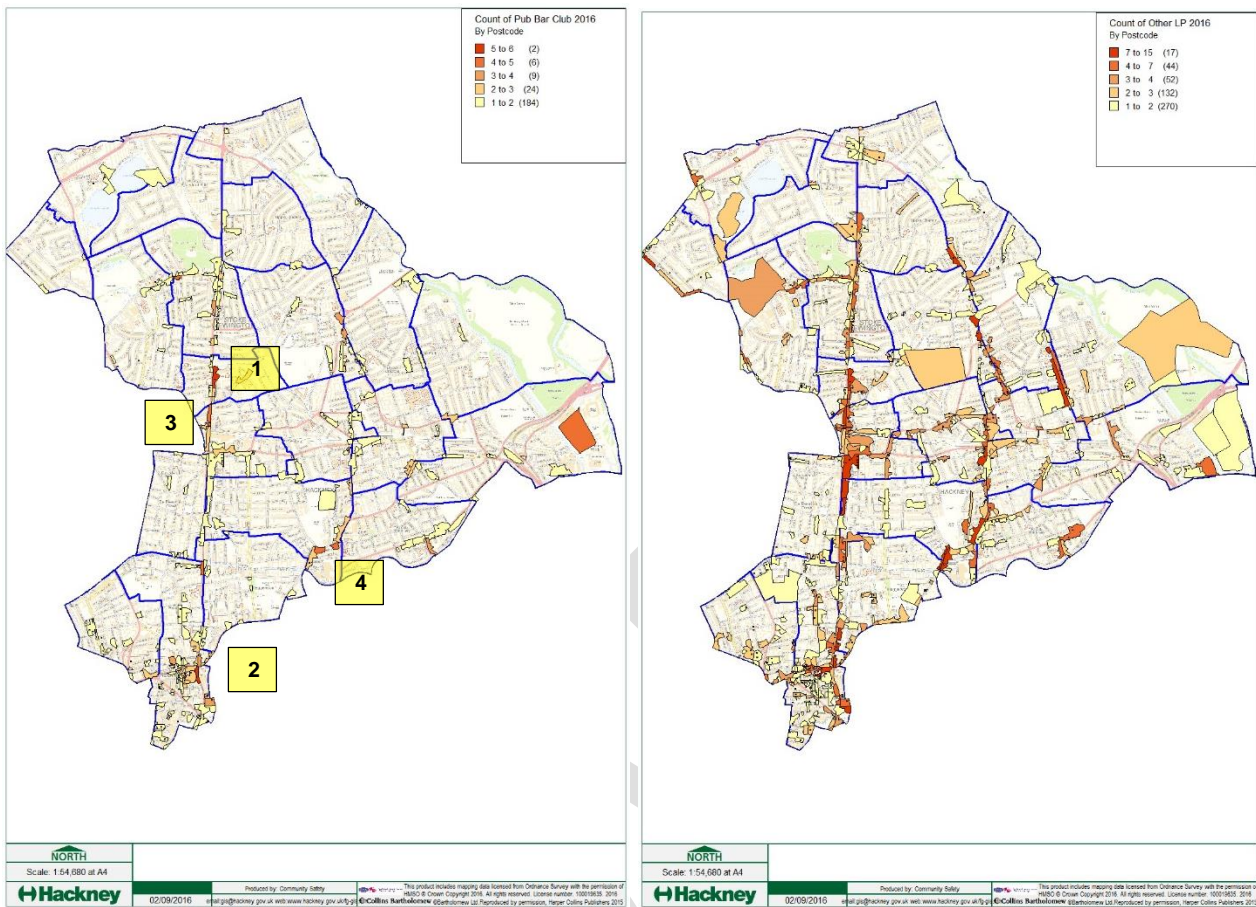
Map 3: Postcodes containing top 58.7% of Licensed Premises 2016



This map is largely consistent with the two above, although it provides a bit more focus in terms of the key locations. Again arterial routes and town centre's dominate.

Looking at the distribution of bars, pubs and clubs versus other licensed premises, the following maps show the volume of premises per postcode area.

Maps 4 & 5: Count of bars, pubs & clubs, and other licensed premises by postcode (2016).



The map on the left illustrates the count of all bars, pubs and clubs per postcode during 2016, and the map on the right the count of other licensed premises. Other than there being a large difference in volume, by and large there is consistency in terms of where both premise types are situated across Hackney.

In terms of pubs, bars and clubs the postcode with the highest count overall is in N16 (No1 on Map; Stoke Newington Road, junction with Arcola Street and Barrett's Grove), with the second highest postcode in E1 (No2 on map above; Junction with Old Street and the A10). The surrounding area of Shoreditch (E1 area) also contains a higher concentration of bars, pubs and clubs than elsewhere, and the area around the Rio Cinema in Dalston also features (No 3 on map). Broadway Market / London Fields area is also prominent with two distinctive areas with higher concentrations of bars, pubs and clubs (No4 on map).

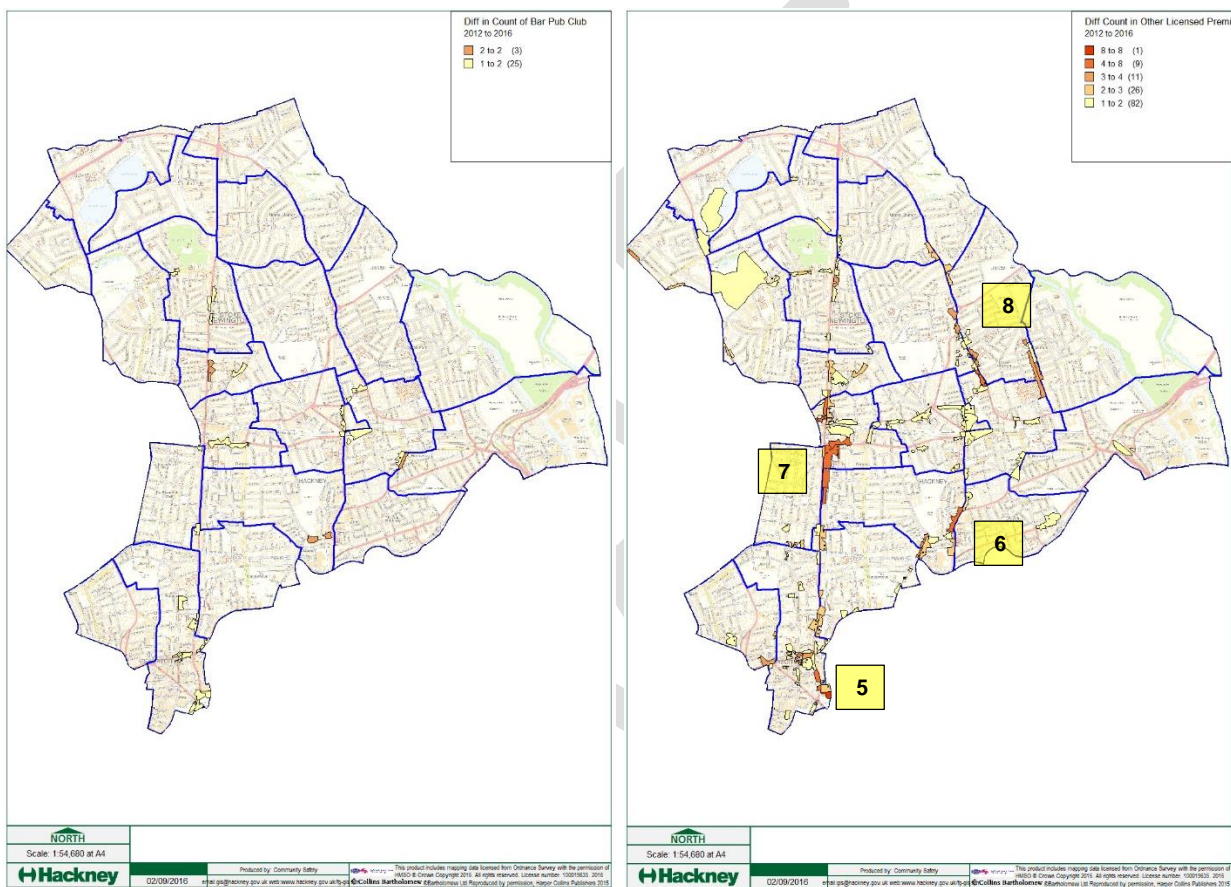
In terms of other¹⁵ licensed premises the postcode with the highest number of premises is actually located in the Broadway Market area, and there are at least 3 other high concentration postcodes

¹⁵ Not a bar, pub or club

within close proximity. Again there are several postcodes with high concentrations of premises in the E8 (Dalston), Stoke Newington (N16), and Shoreditch (E1) areas. What is evident from this map is that there are also a number of locations with high numbers of premises running the length of the A107 from Cazenove / Springfield to Mare Street, and into Broadway Market, with a scattering of premises across the borough, but since this relates to all other types of licensed premises this is not unexpected.

Maps 6 and 7 illustrate the areas where licensed premises have grown in number between 2012 and 2016.

Maps 6 & 7: Difference in the Count of Licensed Premise types per Postcode 2012 to 2016



The map on the left illustrates the wards that experienced changes in the number of bars, pubs and clubs between 2012 and 2016, and the map on the right represents the postcodes that experienced changes in the number of other licensed premises between the same years.

Overall there wasn't much change in the number of bars, pubs and clubs and this is clearly evident from a visual observation of the map. This also reinforces the point made above, in that there hasn't been an acute growth of bars, pubs and clubs in Hackney over the last five years. The areas that experienced some growth were in Shoreditch, Dalston, Stoke Newington, Hackney Central, and

London Fields / Broadway Market, but no single postcode experienced a net increase of more than 2 new premises.

The rise in other types of licensed premises is more clearly evident. The Boxpark area of Shoreditch experienced the largest increase in other premise types (No5 on map), and there was also growth in other postcode areas close by; at this location premises are mostly restaurants. The area of Mare Street near London Fields, plus Broadway Market also experienced more growth than elsewhere (No6 on the map); at this location premises are split between restaurants, takeaways and off-licences. The area from Dalston Kingsland, down Kingsland Road (border of De Beauvoir) also experienced more growth in other licensed premises than elsewhere (No7 on the map); this area is mostly made up of restaurants, off-licences and café's. The other place that saw a lot of change was on the A107 in Clapton (No8 on the map); this area consists largely of café's, supermarkets and restaurants. There was also a growth cluster in Hackney Central where several postcodes experienced a small rise (1 to 2 more).

2 – Licensed Premise Crime

Met Police – Licensed Premise Crime

There was not an exact match between licensed premise types recorded by the Metropolitan Police Service (MPS) and London Borough of Hackney (LBH) licensing, so MPS types were matched as closely as possible to LBH categories¹⁶ and a count of crime calculated for each year (table 2).

Overall crimes linked to licensed premises fell between FY2011/12 and FY2015/16 (-27%), with year on year reductions observed after FY2012/13. It should be noted that this is based on crimes reported to the Metropolitan Police where the venue has been linked to a crime in one way or another (inside, outside, opposite, or staff involvement). The judgement to link to a licensed premise is made by the first investigating officer in the case, so any fluctuation in trends or performance based on this information could be biased (based on the perception of the officer making the judgement). As such there will be some further comparison with other data sources prior to making an informed decision on the direction of travel in crime performance. However, this does give us the best possible indication of licensed premise related crimes.

From the table (2) below it is clear that most crime (all years) is linked to clubs, pubs / bars, and supermarkets; over 80% of all crime is linked to these premise types, with 66% in bars, pubs and clubs alone. In FY2011/12 some 88% of crimes were related to bars, pubs, clubs and supermarkets,

¹⁶ See appendix 4

but this fell to 81% by FY2015/16 even though these premise types all increased in volume during the same time period.

Table 2: Count of Crimes per licensed premise type FY2011/12 to FY2015/16

	FY2011/12	FY2012/13	FY2013/14	FY2014/15	FY2015/16
LBH type matched to police					
Cafe	88	104	119	71	116
Cinema / Theatre	29	50	34	20	25
Pub/Bar/Club	2605	2755	2036	1747	1529
Off-licence	22	11	10	15	8
Other + Hotel + church + Park + sex estab + social club	43	67	61	49	50
Restaurant	181	215	214	154	234
School/Community Cent/Sports	6	13	8	11	5
Supermarket	614	593	657	653	651
Takeaway	73	58	57	60	58
	3661	3866	3196	2780	2676

The following premise types experienced a reduction in crime levels between FY2011/12 and FY2015/16: cinemas, off licences, pubs / bars / clubs, schools (although some annual fluctuations, and based on low numbers), and takeaways. However, there was a rise in crime connected to café's, other premises (although not much annual variation), restaurants and supermarkets. Restaurants and other premise types expanded the most during this time period. Café's also increased in number, although according to LBH data there were no café's at all until 2014¹⁷, so this may have also had an adverse impact on crime figures.

In order to gauge the impact of crime based on the numbers of licensed premises (do more popular premise types just have more crime because there are more of them?), a crime rate per licensed premise type was calculated (see table 3).

Taking into account the premise type volume, the crime picture changes somewhat. The rate of crime per pub / club / bar was higher than any other venue type until FY2013/14, and there was a marked decrease between FY2011/12 and FY2015/16. Previous research has found that nightclubs and bars pose a higher crime risk than other types of licensed premise, and these figures appear to confirm previous findings.

¹⁷ this may be misleading if they were previously recorded under another category

Table 3: Rate of crime per licensed premise type FY2011/12 to FY2015/16

LBH type matched to police	Rate 11/12 (Per LP)	Rate 12/13 (Per LP)	Rate 13/14 (Per LP)	Rate 14/15 (Per LP)	Rate 15/16 (Per LP)
Cafe	#DIV/0!	#DIV/0!	29.75	5.46	4.30
Cinema / Theatre	4.14	7.14	4.25	2.50	3.13
Pub/Bar/Club	12.83	13.06	9.01	7.50	6.09
Off-licence	0.10	0.05	0.04	0.06	0.03
Other + Hotel + church + Park + sex estab + social club	0.60	0.74	0.38	0.27	0.24
Restaurant	0.91	0.94	0.87	0.55	0.72
School/Community Cent/Sports	1.20	1.86	1.14	1.38	0.63
Supermarket	8.53	7.41	8.11	7.59	7.40
Takeaway	1.46	1.14	1.12	1.13	1.05

The rate of crime per café was higher in FY2013/14 than at any other time, but this might be down to the change in the number of recorded café's at the time. The rate of crime recorded at supermarkets was higher than that of bars / pubs / clubs from FY2014/15, and although the rate reduced between FY2011/12 and FY2015/16 the reduction was less than other premise types. Despite the growth in restaurants over the last 5 years (and the rise in crime linked to them), the crime rate (per premise) dropped and is still relatively low compared to other premise types. Off licenced premises also record a very low rate of crimes per premise overall.

Chart 1 – LP Crimes per month FY2011/12 to FY2015/16

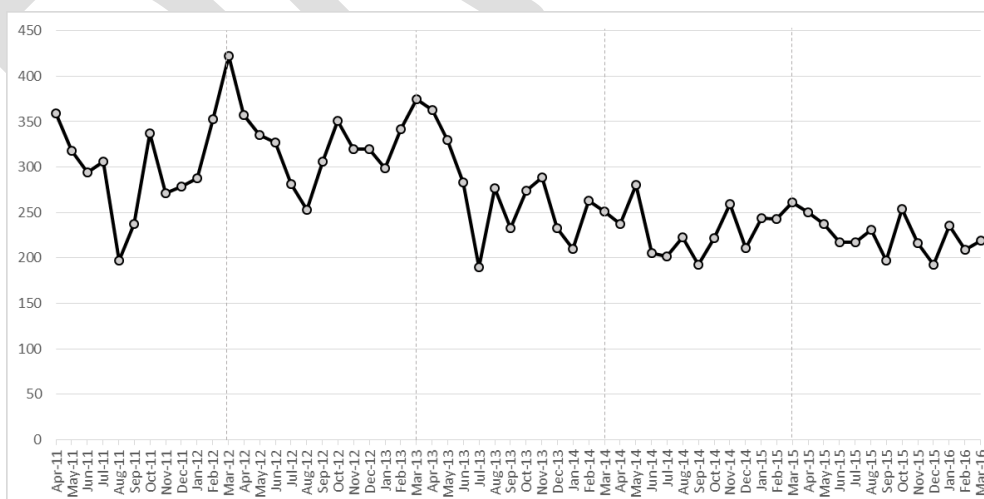
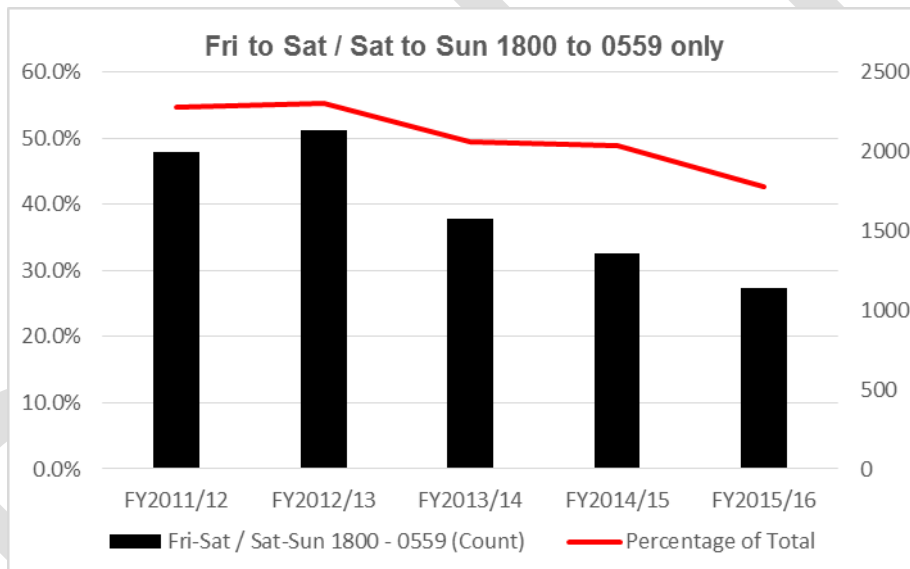


Chart 1 illustrates the number of crimes associated with licensed premises each month for the last five years. It is clear from this that crime levels were higher in FY2011/12 and FY2012/13. Incident levels dropped at the beginning of FY2013/14, and have remained lower since. It is not clear why this happened, but it could have resulted from a change in recording procedures about what

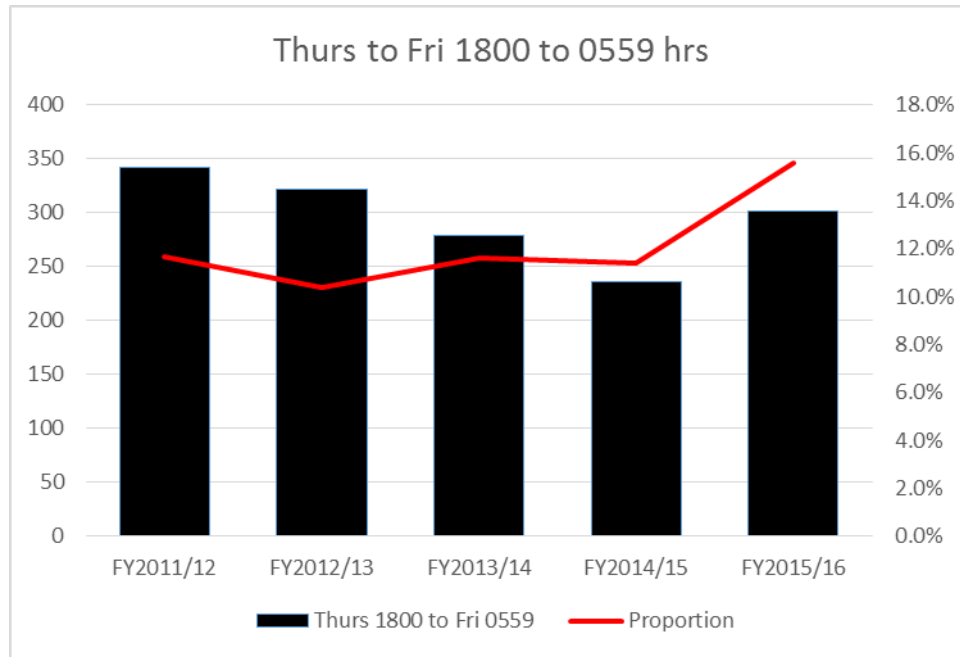
constitutes licensed premise crime, but it is also feasible that it does represent an actual reduction in offence levels.

In the last five years approximately 50% of all crimes took place between the hours of 2200 and 0259 hours (a small five hour timeframe). This shows that most crimes associated with licensed premises occur at night. Overall more crimes were committed between Friday's and Sunday's (69% over the five years), but this has dropped off a bit since FY2013/14, and by FY2015/16 Friday's to Sunday's accounted for 62% of the total. This might imply that overnight crime is spreading to other days of the week, and may indicate some expansion in markets. This appears to be confirmed by further examination of crime data specifically Friday to Sunday, between 1800 and 0059 hours only; crimes reported on these days and at these times fell each year after FY2012/13, both in terms of volume and as a proportion of all crime at those times (see chart 4).

Chart 4: Friday to Saturday and Saturday to Sunday 1800 to 0559 hours only



A more detailed examination of the data revealed three particular timeframes of interest; Thursday evenings to Friday mornings, Friday evenings to Saturday mornings, and Saturday evenings to Sunday mornings (1900 hours to 0459 hours) accounting for some 58% of licensed premise crime overall over the five years. In fact whilst crimes Friday to Saturday have reduced, the count and proportion of incidents between Thursday evenings and Friday mornings show a slightly different pattern; volume dropped between FY2011/12 and FY2014/15 but rose again FY2015/16, and crime also increased proportionally in FY2015/16 (see chart 5). This all appears to point towards activities connected to the night time economy and hospitality industries (and perhaps pubs, bars and clubs), and a small shift of the core NTE hours in to Thursday evenings and Friday mornings.

Chart 5: Thursday to Friday 1800 to 0559 hours only

LP Crime – Premise Type

The way that the police categorise premise type evidently varies from that of the local authority, so it is difficult to generate exact matches because of the random way that premises are categorised by both organisations; in particular there are no standardised way that bars and clubs are classified by either agency, or indeed by individuals within both agencies. For this reason bars, pubs and clubs were aggregated into a single category for the purpose of comparison above. This section focuses on crimes that have been linked to licensed premises by the police. It should also be noted that there is likely to be within variation because of individual biases; what is classified as a bar by one officer might be classified as a club or a pub by another.

As stated previously crimes within the locality of pubs, clubs, bars and supermarkets were the most prevalent, accounting for 84% of all licensed premise crime over the five years. There is some variation from this when the NTE core hours of Friday to Saturday and Saturday to Sunday (1800 to 0559 hours) are considered in isolation. During these core hours, almost half of all licensed premise related crimes (total) were located within the proximity of bars, pubs, clubs and restaurants. 73% of all crimes associated with licensed clubs occurred specifically between Friday evening to Saturday morning and Saturday evening to Sunday morning. 50% of all pub related crimes also occurred during these hours, but only 7% of crime associated with wine bars and bistro's, and only 2% for restaurants and supermarkets indicating that most crimes at these venues occur outside of NTE core hours.

The following tables visually illustrate the concentration of crime associated with these premise types by day of week (DOW) and hour of day (HOD).

Table 4: Lcensed Club DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0						39	36
1						46	49
2						34	37
3						4	2
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							
21							
22					1	1	
23					2	3	

Table 5: Public House DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0						22	21
1						21	26
2						1	1
3							
4							
5							
6							
7							
8							
9							
10						4	4
11							
12					6		
13					4		
14							
15			4	4			
16							
17							
18					5	4	
19					5		
20					1	8	2
21					1	2	5
22	3	2			1	1	1
23	4	5			2	5	4

Table 6: Wine Bar Bistro DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0						3	2
1						3	3
2						1	2
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							
21							
22						2	
23						4	4

Table 7: Supermarket DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0							
1							
2							
3							
4		3	0			2	1
5	0	1					1
6	1	2					
7	1	7	1				
8			6				
9	1	2	3	2			
10	2	2	2	1	1	2	
11	2	2	3	2	2	1	3
12	3	3	1	3	2	2	1
13	2	4	3	4	4	3	3
14	3	3	4	4	4	3	4
15	4	4	3	3	3	4	3
16	4	3	3	4	3	4	3
17	4	3	3	3	3	3	2
18	2	3	3	3	2	1	1
19	2	1	2	2	2	3	1
20	1	1	1	2	2	2	
21	1	1	1	1	2	1	
22							
23							

Table 8: Restaurant DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0				2		2	1
1						2	1
2						1	
3						4	
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19	1	1		1	1		
20	1	1	1	2	2	2	1
21	1	1	1	1	2	1	1
22					2	2	
23					1	1	2

Table 9: Caf  DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0							
1							
2							
3							
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							
21							
22							
23							

There is a clear demarcation between the day of week (DOW) and hour of day (HOD) that crime was most concentrated at different premise types. It is clear to see that most crimes occurring within the vicinity of supermarkets tend to occur daily; predominantly daytime hours, with very little during the early hours of Friday's, Saturday's or Sundays. Crimes linked to restaurants tend to occur at various

times throughout the week, with higher concentrations each day between the hours of 1900 and 2359 hours, plus additional peaks on Saturday and Sunday mornings. This is probably what would be expected based on operating hours, and the peaks on Saturday and Sunday mornings indicate some connection to the NTE. Crimes occurring within the proximity of café's also tend to occur predominantly during daytime hours throughout the week. This is in contrast to bars, pubs and clubs where crimes were more highly concentrated during core NTE hours. Based on crime volumes, rates and proportions it might be argued that clubs, bars and pubs pose the greatest crime risk overall. That said, the growth in clubs, bars and pubs appears to be negatively correlated to crime volume and rate; the number of premises has grown, whilst the crimes associated with them have fallen.

Interestingly takeaways (although contributing much less to crime volume or proportion) also appeared to exhibit higher concentrations of crime during NTE core hours, particularly between 0200 and 0259 hours on Saturday and Sunday mornings (table 10), most likely as revellers left other licensed premises and commenced their journeys home. Research has found that when venues close at similar times, large numbers of people head in the same direction, to the same places (taxi ranks, transport hubs and fast food outlets), at the same time, and this can be a catalyst for crime (Graham & Hommel, 2008¹⁸). Many crimes at takeaways were personal thefts or pickpocketing (45%). Violence accounted for almost a third (30%) although more of these involved either no or less serious injuries (harassment and common assault).

Table 10: Takeaways DOW & HOD

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
0							
1							
2						1	20
3						1	1
4							
5							
6							
7							
8							
9							
10							
11							
12							
13							
14							
15							
16							
17							
18							
19							
20							
21							
22							
23							

¹⁸ Graham, K. and Homel, R. (2008) 'Raising the Bar', 2008, Willan Publishing, p173.

Licensed Premise – Crime Types

Looking at the type of crimes associated with licensed premises in Hackney, theft is the most prevalent across the board (83% of the total), followed by violence (12% of the total), but as theft offences have reduced in the last 5 years (down 39%), violent offences have increased (up 63%); In FY2011/12 theft accounted for 87% of all licensed premise crimes dropping to 73% by the end of FY2015/16, whilst violence rose from 9% to 20% over the same period of time. Despite the reduction, theft offences are still much more prevalent (7 times more) than violence.

In terms of licensed premise type (5 year period total crime):

- Theft and handling at licensed clubs = 29.4% of total licensed premise crime
- Violence at licensed clubs = 3% of total licensed premise crime
- Theft and handling at pubs = 25.1% of total licensed premise crime
- Violence at pubs = 3% of total licensed premise crime
- Theft and handling at supermarkets = 14% of total licensed premise crime
- Violence at supermarkets = 3% of total licensed premise crime

75% of violence was concentrated in the proximity of licensed clubs, pubs and supermarkets overall, and over the 5 year period violent crimes increased at: café's (+4; 40%), licensed clubs (+64; 79%), pubs (+44; 56%), restaurants (+36; 240%), supermarkets (+42; 48%), and takeaways (+5; 25%). Even though crimes overall fell at these establishments, the rise in violence might warrant further investigation.

Incidents of serious wounding increased the most over the 5 year period (+105; 618%), harassment offences rose 106% (+69), and common assault by 65% (+57). Assault with injury was the only type of violence that reduced (-36; 25%) between FY2011/12 and FY2015/16, although crime levels started to rise again during FY2014/15 (see chart 6). Much of the rise in Harassment was most likely due to the introduction of new classifications in 2015, and this can be seen from the chart (9) below. Robbery also increased by 132% (+25), and sex offences by 111% (+10).

Chart 6: Assault with Injury – Licensed Premises Apr11 to Mar16

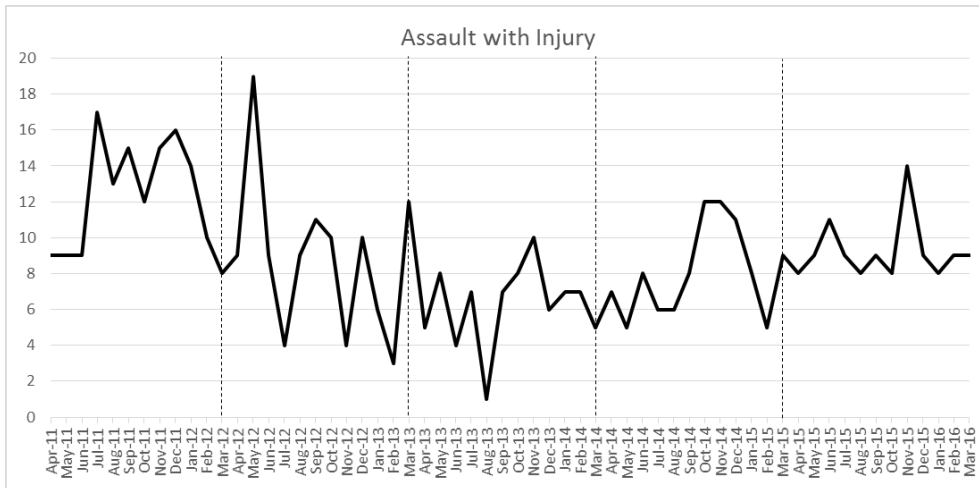


Chart 7: Common Assault – Licensed Premises Apr11 to Mar16

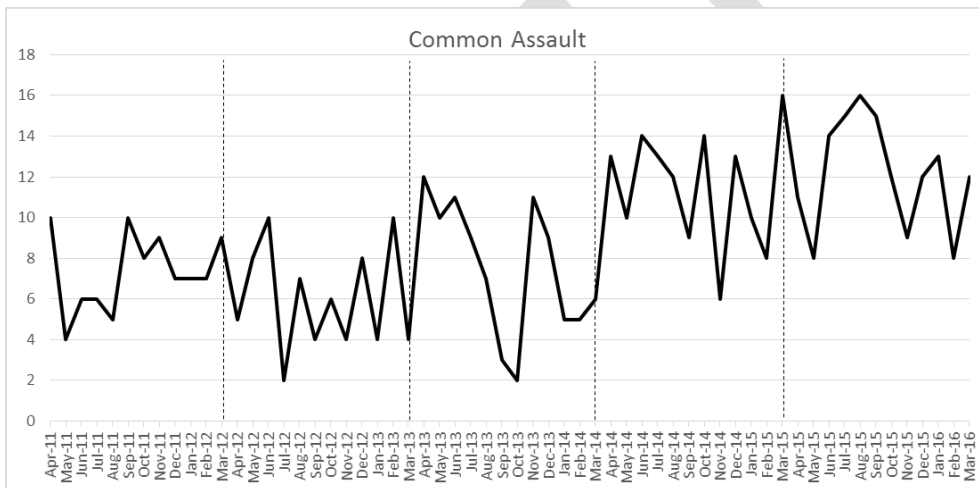


Chart 8: Serious Wounding – Licensed Premises Apr11 to Mar16

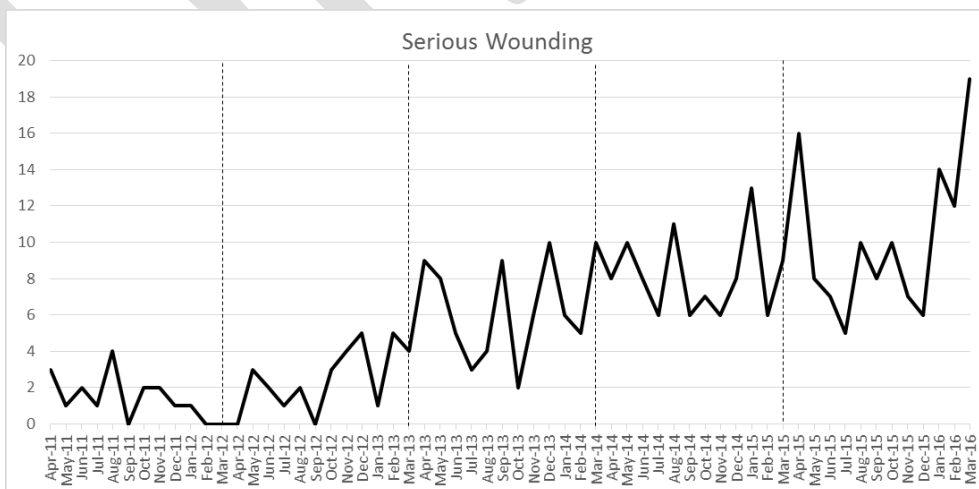


Chart 9: Harassment – Licensed Premises Apr11 to Mar16

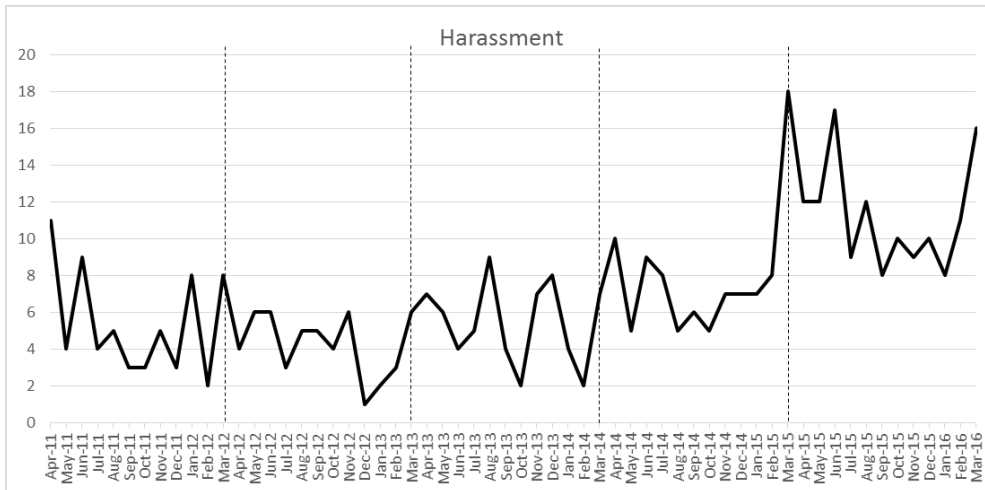
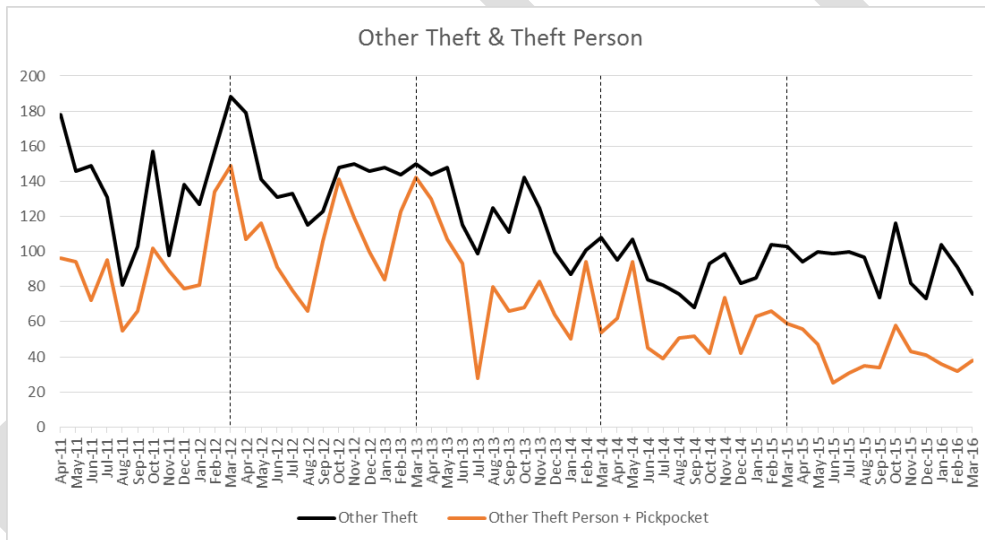


Chart 10: Theft Person and Other Theft – Licensed Premises Apr11 to Mar16



Where sex offences occurred within the proximity of licensed premises, 65% were linked to licensed clubs and pubs, and licensed clubs saw the largest increase. There was a rise in sexual offences linked to pubs in FY2012/13, but offence levels fell and subsequently stabilised after FY2013/14. Rapes have a tendency to cluster between the hours of midnight and 0449 hours, whilst other sexual offences were a little more spread out between 1500 hours and 0559 hours; peak hours between midnight and 0359 hours.

Robberies mostly occurred within the proximity of licensed clubs, pubs and supermarkets. Robberies occurred throughout the day (most likely the supermarket effect), but increased in volume between 1900 hours and 0559 hours; peak hours of midnight to 0459 hours again suggesting a connection with the broader NTE.

Assaults with injury and serious woundings were more prevalent at licensed clubs and pubs, and to a slightly lesser extent at supermarkets, whilst less serious violence (harassment and common assault) was more common in and around supermarkets, then pubs and clubs. Subsequently serious woundings were more concentrated between the hours of 2200 and 0359 hours, and assaults with injury between the hours of 2100 hours and 0459 hours, although assaults with injury also occurred to a lesser extent throughout daytime hours because of the supermarket connection. Harassment offences tended to be more evenly spread throughout the day and night because of the dual association with supermarkets, plus pubs and clubs. Common assaults occurred any time between midday and 0359 hours, but reached a peak between 2300 and 0259 hours, which is interesting because pubs and clubs had lower levels of offending than supermarkets overall.

Convenience stores and supermarkets were mostly affected by shoplifting offences which took place during daytime hours; peak 1300 to 1659 hours.

LP Type – Street Locations

Overall 18% of crime connected to licensed premises occurred on Kingsland Road and Shoreditch High Street. Kingsland Road forms part the A10 south of Dalston Lane and Balls Pond Road ([see...](#)), and it runs into Shoreditch High Street where the A10 continues south towards the City ([see...](#)).

27% of licensed premise crimes occurred in the proximity of Shoreditch: Old Street, Curtain Road, Rivington Street, Hoxton Street / Square, Holywell Lane, Leonard Street and Great Eastern Street ([see...](#)). Old Street, Great Eastern Street and Holywell Lane also all connect with Shoreditch High Street and the bottom end of Kingsland Road.

Kingsland High Street, Stoke Newington Road and Stoke Newington High Street form the A10 North of Dalston Junction ([see...](#)) and these three roads accounted for 14% of licensed premise crime overall.

6% of licensed premise crime occurred on Mare Street that runs south on the A107 from the Narrow Way in Hackney Central, passing London Fields into Tower Hamlets ([see...](#)).

The same roads also appear to contain higher concentrations of licensed premises, but that might be not be unexpected considering this analysis focuses on crimes that occurred in and around licensed premises.

The following table identifies the roads where crimes were most associated with particular types of licensed premises.

Map..Top 65% LP Crime by street

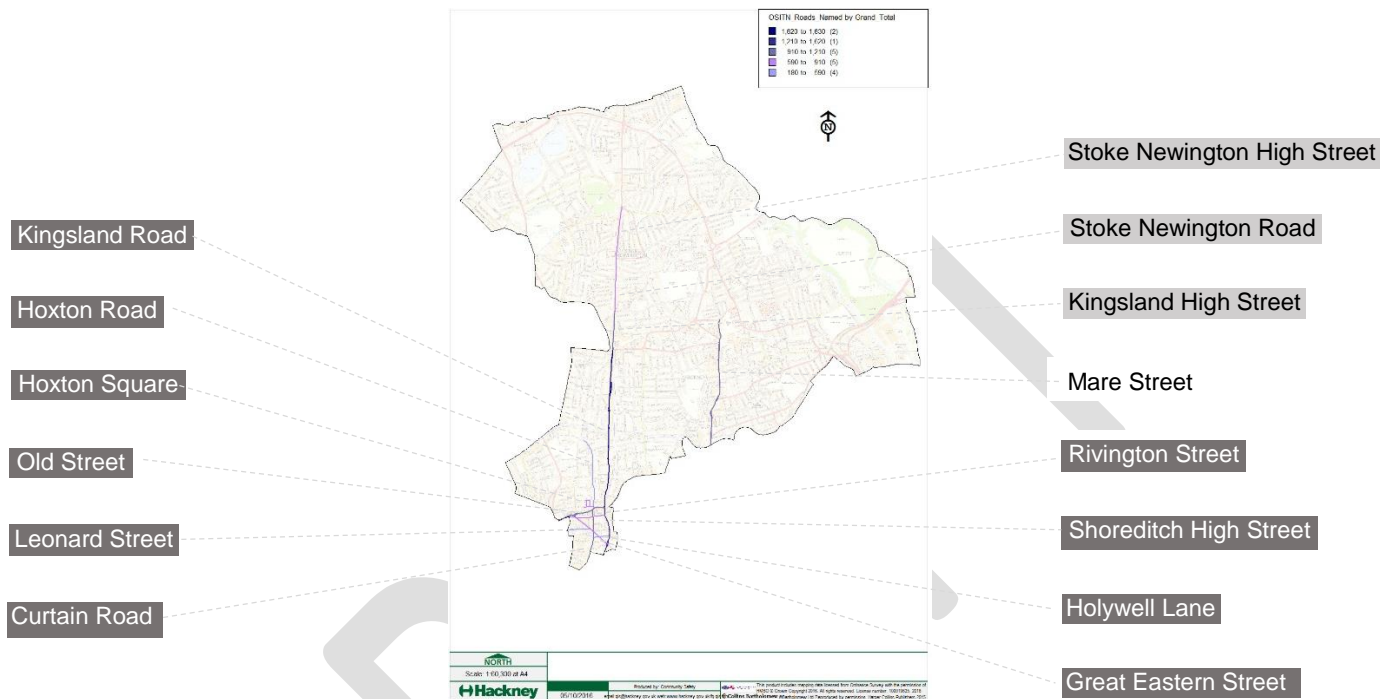


Table:...Main Location of Crime (Road) by Premise type FY2011/12 to FY2015/16

Licensed Clubs	Pubs	Supermarkets	Restaurants	Cafés	Takeaways
Kingsland Road	Kingsland Road	Morning Lane	Mare Street	Kingsland Road	Mare Street
Old Street	Curtain Road	Mare Street	Kingsland Road	Broadway Market	Kingsland High Street
Rivington Street	Shoreditch High Street	Stamford Hill	Kingsland High Street	Ashwin Street	Kingsland Road
Shoreditch High Street	Mare Street	Dalston Cross Shopping Centre	Shoreditch High Street	Dalston Cross Shopping Centre	Great Eastern Street
Kingsland High Street	Stoke Newington High Street	Well Street	Great Eastern Street	Mare Street	Old Street
Stoke Newington Road	Old Street	Amhurst Park	Hoxton Square	Kingsland High Street	Shoreditch High Street
Curtain Road	Great Eastern Street	Stoke Newington High Street	Stoke Newington High Street	Stoke Newington Church Street	Stamford Hill
Hoxton Square	Broadway Market	Kingsland Road	Stoke Newington Road	Stoke Newington High Street	
Great Eastern Street	Hoxton Square	Dalston Square	Broadway Market	Stoke Newington Road	
Holywell Lane	Kingsland High Street	Blackstock Road	Stoke Newington Church Street	Chatsworth Road	
Leonard Street	Hoxton Street	Clapton Common	Curtain Road	Great Eastern Street	
Richmond Road	Stoke Newington Church Street		City Road	Dalston Lane	
Stoke Newington High Street	Rivington Street		Old Street	Shoreditch High Street	
n = 4639 crimes	n = 3390 crimes	n = 2040 crimes	n = 739 crimes	n = 307 crimes	n = 181 crimes
= 29% all LP crimes	= 21% all LP crimes	= 13% all LP crimes	= 5% all LP crimes	= 2% all LP crimes	= 1% all LP crimes
= 85% of all licensed club crimes	= 72% all pub crimes	= 69% all supermarket crimes	= 74% all restaurant crimes	= 62% all café crimes	= 59% all takeaway crimes

Crimes occurring in the streets on table xxx accounted for 71% of all crimes at licensed premises. Looking at the distribution of crimes by premise type, crime locations for clubs and pubs overlap, particularly in the South of the borough (the Shoreditch area), and in Dalston / Stoke Newington. A more in depth look at the data found that in many instances some premises had been cross categorised as a club on one occasion and a pub on another occasion, and for this reason both were merged before any further analysis was undertaken. The location of most restaurant related crimes were also relatively consistent with those occurring in pubs and clubs, whilst café crimes were more concentrated in the Dalston / Stoke Newington area, and takeaways more focused in the Shoreditch area. The main exception was in crimes occurring in the vicinity of supermarkets, and other than Dalston, Shoreditch and Stoke Newington High Street locations were more dispersed.

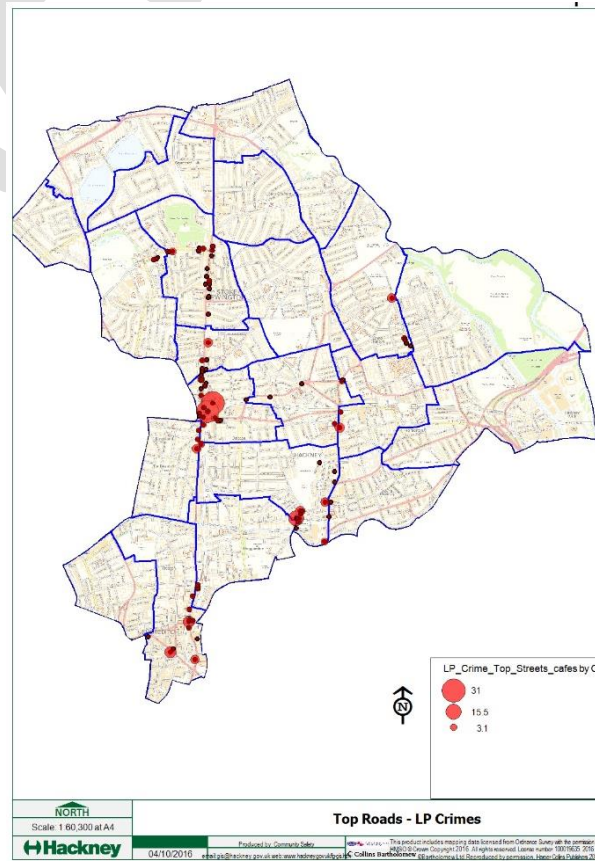
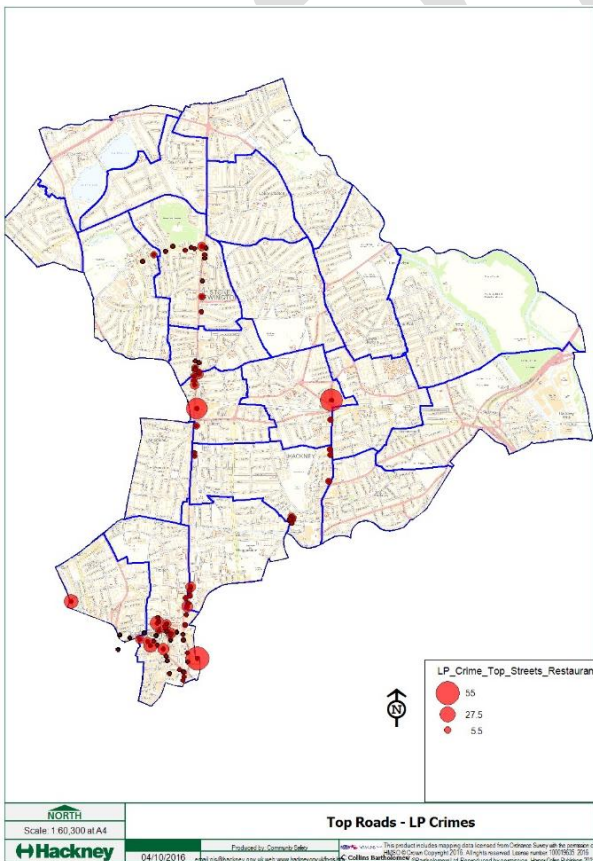
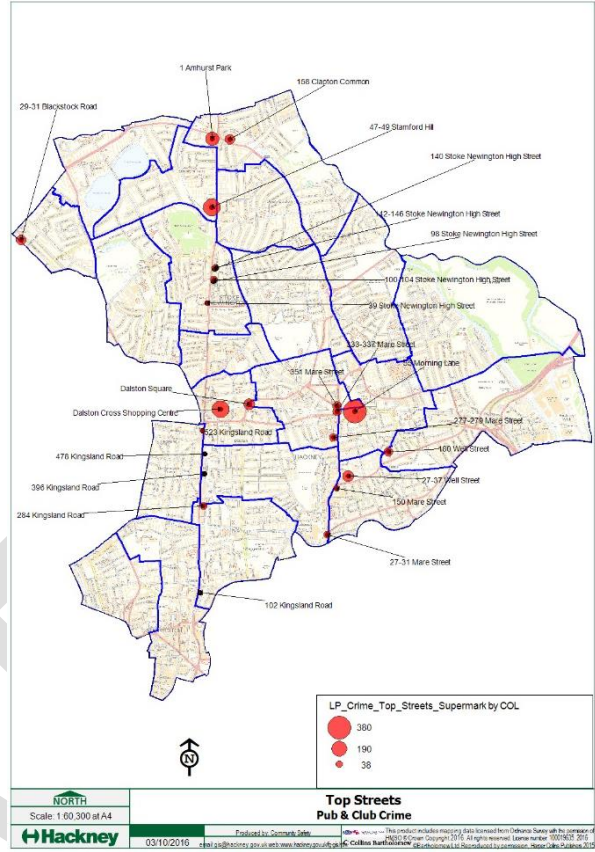
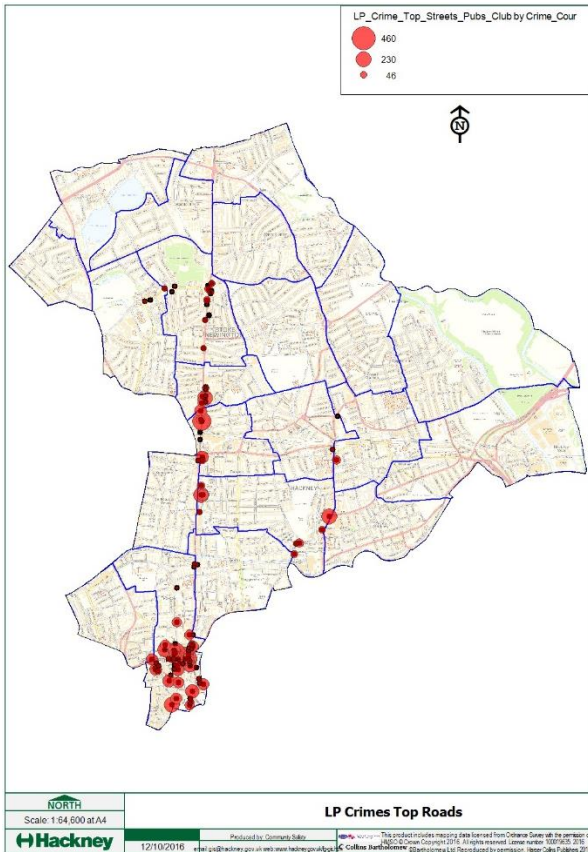
Maps.... to highlight the exact locations and types of premises associated with crimes for the last five years. Each dot represents an address (street name and number), and the size of the dot indicates the number of crimes associated with each venue (the larger the dot, the more crimes). Licensed clubs and pubs were merged together and venues with the highest volume of crimes were in Shoreditch, Kingsland Road, the Dalston area, Mare Street junction with Well Street, and Broadway market. It was a similar picture for Restaurants and takeaways, in that the main venues associated with crime were also in Shoreditch and Dalston, but Hackney Central featured more prominently than with clubs and bars. The crime areas associated with supermarkets were very different, in that there were next to no reported incidents in Shoreditch, and specific locations stood out; Dalston Cross shopping Centre, Hackney Central (Tesco's), plus Mare Street, Stamford Hill and Amhurst Park.

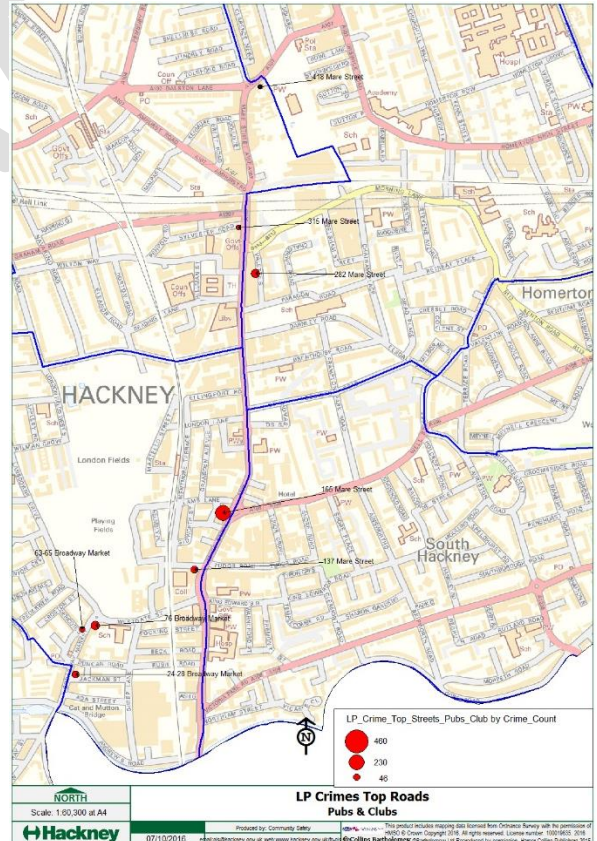
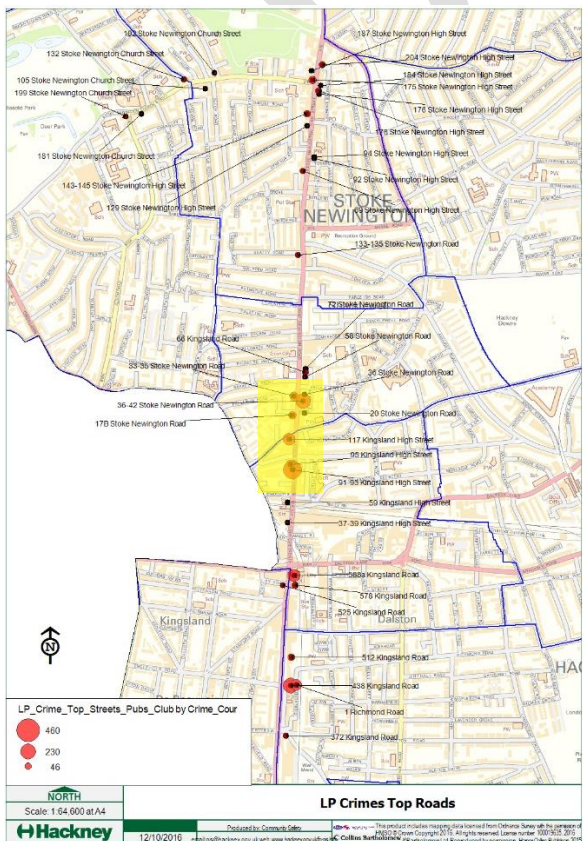
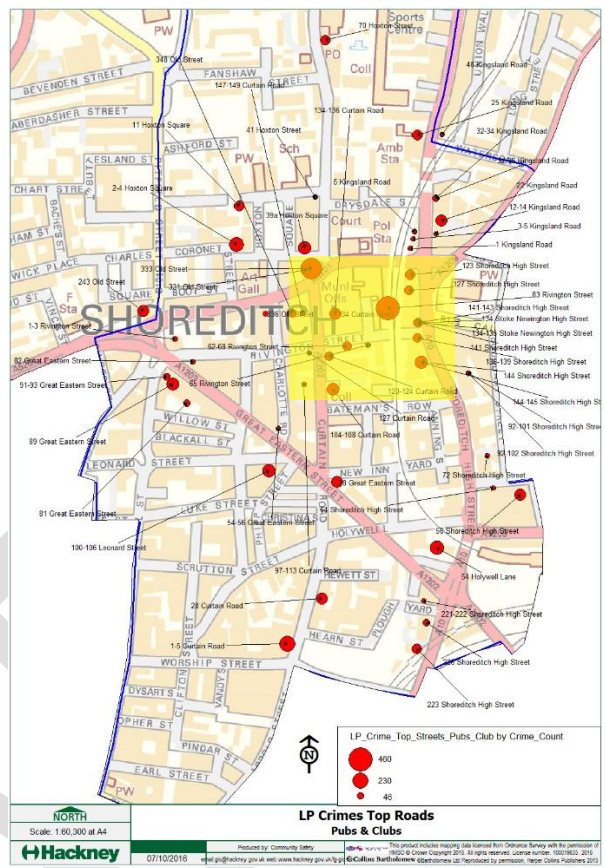
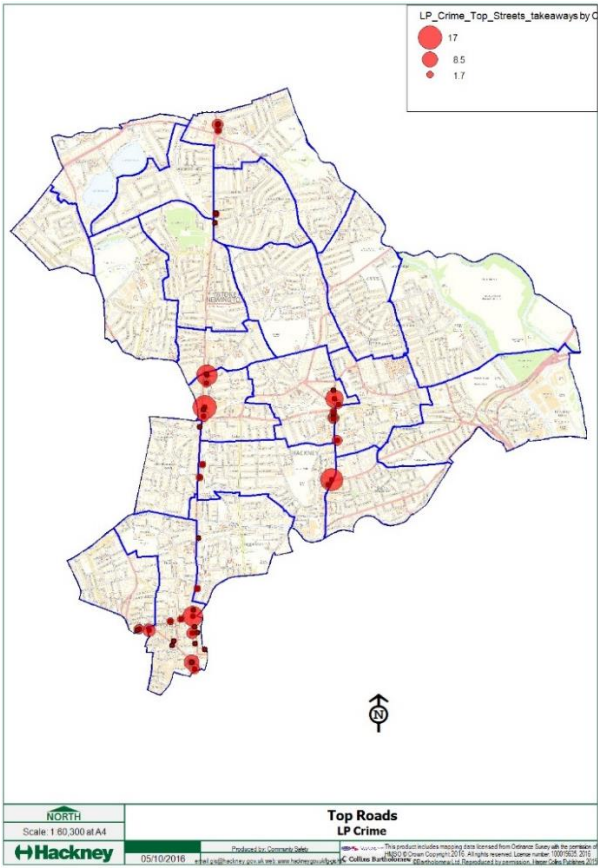
Maps to..... provide a more in depth perspective of venues associated with the various premise types in Hackney.

Bars and Clubs – Shoreditch

It is evident from the more detailed map (xx) that much of the crime associated with licensed premises in the Shoreditch area occurred in the vicinity of the Shoreditch triangle (Old Street / Shoreditch High Street / Great Eastern Street). The two venues contributing the most to crime were **Cargo's at 83 Rivington Street**, and the **333 Club on Old Street**. Other venues with high levels of crime were: **Hoxton Square Bar and Kitchen**, 2-4 Hoxton Square; **The Queen of Hoxton**, 1-5 Curtain Road; **Concrete**, 56 Shoreditch High Street; **Village Underground**, 54 Holywell Lane; **The Book Club**, 100-106 Leonard Street; **The Shoreditch**, 144-145 Shoreditch High Street; **Electricity Showroom**, 39a Hoxton Square; **Trapeze**, 89 Great Eastern Street; **Bar Music Hall**, 134-146 Curtain Road; **Hoxton Pony**, 104-108 Curtain road; **Roadtrip**, 243 Old Street; **Catch 22**, 22 Kingsland Road; **Old Blue Last**, 38 Great Eastern Street; **On the Rocks**, 25 Kingsland Road;

Map...





The Cornershop, 123 Shoreditch High Street; **Kitchen Restaurant and Bar (Zigfrid Von Underbelly)**, 11 Hoxton Square; **The Horse and Groom**, 28 Curtain Road; **Trafik**, 331 Old Street; **The Light Bar**, 223 Shoreditch High Street (although it is likely this venue closed around FY2014/15 since there have been no crimes since FY2013/14 and it is no trace on the 2016 licensing lists); **Comedy Café and Bedroom Bar**, 62-68 Rivington Street; **The Macbeth**, 70 Hoxton Street; **Café Kick**, 127 Shoreditch High Street; **The Dragon Pub**, 136-239 Shoreditch High Street; **Barrio East**, 141-143 Shoreditch High Street; **The Hoxton**, 81 Great Eastern Street (no trace licensing list); **The Strongroom Bar**, 120-124 Curtain Road; and **B@1**, 348 Old Street.

Between FY2011/12 and FY2015/16 crimes associated with these premises in Shoreditch reduced by 57% overall. Some venues experienced little change in crime volume over the years; Queen of Hoxton, The Shoreditch, and The Hoxton. A few premises were associated with more crimes over the years; The Bookclub (up 19% since FY2011/12), Bar Music Hall (up 35%), and The Cornershop (up 54% since FY2011/12, but down on peak year FY2014/15). Crimes associated with Cargo's fell by 59% and by 77% at the 333 Club. Both of these venues have large capacities, and Cargo's in particular has been cooperating with the police licensing team to tackle crime related issues.

Theft was the most prevalent crime occurring in the vicinity of these premises, with violent crime to a much lesser extent, although violence tended to cluster around a core group of venues: Cargo's, The 333 Club, The Hoxton Pony, The Shoreditch, and the Cornershop all of which are located within a few streets of each other (see highlighted section on map....). These venues alone were all in the top 10 venues for violence and accounted for 18% of all violence at pubs and clubs in Hackney over the 5 years. All but the 333 club experienced an increase of violence between FY2011/12 and FY2015/16, although offences increased at the 333 between FY2011/12 and FY2014/15 before dropping in FY2015/16 (although this was most likely the result of a licencing review prompted by high levels of violence). Of the violent crimes occurring at these few venues alone over the 5 year period, 69% (n=111) occurred between 0000 and 0259 hours. Assault with injury was the largest contributor (n=66) and all occurred between the hours of 2100 and 0559, with a peak time of 0000 to 0259 hours. Serious wounding was the 2nd highest contributor (n=40) with all incidents occurring between 2200 and 0459 hours, and Common assault was 3rd highest (n=39) with incidents a bit more spread out between 2000 and 0459 hours, but nonetheless with peak times of 0000 and 0259 hours. It is probable that venues in this activity node have later opening hours than other premises in the wider area. This might make for higher levels of pedestrian congestion in the area later at night as people converge on premises with later licencing hours, and in turn might lead to violent episodes as inebriated people navigate their way through busy bars, clubs and streets. There might be an argument for allowing more premises to have later opening hours across a wider concentric area to limit congestion. One such proposal would be to permit later licencing hours to venues outwards

from a central point to disperse the population more naturally as they make their way home ([reference](#)), but this might not be practical in Shoreditch since many visitors are not from Hackney, with most heading to transport hubs and taxi ranks to complete their journey home. Alternatively the consideration would be on maintaining the focus in one place, but with the provision of better place management and policing of the inevitable problems, particularly between the hours of 0000 and 0259 hours.

Bars and Clubs – Dalston and Stoke Newington

There were three areas where crimes clustered around bars and clubs in Dalston and Stoke Newington. The first was on Stoke Newington High Street (North of map xx) where incidents were mostly connected to **The Three Crowns** at 175 Stoke Newington High Street, **The Coach and Horses** at 178 Stoke Newington High Street, and **The Rochester Castle** at 143 to 145 Stoke Newington High Street. Crime volume was generally lower in this area than elsewhere in Dalston (Kingsland High Street, and Kingsland Road).

The most prominent cluster in Dalston was located between 91 to 93 Kingsland High Street (**The Alibi**), and 36 to 42 Stoke Newington Road (**The Nest**), and these two venues featured heavily in terms of crime volume even when compared to venues in Shoreditch. Both were in the top 5 venues for crime associated with bars and clubs in the borough. Within this stretch of road other venues have also been linked to crime: **Open the Gate (Birthdays)**, 33 to 35 Stoke Newington Road; **Efes Snooker Club**, 17b Stoke Newington Road; **The Jazz Bar**, 4 Bradbury Street; **Dalston Superstore**, 117 Kingsland High Street, and **Dalston Pizza**, 95 Kingsland High Street. Between FY2011/12 and FY2015/16 the number of crimes at Alibi's fell overall by 31%, however whilst crime dropped between FY2011/12 and FY2013/14, it rose in FY2014/15 with no change in FY2015/16. At the Nest, crime volume hasn't changed much since FY2011/12, although FY2012/13 was the peak high and crime incidents subsequently dropped and then fluctuated between FY2013/14 and FY2015/16. Crime levels reduced at the Dalston Superstore, the Jazz Bar in Bradbury Street (down 87%) and Efes Snooker Club. Whilst the area stands out, the level of crime linked to actual licensed bars and clubs in this location fell overall. Most of the crimes at these venues was theft related, with some violence but at lower levels than Shoreditch. This is also evident from map xx which highlights the areas containing the top 54% of all violence.

The third cluster in the Dalston area was on Kingsland Road, junction with Richmond Road. The three premises that stood out there were **Passing Clouds** (now closed permanently), **The Haggerston** pub (438 Kingsland Road) again mostly for theft offences, and **Visions** nightclub (588a Kingsland Road). Most of the crime at Visions was theft person (pickpocket) and other theft, and there was a net increase by the end of FY2015/16 although theft levels fluctuated up and down a bit

year on year. Violent crime also increased at Visions between FY2011/12 and FY2015/16; until FY2014/15 there had been virtually no reports of violence.

Bars and Clubs – Hackney Central, Mare Street and Broadway Market

There are broadly speaking 3 main locations for crime at pubs and clubs in this part of Hackney, but overall there were fewer pubs and clubs situated in the wider area overall (see map 4 above).

The first location was in the vicinity of Hackney Central, and the venue that stands out most was the **Wetherspoons** at 282 Mare Street. The other two venues in the wider Hackney Central area were **The Cock Tavern** at 315 Mare Street, and **Tommy Flynn's** at 418 Mare Street (top of the Narrowway). The Wetherspoons had the 4th highest volume of violence compared to other pubs / clubs in the borough, and levels increased over the years.

In the southern half of Mare Street are located the **Dolphin Pub** (165 Mare Street), and **The London Fields pub** (137 Mare Street). The Dolphin was linked to the most crimes in this area, and on its own was one of the top ten pub / club locations for crime in Hackney. By FY2015/16 crime levels had vastly reduced at the Dolphin, however crime levels were high between FY2012/13 and FY2013/14. This might in part have been due to the licensing review and temporary revocation of the late night licence at the Dolphin in 2013, although this decision was later reversed and the late night licence re-established in September 2014 (FY2014/15). Most of the crime at the Dolphin was theft related, and this was the basis on which the Police originally reviewed the licence at the venue. Analysis of A&E data for violent injuries has also highlighted the Dolphin as a location associated with violent crime, and it also had the 7th highest volume of police recorded violence when compared to all pubs and clubs in the borough. The vast majority of crimes reported at the Dolphin did appear to correlate to the later opening hours; violence levels were most prevalent between 2300 and 0559 hours, whilst theft offences were most prevalent between 2300 and 0459 hours.

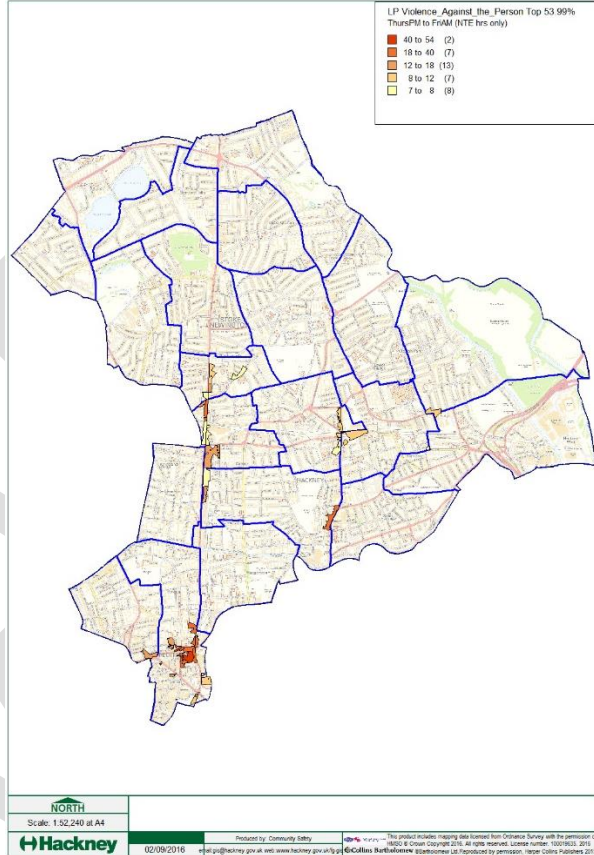
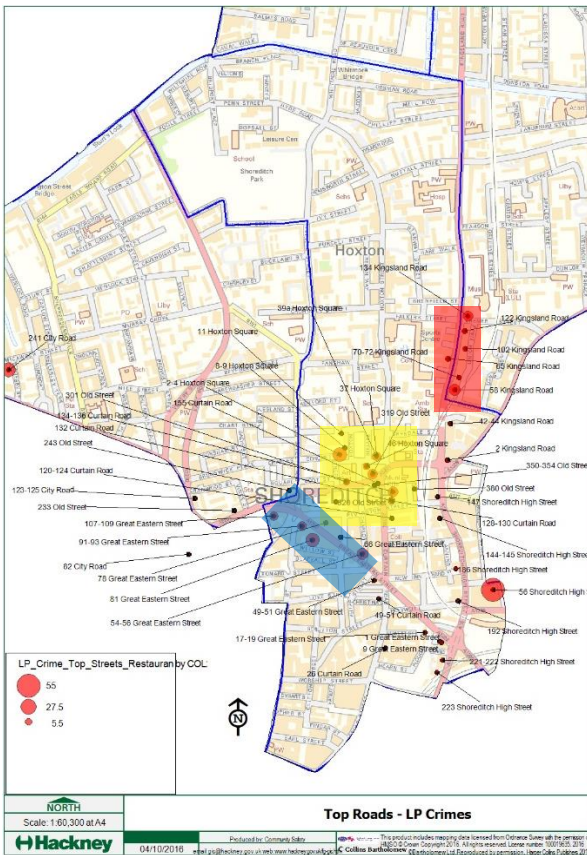
Restaurants – Shoreditch

The picture of crimes in and around restaurants in Shoreditch differs somewhat from the pub / club crime picture described above. There were low level clusters: In the Curtain Road / Hoxton Square area (highlighted **yellow**); along Kingsland Road (highlighted **red**), between 58 Kingsland Road (Viet Grill) and 134 Kingsland Road (Song Que Café, although also listed as Loong Kee, and Namcaphe); and on Great Eastern Street (highlighted **blue**), between 54 to 56 Great Eastern Street (Reds True BBQ, although police data also linked to Great Eastern Dining Rooms, and Casa Negra at the same address) and 107 to 109 Great Eastern Street (Best Mangal). Crime at these locations was not particularly high over the last five years. There was also some overlap with the club / pub crime list particularly in the Curtain Road / Hoxton Square area where restaurant crimes were linked to Hoxton

Square Bar and Grill, and New Bar Music Hall, although there were some previously unreferenced venues such as Busaba in Old Street, and Red Dog Salloon in Hoxton Square, but none were associated with high offending levels. The one outstanding venue was Concrete’s at 56 Shoreditch High Street. Most of the crimes linked to Concrete’s were theft related, but over the years (FY2011/12 to FY2015/16) crime has reduced enormously in the locality of this venue (down 80%, 78 fewer crimes).

Map xx: Crimes linked to Restaurants – Shoreditch

Map xx: Postcodes with top 54% VAP (All Years)



Restaurants – Dalston and Stoke Newington

Aside from some relatively low level clusters along Stoke Newington Church Street (North West on map xx), and a cluster of again low level crimes associated to restaurants between 95 Kingsland Road and 33 to 35 Stoke Newington Road, the main venue of interest was 36 to 42 Kingsland High Street, which is the Dalston McDonalds. Over the years there was a mix of crime reports although mostly thefts and violence. Crime levels increased in FY2013/14, but have fallen each year since.

Restaurants – Mare Street and Broadway Market

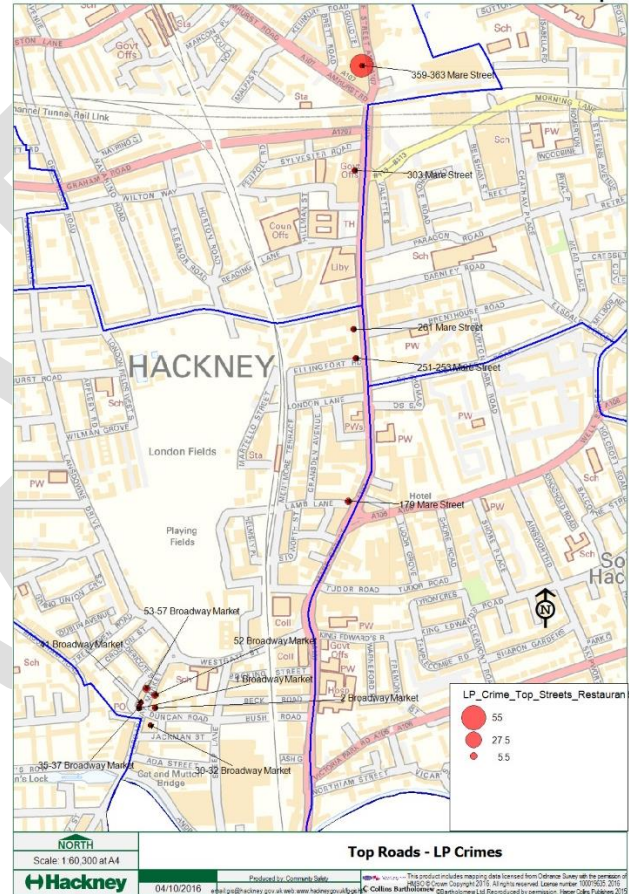
The stand out venue linked to crime on Mare Street is 359 to 363 Mare Street, which is also McDonalds. This premise has a long standing history of associated crime and anti social behaviour (ASB), and over the years crime reports associated to this venue have risen overall. There is an

almost even split between theft and violent crime at this address; common assault, harassment and assault with injury all of which increased in number during FY2015/16. Violence at this McDonalds occurred at various times throughout the day, with no prominent timeframe (both during daytime and night time economy hours). The only other cluster was in the vicinity of Broadway Market, however it should be noted that these represented too few crimes to be of any major significance, and bearing in mind the higher volume of other licensed premises located at Broadway Market it is not extraordinary in terms of crime volume.

Map xx: Crimes linked to Restaurants – Stoke Newington & Dalston



Map xx: Crimes linked to Restaurants – Mare Street and Broadway Market

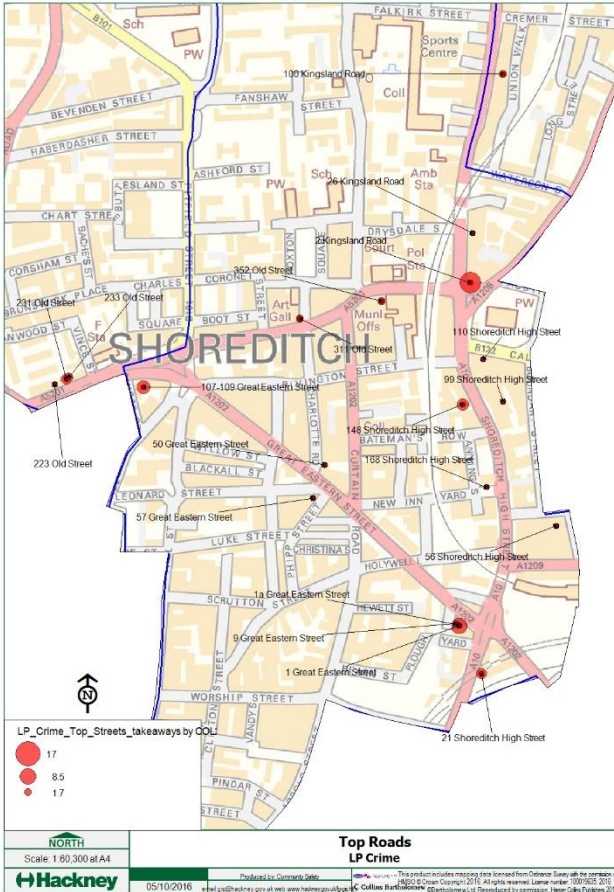


Other Premise types and offending patterns

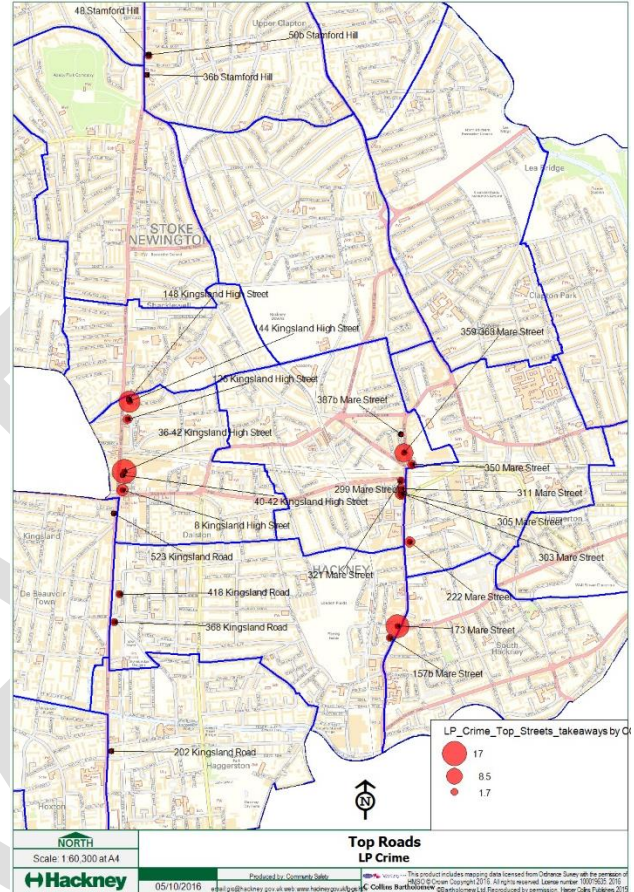
Takeaways in Shoreditch with higher levels of crime were located at the corners of the triangle. One towards Old Street, One where Great Eastern Street meets Shoreditch High Street, and one at the Old Street / Shoreditch High Street / Kingsland Road intersection. Most of the venues in this are appear to be kebab / fast food outlets. It is possible that these three pinch points at main road / transport intersections are more vulnerable with people heading to transport hubs as they make their way home late at night and stop for a bite to eat. That said volume wasn't particularly high at any location (see map xx). In Dalston the takeaways most associated with crime were Nando's at 148

Kingsland High Street, Tennessee Chicken at 126 Kingsland High Street and McDonalds at 36 to 42 Kingsland High Street. On Mare Street it was also McDonalds (359 to 363 Mare Street), and another premise further down Mare Street in the region of the Dolphin pub; Carolina Pizza at 173 Mare Street (see map xx).

Map xx: Crimes linked to Takeaways – Shoreditch



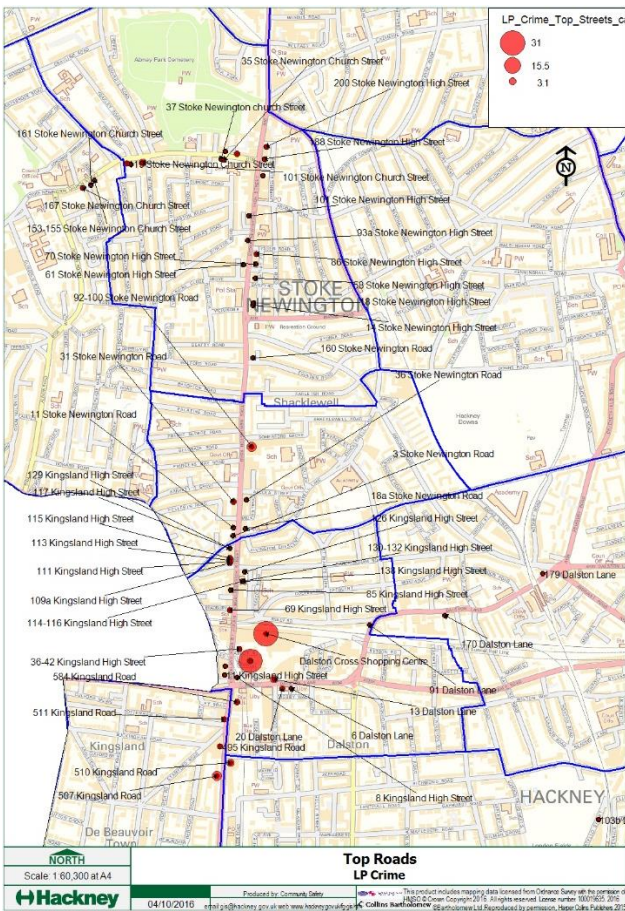
Map xx: Crimes linked to Takeaways – Dalston and Mare Street



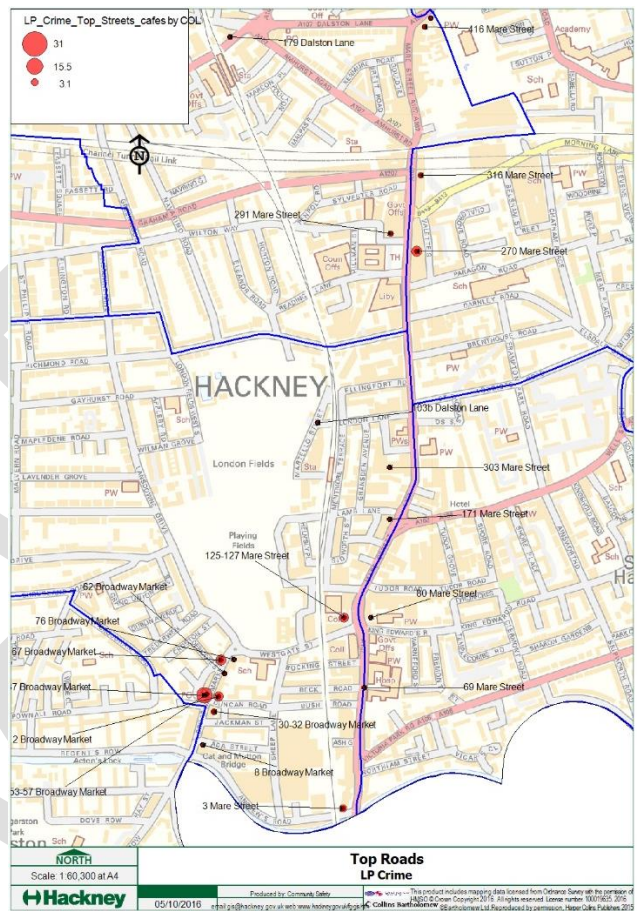
Crime at Café's is relatively dispersed across the borough, and only a few locations stand out. One such location is at Dalston Cross Shopping Centre in Dalston, and another at 18 to 22 Ashwin Street (Café Oto) a short distance away. This is part of Dalston is a busy shopping destination and theft was the main problem at these locations (see map xx). Broadway Market also featured with a small cluster of low level crimes in the vicinity of café's most notably 35 to 37 Broadway Market (La Bouche Delicatessen & Café), 67 Broadway Market (Climpson and Sons Café), and 2 Broadway Market (Market Café). Bearing in mind the total number of café's in the Borough and their location these two areas are not overly significant as many such premises would be located in the same area, attracting a number of people, and as such these areas are typical crime generators for crime with an abundance of suitable targets for motivated offenders.

A few supermarket premises experienced higher levels of crime at a few locations across Hackney. Tesco's in Morning Lane was responsible for the most crime, followed by Morrisons at Stamford Hill, then Sainsbury's at Dalston Cross, Sainsbury's at Amhurst Park, lidl's at Well Street, and the Co-op in Dalston Square.

Map xx: Crimes linked to Café's – Dalston and Stoke Newington



Map xx: Crimes linked to Café's – Broadway Market and Mare Street



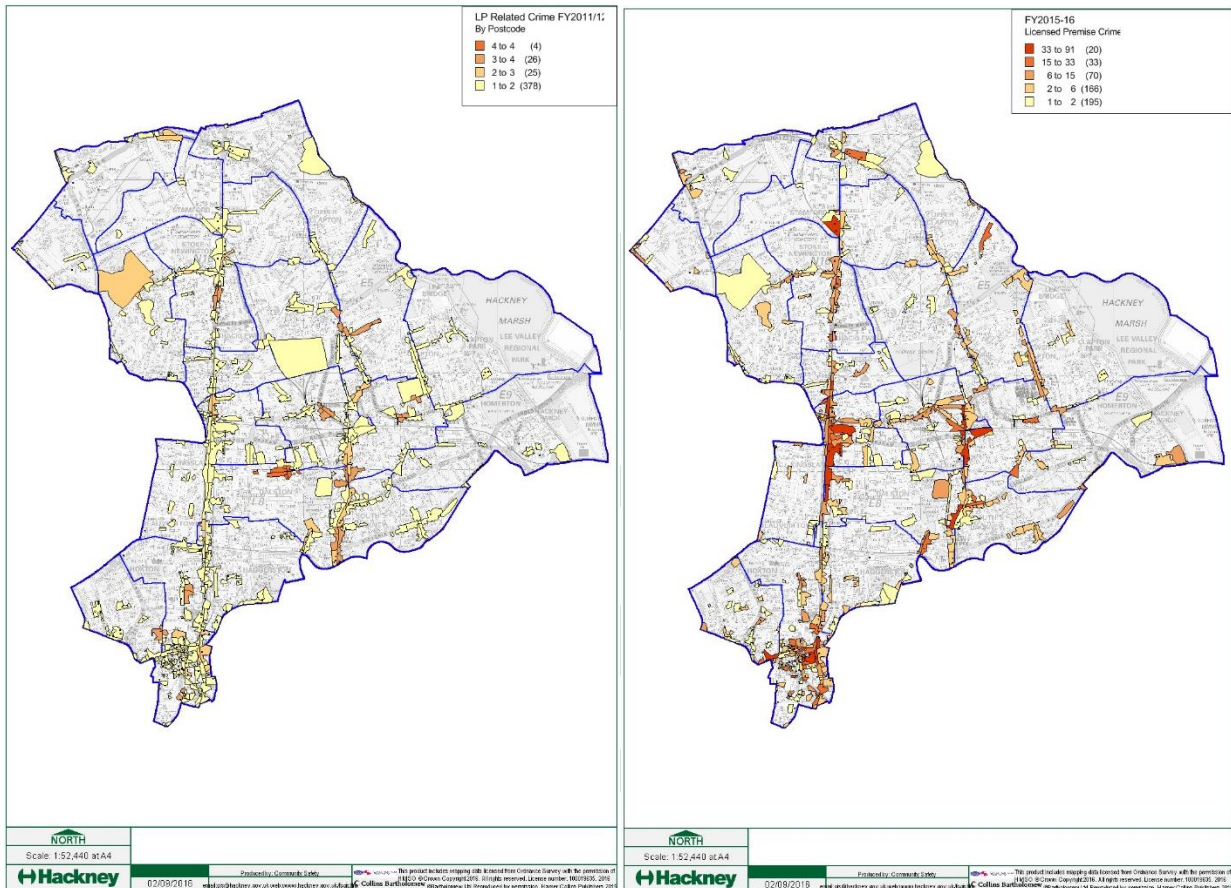
LP Crime – Ward Summary

Over the five years Hoxton East and Shoreditch experienced the highest volume of crimes (consistently), although incident levels fell consecutively each year. Dalston had the second highest volume of crime and levels reduced overall, with year on year fluctuations. London Fields had the third highest volume of crime which reduced from FY2013/14. Stoke Newington was 4th highest but incident levels were consistently lower than the top three wards. Hackney Central and Homerton wards both experienced increases in crime and by FY2015/16 both were experiencing higher levels of crime than Stoke Newington. Crime in these two wards (plus Hoxton West) also increased the most proportionally. This is indicative of growing markets, although doesn't yet appear to be a major proliferation of bars / clubs in Homerton and Hackney Central, but other types of licensed premise have risen. Other wards that noted an overall increase in licensed premise crime (although

numbers still lower than the top wards overall) were Hoxton West, Leabridge, Springfield and Woodberry Down. The increase of crime in Hoxton does not appear linked to an increase of premises in the locality, since the maps above show minimal change between 2012 and 2016. Leabridge has seen an increase in the number of premises, but this doesn't appear to be the case in Springfield and Woodberry Down.

Map 8: LP Crimes by Postcode FY2011/12

Map 9: LP Crimes by Postcode FY2015/16



Maps xx and xx illustrate the postcode areas where licensed premise crime was most concentrated between FY2011/12 (map 8), and FY2015/16 (map 9). There is consistency with the areas most affected, but despite the reduction in crime between FY2011/12 and FY2015/16, it would appear that crimes have increased in intensity at specific locations over the years; most notably in the Dalston, Shoreditch, Hackney Central, London Fields, and Stoke Newington areas.

Maps xx to xx illustrate crime rates per club and pub in each postcode during NTE priority hours, including Thursday evenings¹⁹ because these appear to be the most prominent hours for licensed

¹⁹ Thursday PM to Friday AM, Friday PM to Saturday AM, Saturday PM to Sunday AM

premise crime to occur. Note that some areas remain blank because there were no licensed premises there, even though there might have been crimes.

Over the years there hasn't been a shift or change in the postcode areas experiencing higher rates of licensed premise crime, however comparison of FY2011/12 with FY2015/16 does suggest that intensity has grown at some locations in Hackney Central, Dalston, and some parts of Shoreditch. Overall there is not much difference between the crime rate maps and the general crime volume.

Maps xx to xx illustrate crime rates per other licensed premises in each postcode during NTE priority hours, including Thursday evenings. As with crime volume maps for other licensed premises, this suggests a more dispersed pattern of crime than with pubs, bars and clubs, however as has been previously discussed other premises outweigh pubs and bars in number and are more spread across the borough, so this isn't unexpected. There were some noticeable differences for example the impact of other licensed premises on crime in the vicinity of Hackney Marshes, the areas around the Olympic park, and locations in the North West (Brownswood, Clissod and Woodberry down) didn't feature as strongly in crime rate maps. Between FY2011/12 and FY2015/16 it does appear that crime rate intensity has increased in some areas particularly in Shoreditch and Hackney Central, and this is a consistent finding.

The following maps also focus on FY2011/12 and FY2015/16 but have focused on the areas containing the most crime overall.

Map xx: Postcodes with top 52% Crime FY2011/12

Map xx: Postcodes with the top 51% crime FY2015/16



Comparison of maps xx and xx also reveals that over half of licensed premise crime is actually concentrated in only a few locations: Dalston, Shoreditch, Hackney Central / Homerton, and to a lesser extent London Fields. Analysis of these to follow.

Hoxton East and Shoreditch

By 2016 there were 253 licensed premises in Hoxton East and Shoreditch (up from 171 in 2012), which is more than any other ward in the borough; 21% of the borough total. This includes 8 night clubs, 33 off licences, 60 bars and 85 restaurants, 4 hotels, 9 takeaways, 5 supermarkets and 6 café's. Much of the growth in this ward has been in the restaurant, and then pub / bar sectors.

Most crimes (87%) associated with licensed premises occurred between 2000 and 0359 hours; peak hours of 2300 to 0159 (53%). Friday's to Sunday's experienced more crime than other days, specifically Friday PM to Saturday AM, and Saturday PM to Sunday AM (between 2100 and 0359 hours); 61% of ward total. In the latter years, Thursday's have also begun to feature; if Thursday PM to Friday AM between 2100 and 0359 hours are added to above, this rises to 71% of the ward total. Peak hours on a Thursday were more limited between 2300 hours on a Thursday and 0159 hours on the Friday morning suggesting that Thursday nights are not yet quite as prevalent as Friday and Saturday nights.

As discussed in the section above, many of the higher crime premises were located on streets in Hoxton East and Shoreditch, although licensed premise crime fell by 51% between FY2011/12 and FY2015/16. Overall most of the crime in this ward was theft (87%), and then violence (9%). Whilst there was a 60% reduction in theft offences, violent crime increased by 68%, particularly serious wounding (up 350%, 39 more crimes so % increase brought about by low numbers), common assault and harassment. Overall there was a reduction in assault with injury, but as already explained in the previous section counts fell between FY2011/12 and FY2013/14, and then started to rise again from FY2014/15. See above section for specific venues of note for higher crime.

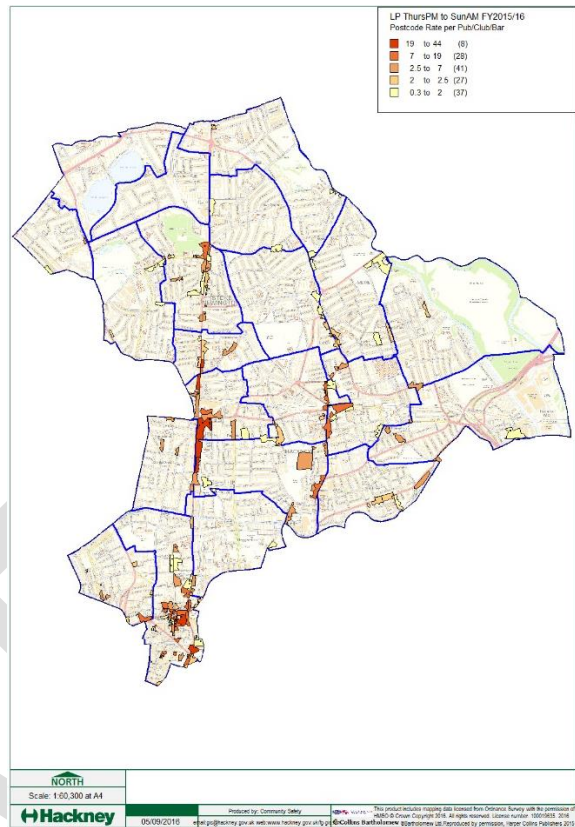
Dalston

By 2016 there were 90 licensed premises in Dalston (up from 54 in 2012), and it had the fourth highest number of premises; 7% of the borough total. By 2016 there were 28 restaurants, 15 pubs / bars, 3 nightclubs, 11 off licences, 3 takeaways, 6 supermarkets, 2 hotels, 3 cinemas / theatres, 3 cafés, and 16 other licensed premises. The largest area of growth was in the restaurant trade.

**Map xx – Postcode Crime rate per bar/pub/club
FY2011/12**



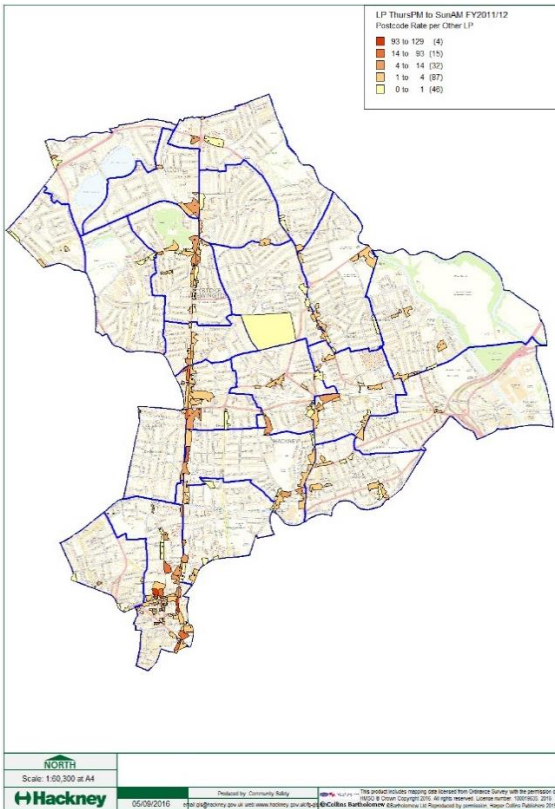
**Map xx – Postcode Crime rate per bar/pub/club
FY2015/16**



**Map xx – Postcode Crime rate per bar/pub/club
FY2011/12 to FY2015/16**



**Map xx – Postcode Crime rate per Other LP
FY2011/12**



**Map xx – Postcode Crime rate per Other LP
FY2015/16**



**Map xx – Postcode Crime rate per Other LP
FY2011/12 to FY2015/16**



The temporal pattern of offences in Dalston differed slightly from Hoxton East and Shoreditch in that most crime (51%) occurred between the hours of 2300 and 0359 hours, although in the latter years crimes started to rise from 2200 hours; peak times of 0100 to 0259 hours. Crimes occurred throughout the day albeit to a lesser extent, and this might be explained by the dual markets (day time busy shopping district, and night time economy) in Dalston that doesn't exist in Hoxton East and Shoreditch. Friday's to Sunday's experienced the most crime overall (67%) of the total, particularly between Friday PM to Saturday AM, and Saturday PM to Sunday Morning between 2200 hours and 0459 hours (42%). As with Hoxton East and Shoreditch the latter years also saw more crimes reported on a Thursday PM to Friday Morning, and if this is added to above, it rises to 51% of the total.

The high crime premises in this ward have already been discussed above. Overall, licensed premise crime reduced by 18% in Dalston between FY2011/12 and FY2015/16. Theft accounted for 87% of crime, and violence for 9%, so this is consistent with Hoxton East and Shoreditch. Between FY2011/12 and FY2015/16 thefts dropped by 28%, whilst violence increased by 53%. The largest increases in violence were again serious wounding, harassment and common assault, but overall numbers were low each year, and assault with injury offences followed the same pattern as Hoxton East and Shoreditch.

London Fields

By 2016 London Fields had a total of 95 licensed premises (up from 61 in 2012). By 2016 there were 34 restaurants, 12 bars / pubs, 3 nightclubs, 17 off licences, 3 supermarkets, 4 takeaways and 22 other premises. Again the largest area of growth was in restaurants, but also in other licensed premises. It was noted that there were no café's in the licensing list, so these might have been classified as other licensed premises at the point of licensing classification. The three nightclubs also did not exist in 2012; two of these relate to the same premise at 1a Westgate Street (Netil House), and the other was the laundry event space in Warburton Road, although neither featured in the top licensed premise locations above. There was no growth in the number of bars and pubs between 2012 and 2016.

In London Fields crimes associated with licensed premises started to rise from 1000 hours in the morning, although most offences occurred between the hours of 2200 and 0339 hours (60%). Overall more crimes occurred on a Saturday and Sunday (61%), with incidents rising from 1400 hours on Saturday's until 0359 hours on Sunday's (34%). Friday nights into Saturday mornings featured to a lesser extent, with peak hours of 2200 to 0359 hours (22%). This suggests some difference in the economy at London Fields, in that weekend activities (Saturday afternoon) also had an impact on the crime figures. Licensed premise crime at this location isn't just associated with night time

economies, or just bars, pubs and clubs, and this was also evident from the analysis of high crime premises at certain street locations discussed above. In so far as pubs and clubs went, there were only 3 venues of note in London Fields, although they had relatively low levels of crime; **The Cat and Mutton** at 76 Broadway Market, the **Dove Freehouse and Kitchen** at 24 to 28 Broadway Market, and **Off Broadway** at 63 to 65 Broadway Market but none featured in the top ranked premises for licensed premise crime. Café's and Restaurants also contributed to crime at this location. Part of the reason for the difference in crime profile might be attributed to variety; growth in licensed premise trade has not been limited to bars and pubs, but in a range of licensed venues offering more choice and perhaps with more varied hours. This might be of relevance in the ongoing management of the area and the future growth of licensing activities.

Again the high crime premises in this ward have already been discussed above, and crime levels at these venues was somewhat limited compared to Dalston and Shoreditch. Overall licensed premise crimes reduced by 10% in London Fields between FY2011/12 and FY2015/16. In this ward 88% of crime was theft, and 8% violence. Thefts reduced 22% in London fields whilst violence increased 75%, and in common with other wards the largest rises in violence were serious wounding, harassment and common assault. Assault with injury also followed the same pattern as elsewhere.

Stoke Newington

By the end of 2016 there were 97 licensed premises in Stoke Newington (up from 73 in 2012). The main area of growth was in restaurants and then pubs / bars, although neither increase was particularly high. By 2016 there were 32 restaurants, 25 pubs / bars, 19 off licences, 7 supermarkets, 6 other licensed premises, 4 takeaways, 2 cafés, and 1 nightclub. Stoke Newington has the second highest number of licensed premises but crime levels are nowhere near as high as in Hoxton East and Shoreditch (8x higher), Dalston (2.4x higher), and London Fields (1.8x higher). Previous research found that victims of crime in this area were mostly local and slightly older than victims in Dalston and Shoreditch. It is possible that Stoke Newington still caters for a predominantly local and more mature clientele, hence the lower crime levels and rates particularly for bars and pubs.

In Stoke Newington crimes were relatively prevalent throughout the day (from 1000 hours) and into the night, but peak hours were earlier than elsewhere; 2100 to 2359 hours. It may be that there are fewer late night licences in this area, but this would require some further investigation to confirm. Overall more crimes occurred between Friday's and Sunday's (59%), although Saturday's were frequently higher than other days of the week, and crimes were prevalent throughout the week, particularly in the evenings (2000 to 2359 hours). There was some clustering of crimes at the core NTE hours and days; Friday nights to Saturday mornings, and Saturday nights to Sunday mornings

(2000 to 0359 hours), although the peak hours were still between 2100 and 2359 hours on Friday and Saturday nights.

Overall crime reduced by 16% in Stoke Newington between FY2011/12 and FY2015/16. 79% of crimes were theft, and 15% violence, which means that violent crime was higher as a proportion of other crimes in this ward, and violent crime levels were on a par with those experienced in London Fields and Hackney Central. The increase in violence was mostly due to rises in serious wounding and harassment, but there was a drop in common assault, and assault with injury levels dropped initially and then began to rise again from FY2014/15. Only three premises experienced more than one count of serious wounding in the 5 year period; **Rochester Castle** at 145 Stoke Newington High Street, **The Traditional Turkish Café** at 121 Stoke Newington Road, and **The Auld Shilleigh** at 105 Stoke Newington Church Street. Other locations with higher levels of violence were **Iceland's** at 142 to 146 Stoke Newington High Street, and **Bar a Bar** at 133 to 135 Stoke Newington Road. Violent crimes were spread across a number of licensed venues, although many of the premises with the highest levels of violence (almost 50%) were located on Stoke Newington High Street.

Hackney Central

By the end of 2016 there were 65 licensed premises in Hackney Central (up from 43 in 2012), and this consisted of 17 off licences, 15 restaurants, 7 pubs / bars, 10 other licensed premises, 7 supermarkets, 2 takeaways, 2 social clubs, 2 cinemas (Hackney Empire two licences), 2 cafés, and 1 Church. The Hackney Picturehouse was counted in Homerton ward (see below). Again the business area of most growth was restaurants, with minimal growth in pubs / bars (only 2 more). Hackney Central has the 6th highest count of licensed premises in Hackney overall, and in the last five years there have been approximately 5 new licensed premises each year. What is not clear is how this will change over the next few years, as Hackney Central and Homerton wards undergo regeneration and investment, particularly as the area around both wards develops into a high end retail / shopping centre ([Hackney Walk](#), formerly the fashion hub is described as London's first luxury outlet), drawing in people from across London for shopping and socialising.

Crimes associated with licensed premises in Hackney Central occurred at all times of the day and night, with no real peak hour of offending. Incidents started to rise in number after 1000 hours and remained consistent until 0259 hours, although crimes occurring between 0000 and 0259 hours were more prevalent on Saturday's and Sundays. Offences occurring between 0000 and 0259 hours were relatively non-existent back in 2011/12, but started to climb from FY2013/14, so this does point to a developing night time economy, and Oslo's bar opened during this time. Similarly in FY2011/12 crimes mostly occurred on weekdays, but in the last two years (FY2014/15 and FY2015/16) crime

at weekends has started to rise; particularly on Saturdays. This again supports the theory that the area is undergoing some change.

Unlike wards with long established night time economies, Hackney Central experienced an overall rise in crimes between FY2011/12 and FY2015/16 (up 87%), although there was no change in crime levels between FY2014/15 and FY2015/16. Overall this ward was ranked seventh highest, but in FY2014/15 and FY2015/16 it had the fourth highest levels of licensed premise crime in Hackney, and has risen in prominence in the last two years. Thefts accounted for 73% of licensed premise crime in this ward, and violence for 18%. Unusually both theft and violence increased in Hackney Central; theft up by 95% and violence by 200% (from 17 in FY2011/12 to 51 in FY2015/16). Shoplifting was the type of theft that increased the most, but theft person and other theft also increased. All types of violence increased. The licensed premise associated with most crime in Hackney Central was **Oslo's** at 1 to 3 Amhurst Road. This venue wasn't highlighted in the above section (top streets) because Amhurst Road because this was the only high crime venue on the street. Oslo's opened in FY2013/14, and this coincided with the change in temporal patterns described above. Crime levels at Oslo's (mostly other theft and theft person) peaked in FY2014/15 before dropping substantially in FY2015/16. **Marks and Spencer's** at 351 Mare Street was the second highest licenced venue in Hackney Central, but most of the crimes there (shoplifting) were probably linked to its activity as a retail outlet rather than licensing (alcohol sales). **Iceland** supermarket at 337 Mare Street was the third highest crime venue, but again this was mostly linked to shopliftings, and **McDonalds** at 359 to 363 Mare Street was the fourth highest crime premise (see above section for crime overview). Four of the top six licensed venues for crime in this ward were more prone to retail crime (shoplifting). This probably helps to explain much of the daytime temporal pattern of crime, but at the same time highlights the risk from a growing retail sector. McDonalds and Iceland experienced the highest volume of violence over the 5 years.

Homerton

By the end of 2016 there were 49 licensed premises in Homerton (up from 31 in 2012), and this consisted of 15 off licences, 8 pubs, 7 restaurants, 8 other licensed premises, 5 supermarkets, 3 takeaways, 1 social club, and 1 cinema. No one type of premise expanded more than another in this ward.

Overall most crime associated with licensed premises in Homerton occurred during daytime hours; peak time 1300 to 1959 hours (58%). Offences extended into the early hours but to a lesser extent after 2000 hours (until 0259 hours), although this might be beginning to change. In FY2011/12 crimes between 0000 and 0359 hours accounted for 9% of crime in Homerton, and this was relatively consistent until FY2015/16 when a slight shift was observed, and the same hours accounted for 12%

of crime. This was the first year that crime had risen (proportionally) between the hours of 0000 and 0359 so it is not possible to confirm whether this was an emerging trend or just an anomaly, but it might suggest a shift in offending behaviour linked to growing / changing economies in the ward. In Homerton crimes are spread throughout the week; if anything crime levels were lower at weekends, than during weekdays here and there was little to suggest that the changes related to an emerging weekend economy.

Between FY2011/12 and FY2015/16 crimes in Homerton increased by 26%, but as with Hackney Central there was no change in crime levels between FY2014/15 and FY2015/16. Crime levels in Homerton were higher than in Hackney Central overall, but not FY2014/15 and FY2015/16. Thefts accounted for 74% of all crime, and violence for 18%. As with Hackney Central both violent crime and theft offences increased between FY2011/12 and FY2015/16, and again theft rose the most; violence up 17%, theft up 29%. Theft person, other theft, shoplift, and theft of pedal cycles all increased. Shoplift offences actually peaked during FY2013/14 and FY2014/15 but dropped in FY2015/16, and other theft peaked during FY2013/14. Common Assault, Harassment and serious wounding were the violence categories that increased the most. The retail theme continued in this ward with **Tesco's** in Morning Lane contributing the most to crime, particularly shoplifting, other theft and common assault, although offence levels peaked between FY2013/14 and FY2014/15 before falling in FY2015/16. The venue associated with the second highest crime levels was the **Wetherspoons** at 282 Mare Street (see also above), which was particularly susceptible to other theft, but also had higher levels of common assault, and serious woundings. The **Co-Op** in Homerton High Street had the third highest levels of licensed premise crime in this ward, although again this was mostly shoplifting offences. **The Hackney Picturehouse** at 270 Mare Street had the fourth highest level of crime, and this was predominantly theft related. **Sainsbury's** at 11 to 13 Lower Clapton Road had the fifth highest level of crime, and this was also mostly theft and shoplifting related, although there were also a range of violence related offences of all types. The profile of Homerton was similar to that of Hackney Central, in that premises licensed to sell alcohol in the retail sector suffered from higher levels of crime, most likely not associated to their licencing activities, but it does highlight the role of the retail sector on licensed premise crime, particularly in these two wards.

Hoxton West

By 2016 there were 51 licensed premises (up from 34 in 2012), and these consisted of 13 pubs / bars, 10 off licences, 9 restaurants, 6 other licensed premises, 6 supermarkets, 3 takeaways, 2 hotels, 1 café, and 1 school. As with elsewhere the large increase was in restaurants.

Hoxton West sits as its name suggests sits to the West of Hoxton East and Shoreditch ward, and as such is being examined here to gauge whether or not there has been any expansion or growth in markets away from Hoxton East and Shoreditch into Hoxton West.

Overall 69% of licensed premise crime in Hoxton West occurred between the hours of 2000 and 0459 hours, although crimes also occurred during daytime hours to a lesser extent. There were more crimes (69%) between Friday's and Sunday's than other days of the week. These patterns were the same each year, so there hasn't been any temporal shift in offending patterns over the last five years. Crime levels (48%) were higher during NTE core days (Friday nights to Saturday mornings, and Saturday nights to Sunday mornings) between 1900 and 04459 hours; peak hours 0200 to 0359 hours. This suggests that there is a connection to licensed premise crime in this ward and the night time economy, and whilst there hasn't been a temporal shift the number of crimes has increased overall.

Between FY2011/12 and FY2015/16 there was a 51% increase in crime overall, although the main rise in crime volume occurred in FY2012/13 and figures remained relatively stable in the years thereafter. Violence increased by 7% since FY2011/12, although the peak years were between FY2012/13 and FY2014/15. Violence increased by 325% since FY2011/12, but volume was generally low (hence the large percentage rise). The venue with the most crime in this ward was **Roadtrip** at 243 Old Street, which experienced high volume theft person and theft other, but also 5 serious woundings, 4 assaults with injury, and 4 common assaults. Roadtrip is located in the Southern point of Hoxton West, on the border of the Shoreditch triangle, and in many respects is consistent with the major hotspot location in Hoxton East and Shoreditch. The premise with the second highest volume of offending (albeit it half as much as Roadtrip), was East Bloc at 217 to 219 City Road, which is located slightly North from Shoreditch on the Islington border. East Bloc mostly suffered from theft offences; theft person and other theft. The remaining venues of note were **Sainsbury's** at 245 Old Street (mostly shoplifting and thefts), **McDonalds** at 241 City Road (mixture of theft offences, 8 harassments, 7 common assaults, 2 serious woundings, and 1 assault with injury), and **Tesco's** at 100 East Road (shoplift and theft). There were no other bars, pubs or clubs within the ward that might suggest a shift in offending to the wider Shoreditch area in terms of the night time economy.

Top Crime Venues Friday PM to Saturday AM, and Saturday PM to Sunday AM (1800 to 0600 hours)

Since a large proportion of licensed premise related crime occurred between the core days and hours above (55%), licensed premise crime occurring between these days and times was examined briefly in isolation. Overall, 84% of crimes that occurred were theft person and other theft, and 8% of crimes were serious wounding, assault with injury and common assault. Theft person and other theft

reduced (down 52%) each year between FY2011/12 and FY2015/16. Serious wounding, assault with injury, and common assault increased (up 56%), and by FY2015/16 theft person and other accounted for 72% of crime whilst serious wounding, assault with injury, and common assault accounted for 16% of crime. The main types of crime that occurred more specifically during these NTE hours differ slightly different from all licensed premise crimes, in that overall these five crime types alone (theft person, theft other, serious wounding, assault with injury, and common assault) accounted for 92% of the core hours total, whilst the same five accounted for 80% of all Licensed premise crime (all days and times). This suggests that criminal activity at core NTE hours is more focused on these particular criminal activities than any others. Theft person is mostly pick pocketing, whilst other theft concerns personal items stolen from a place, but mostly from unattended bags where victims have placed their bags on the floor, on a chair (or back of a chair) within the licensed venue and have not witnessed the items being removed or stolen. With the high proportion of these types of theft, the emphasis should be on security of personal items, and place management (perhaps the provision of free or relatively cheap cloakroom facilities to encourage patrons to store their possessions safely whilst on the premises). The Police night time economy, licensing and other teams have focused a large amount of resources on NTE related crime (particularly theft and violence) over the last few years. This has included: plain clothes and high visibility patrols, speaking with patrons and customers at high risk premises, and targeting prolific and known offenders. This strategy has no doubt been the key driver of crime reduction, particularly thefts such as these but it is resource intensive and comes at a cost. From a policing perspective these services are currently being maintained from core budgets, but there is a risk that cuts in policing would result in crime rises. Most provision is currently targeted at Shoreditch because of the sheer volume of crime that it generates, however additional provision is also required in Dalston, and might also be necessary in other areas such as Hackney Central, Homerton, Broadway Market, and Stoke Newington if these markets continue to develop or are not well managed. The late night levy (if adopted) could be used to ring fence the current level of policing (plus council wardens, environmental enforcement and street cleansing teams), with a view to expanding into other locations as an additional ring fenced resource.

All of the premises that had higher levels of crime during NTE core hours have already been discussed above

A&E Assault Attendances involving Pubs and Bars

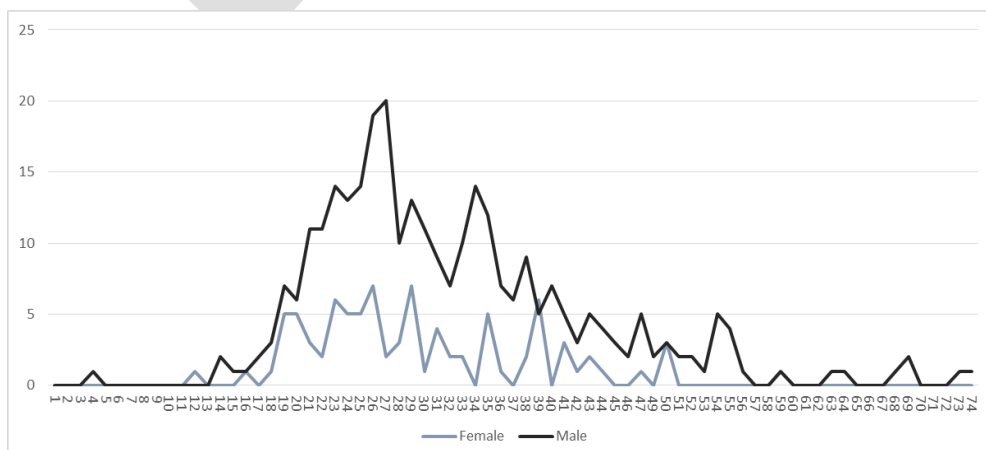
By way of comparison to violent crime with injury (serious wounding, assault with injury), data was obtained from the Homerton A&E concerning attendances for treatment of injuries sustained during a violent assault in the vicinity of a bar, pub or club. In many cases the name of a venue hadn't been provided by the patient, so maps are limited to when an address has been provided. This section is also limited to patients who were treated at the Homerton hospital; victims of assault in Shoreditch might have presented at the Royal London in Whitechapel.

Between FY2011/12 and FY2015/16 A&E attendances that were linked to bars, pubs and clubs reduced by 7% overall, although this only represents 6 less assaults. The number of violence with injury crimes associated with licensed premises and reported to the police over the same period of time increased by 51%, so on the basis of this we would have expected an increase in the number of people attending hospital for treatment. This disparity might be explained by changes to the way that violent crime has been recorded by the police post changes to recording practices, but it is also possible that victims had sought treatment at other hospitals (particularly the Royal London).

The hospital attendance time for assaults at bars and pubs supported the temporal pattern of violent crime at licensed premises, in that there were more attendances on Saturday's and Sunday's (57%), and most patients turned up at A&E between 0000 and 0559 hours. This is slightly later than serious wounding and assault with injuries reported to the police, but it might be explained by a travel related time lag, and in either case this tends to support the inference that the night time economy is one of the drivers for violence at bars and pubs.

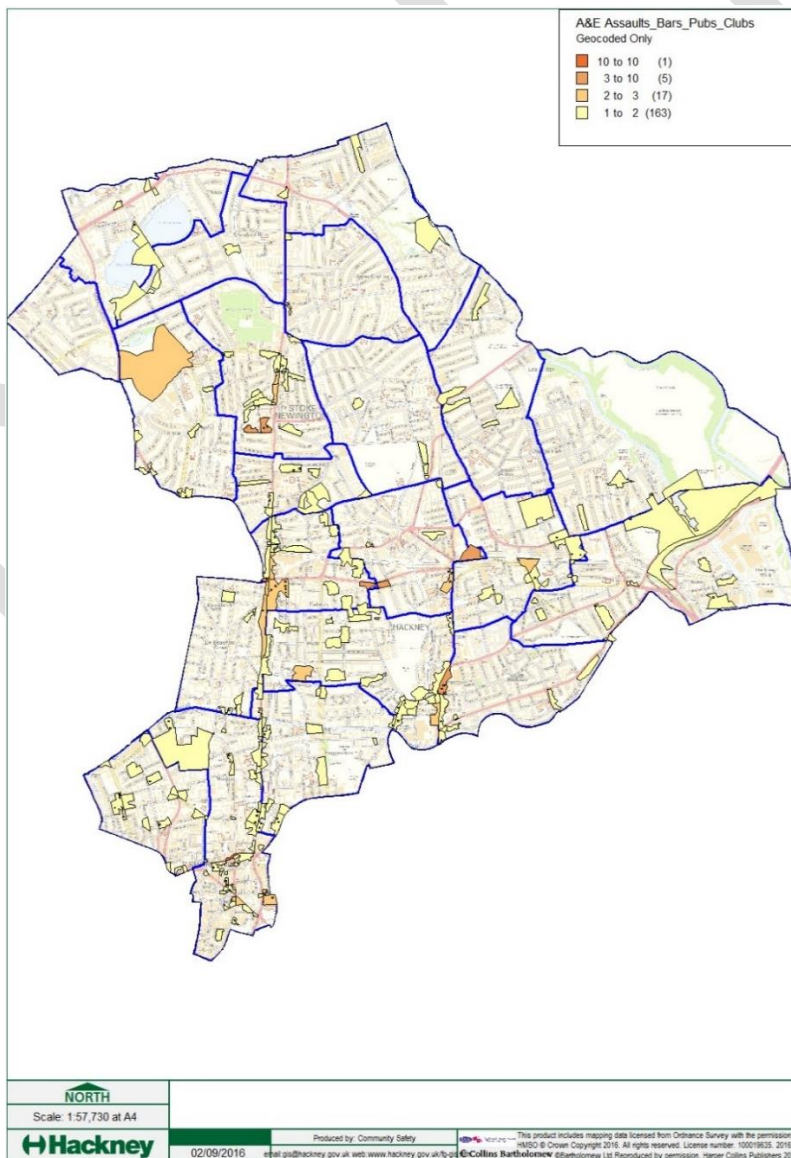
More victims (77%) of assault were aged between 19 and 39 years of age, with peak age range of 26 to 27 years of age. Males were 3.4 times more likely to attend for violence related treatment than females (see chart xx). Between the hours of 0000 and 0559 the age profile was the same.

Chart xx: A&E Assaults (bars, clubs, pubs) – Victim Age & Gender



Most victims stated that they had been assaulted by strangers (64%), and friends and acquaintances were the second highest group of perpetrators (14%). Several patients refused to provide any relationship information at all (10%), and some (5%) said they had been assaulted by a bouncer or security staff. The number of assaults by intimate partners was much lower than in the full A&E cohort of victims, and it looks like the majority of people (mostly men) were assaulted by a stranger who they have probably got into a fight / argument with whilst out socialising, or by way of an altercation with their own friends after consumption of alcohol. Overall 80% of incidents were classified as alcohol related, of these, victims were mostly assaulted by a stranger, and then a friend / acquaintance as above. Only 1% of domestic related incidents were alcohol related, but this is probably expected from this sub section of the data focusing on bars, pubs and clubs, although it does reinforce that most victims of domestic related assault (even alcohol related) are still more at risk in a home or private address rather than a public place.

Map xx: Homerton A&E Assaults Bars, Pubs and Clubs FY2011/12 to FY2015/16



Map xx is not too dissimilar to the licensed premise crime maps (xx, xx), in that incidents tend to follow the length of the A10, particularly in Stoke Newington and Dalston, but also London Fields and to a lesser extent Shoreditch and Hackney Central. Bearing in mind the limited data (based on the few mappable locations only), and that some patients might have attended other hospitals, it still supports what is already known about where licensed premise crime tends focus. The one main difference is the small cluster of incidents to the West of the borough in Hackney Wick (Mabley Green). Although these only represent one or two incidents each, they are in a part of the borough that undergoing development, investment and some growth of licensed premises, and this might be a place that needs to be monitored for the future reference.

67% of victims lived in Hackney. More victims resided in the two postal districts to the North and South of the hospital itself (E5 and E9), but many also resided in N16, N1, E8, N15 and E15 (and covering most of the borough), although none came from EC1V and EC2A in the Shoreditch districts. Some 30% of victims did not live in Hackney, although most of these did reside in London, with a handful from further afield; this highlights Hackney's attraction as an entertainment destination. 58% of victims were White²⁰, and 19% Black, 12% didn't specify and the remainder were a mixture of ethnicities. Most victims (82%) stated that they hadn't previously been assaulted. If this is true then it would seem that repeat victimisation is not a big issue. When asked whether or not the assault had been reported to the police 51% stated that they had, 37% stated they had not, and the remainder did not state or refused to answer. It is not clear how much credibility should be placed on the answers to this question, but if we assume that it is correct, then at least just over a third of assaults that occur at bars, pubs and clubs were not reported to the police.

²⁰ Note this includes where ethnicity is classed as "English", "Welsh", "Scottish" also so this may not be entirely accurate in that sense.

2 – Alcohol Related Incidents

This section focuses on alcohol related crime (Met Police), alcohol related assaults that occurred in Hackney and required treatment at participating A&E departments in London²¹, and ambulance call outs (all) that had been flagged as alcohol related. The Met Police data is dependent upon an alcohol flag being manually attached to the crime report, but since this is not a mandatory requirement the flag has not been consistently applied. Consequently it cannot be relied upon to provide accurate temporal patterns or trends over time; it mostly highlights how well (or not) the alcohol flag has been applied, and looking at chart xx there was a period of time between FY2012/13 and FY2013/14 when it wasn't being used very well at all. During 2014, Hackney police made efforts to improve flagging of alcohol related crimes and this clearly had an impact post June 2014. Whilst the alcohol related crime data doesn't provide a reliable indication of crime trends, it does provide an overview of what type of crime has occurred and where over the years.

Chart xx: Met Police Alcohol Flagged Crime FY2011/12 to FY2015/16

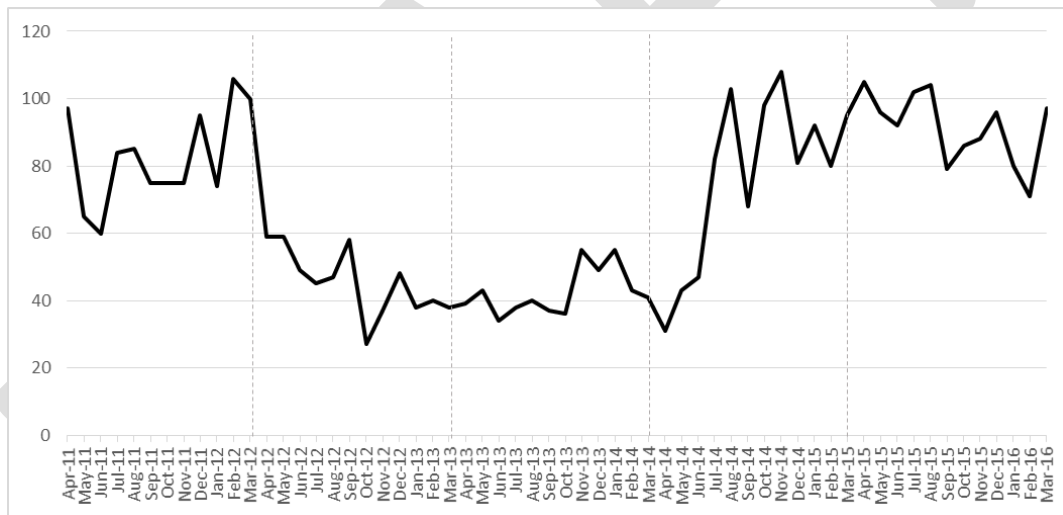


Table xx provides a summary of count for each of the three datasets used in this section²². Overall 73% of incidents were reported by the London Ambulance Service (LAS). Whilst many of these incidents would not have related to crime, they all related to alcohol related accidents or illnesses that are most likely relevant to licensing and associated economies in Hackney, and they also provide credible evidence of alcohol related patterns and trends²³. Met police data contributed 24%, and the A&E alcohol related violence data 3%. Taken together there was an overall reduction of 6%. The highest number of incidents was during FY2011/12, however incident levels dropped to their lowest in FY2012/13 and then subsequently increased between FY2013/14 and FY2014/15 before

²¹ Full Homerton dataset (mappable and unmappable), plus also includes other (mappable) data from Hospitals across London who have supplied it to GLA as part of the ISTV programme; mostly the Royal London in this case.

²² These are all based on mappable data only

²³ Metadata summary from LAS [here](#)....

dropping again in FY2015/16. This suggests a slightly different picture to licensed premise crimes which dropped year on year overall. From a hospital perspective alcohol related assaults reduced year on year, and the crime data fluctuated with the alcohol flagging policy. Ambulance incidents rose between FY2011/12 and FY2013/14 and then reduced, so FY2012/13 and FY2013/14 were the most problematic for alcohol related issues overall. In total, 58% of incidents took place (or were attended to) between a Friday and a Sunday, and 44% Thursday PM to Friday AM, Friday PM to Saturday AM, Saturday PM to Sunday AM (1800 hours to 0559 hours only).

Table xx: Alcohol Related Incidents – A&E, Ambulance, Met Police Crime FY2011/12 to FY2015/16

Provider	FY2011/12	FY2012/13	FY2013/14	FY2014/15	FY2015/16	Grand Total
Homerton Hospital ²⁴	113	100	85	68	52	418
Ambulance Alcohol	2375	2486	2689	2340	2106	11996
Met Police Alcohol Crime	955	533	496	910	1068	3962
Grand Total	3443	3119	3270	3318	3226	16376

Table xx: Alcohol Related Incidents 1800 to 0559 hours – A&E, Ambulance, Met Police Crime FY2011/12 to FY2015/16

Provider	FY2011/12	FY2012/13	FY2013/14	FY2014/15	FY2015/16	Grand Total
Homerton Hospital ²⁵	80	79	63	56	35	313
Ambulance Alcohol	1521	1623	1704	1586	1447	7881
Met Police Alcohol Crime	804	427	400	691	862	3184
Grand Total	2405	2129	2167	2333	2344	11378

Table xx is a subset of table xx between the hours of 1800 and 0559 hours only. 75% of the hospital A&E assault related attendances occurred during NTE hours, 66% of ambulance attendances, and 80% of Met police alcohol related crime. This highlights the relevance of the night time economy in particular for alcohol related incidents across the borough.

Overall the wards that contributed the most (55%) in terms of alcohol related incidents were Hoxton East and Shoreditch, Dalston, Stoke Newington, Hoxton West, London Fields and Homerton. The major contributor was Hoxton East and Shoreditch. The same wards also contributed the most (59%) in terms of alcohol related incidents between the hours of 1800 and 0559 hours, although there was a slight difference in rank. Whilst Hackney Central ranked fourth for all incidents (any time), it dropped to sixth during NTE hours after Hoxton West and London Fields. This further supports the inference that the night time economy in Hackney Central is less prominent than in other high incident wards.

²⁴ Mappable only. Note that only 35% was mappable. See non-geocoded section for summary of patterns and trends in full.

²⁵ Mappable only

Combined Ward Summaries 1800 to 0559 hours

In FY2011/12 Hoxton East and Shoreditch contributed to 22% of incidents between 1800 and 0559 hours, but this rose to 26% at the end of FY2015/16; over a quarter of all incidents in that one ward alone. Incident volume reduced between FY2011/12 and FY2013/14, but increased again between FY2014/15 and FY2015/16; 7% increase overall (37 more incidents) between FY2011/12 and FY2015/16.

In FY2011/12 Dalston contributed to 7% of incidents between 1800 and 0559 hours, and there was no change by FY2015/16. Incidents increased over three successive years (FY2012/13 to FY2014/15), but dropped again in FY2015/16. Overall incident levels rose by 4% compared to FY2011/12, but in reality this was only an increase of 6 incidents, and the intervening years were the most problematic.

In FY2011/12 Stoke Newington contributed to 6% of incidents between 1800 and 0559 hours, and this was still the case at the end of FY2015/16. There was a slight reduction (4%) in incident levels over the five years, but this was only 6 fewer incidents overall.

In FY2011/12 Hoxton West contributed to 6.4% of incidents between 1800 and 0559 hours, and there was no change at the end of FY2015/16. Overall incidents reduced in volume by 3% over the five years but again this was only 5 fewer incidents overall.

In FY2011/12 London Fields contributed to 5.9% of incidents between 1800 and 0559 hours, but this reduced to 5.4% at the end of FY2015/16, and incidents fell by 11% overall over the 5 years.

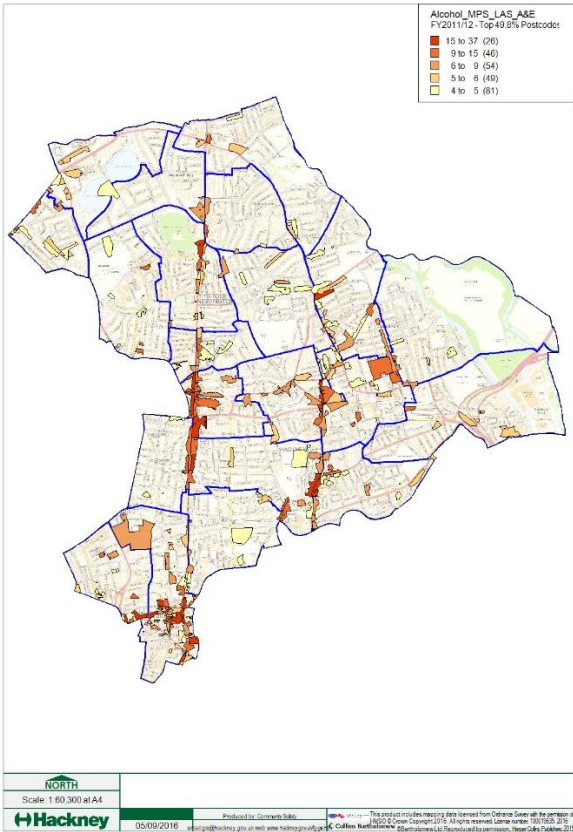
Hackney Central contributed to 4.7% of incidents in FY2011/12 and this rose slightly to 4.9% at the end of FY2015/16, but incident levels increased by only 2 overall.

Homerton contributed to 5% of incidents in FY2011/12 and FY2015/16 (no change), and incident levels decreased by 5% overall (6 fewer incidents).

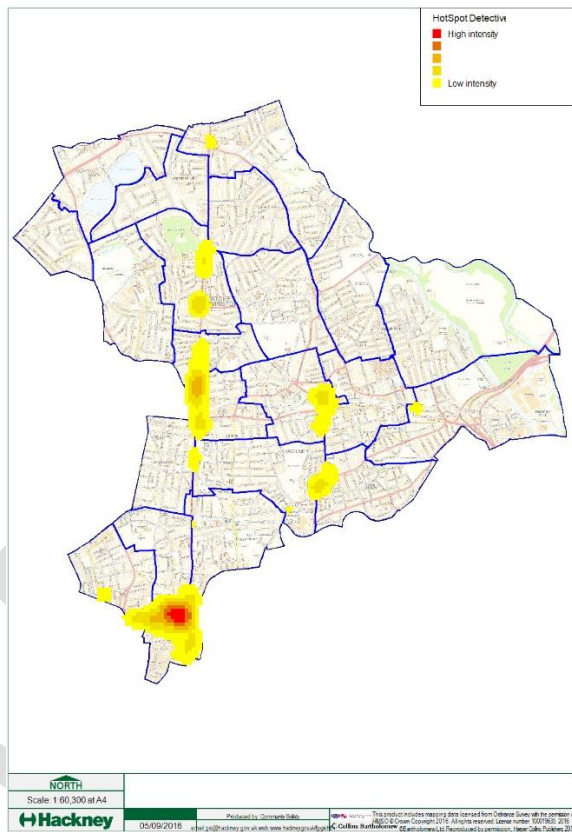
The wards that experienced the largest increases in incidents were: Springfield (up 38%, +26), and most of the increase was experienced in the last few years; and Shacklewell (up 23%, +18), although incident levels in these wards were still low compared to the top seven.

Map xx illustrates the postcodes with the highest proportion of incidents between FY2011/12 and FY2015/16 (top 49.8%). By and large this map is no different to other maps previously discussed in this report. Incidents were again more focused in places with licensed premises and licensed

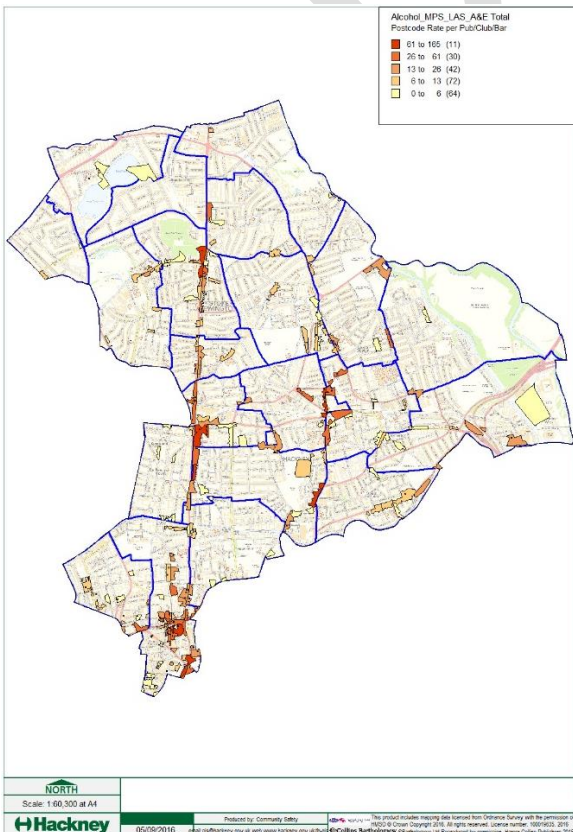
Map xx: All Alcohol Related
Postcodes with top 49.8% incidents



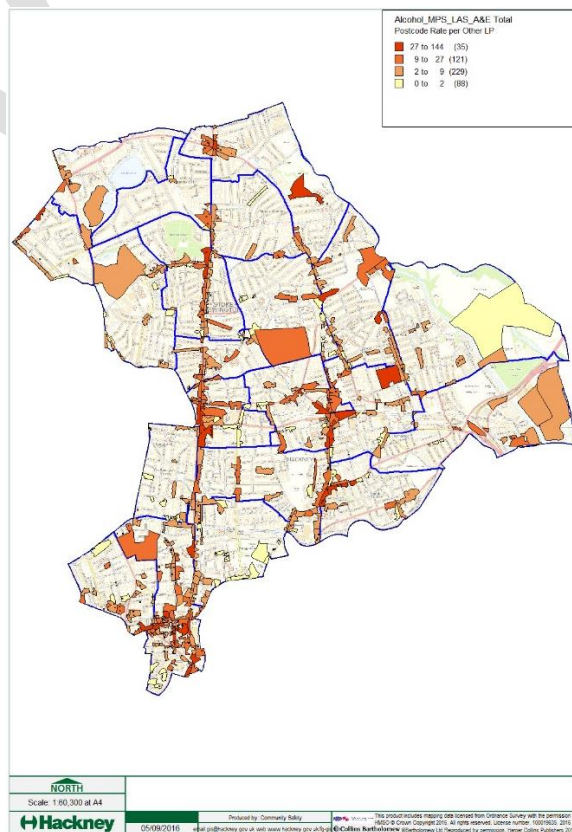
Map xx: All Alcohol Related Incidents
Hotspots



Map xx: All Alcohol Related – Rate pub, club & bar

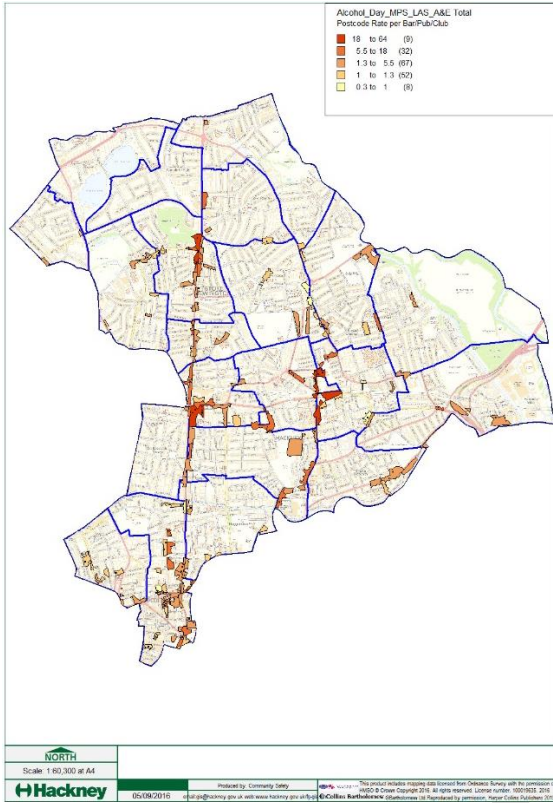


Map xx: All Alcohol Related – Rate Other LP



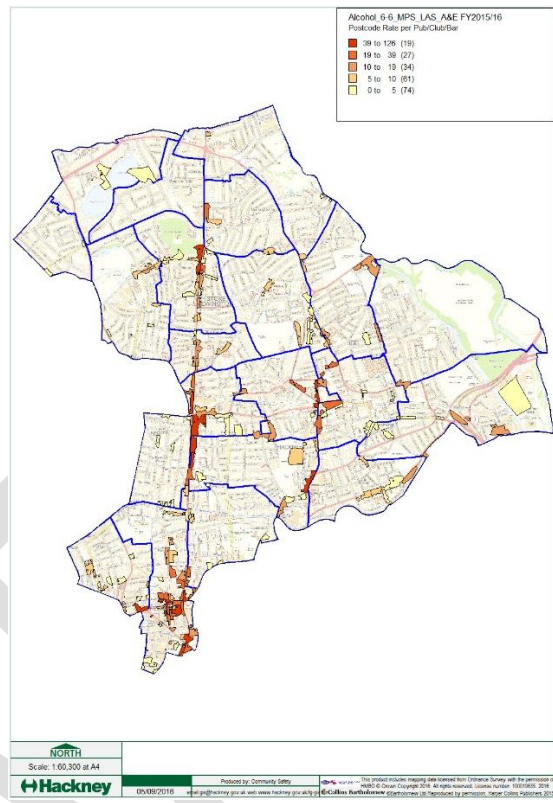
Map xx: Alcohol Incidents

Rate per pub, club, bar - DAY



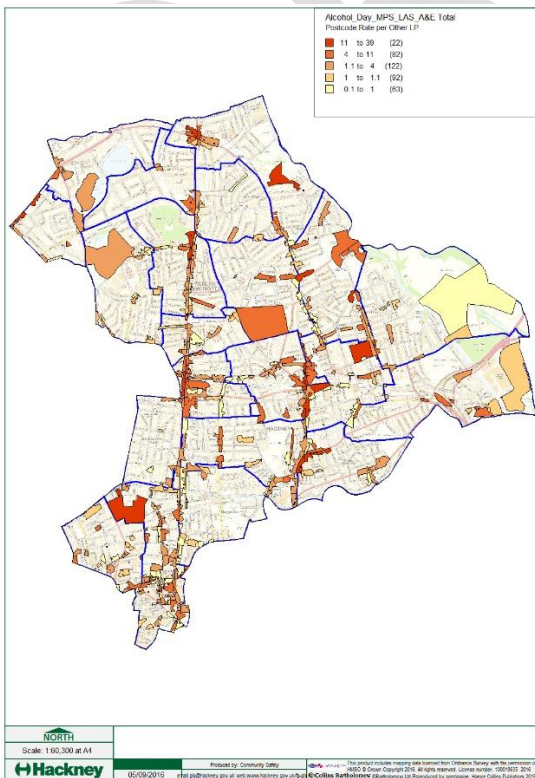
Map xx: Alcohol Incidents

Rate per pub, club, bar - NIGHT



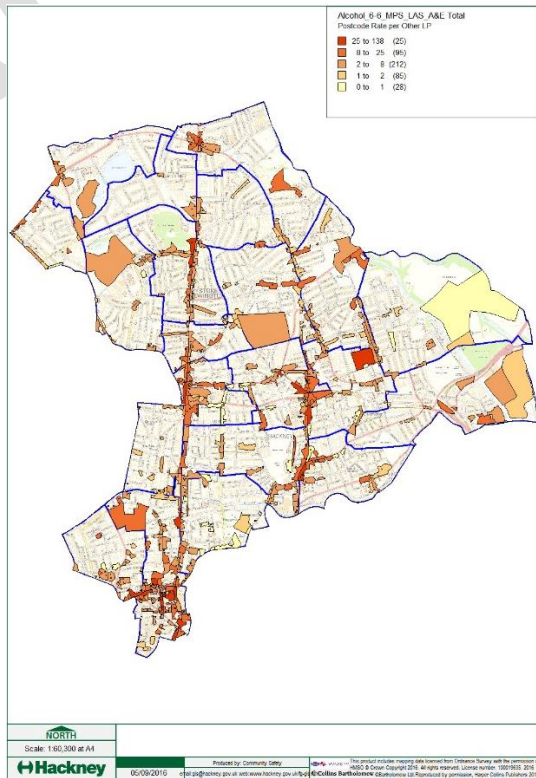
Map xx: Alcohol Incidents

Rate per Other LP – DAY



Map xx: Alcohol Incidents

Rate per Other LP - NIGHT



premise crime; along the A10 from Stoke Newington to Shoreditch (via Dalston), the A107, and Mare Street from Hackney Central to Tower Hamlets, plus London Fields. The main difference is the small area of higher concentration in the E9 6Bx postcode area (surrounding the Homerton Hospital). There were a total of 68 incidents in the postcodes containing E9 6Bx, mostly attended to by the London Ambulance Service, although incidents fell from 25 in FY2011/12 to only 10 by FY2015/16. Almost half (47%) occurred on Saturday's or Sunday's, particularly between 0100 and 0859 hours (32%), but Thursday's also stood out. It is not known exactly what these incidents related to, and some further investigation might be required, however incident levels have decreased, so it might not represent an ongoing issue.

The hotspot map (xx) illustrates where more incidents clustered within a close rolling proximity, and this illustrates that the Shoreditch triangle area was the place most affected by high concentrations of alcohol related crime, with Dalston, Stoke Newington, Hackney Central and Mare Street adjacent to London Fields to a lesser extent. This reinforces what all the other information and data is telling us on the subject of licensing and alcohol related crime.

The remaining maps (xx to xx) examined alcohol incident rates per pub / club / bar, and by other licensed premises. It should again be noted that these maps do not highlight areas where there were crimes but no licensed premises, so they are biased, but having stated that there is little difference between the places with the highest incident rates, and the postcodes containing the most incidents overall (map xx). As with licensed premise crime (above) alcohol related incident rates around bars, clubs and pubs were higher in Shoreditch, Dalston, Stoke Newington, Hackney Central and Mare Street (near London Fields), whilst incident rates for other licensed premises were more dispersed across the borough, and generally followed the line of major roads and town centre locations. Maps were also produced to compare day and night time rates. Pub / bar / club incident rates were lower in the Shoreditch area during daytime hours than at night, and in Hackney Central rates were lower during the night than during the day, otherwise incident rates were higher during NTE hours than during the day in general. There was little difference between the spatial clustering of other licensed premise incident rates other than being higher during night time hours, again emphasising the importance of the night time economy.

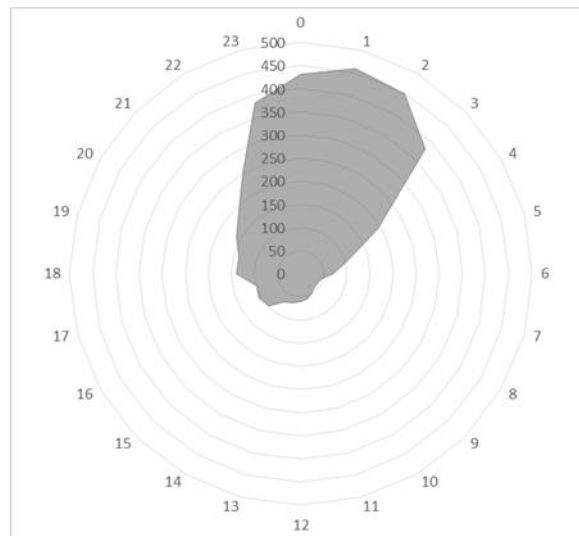
MPS – Alcohol Related Crime

1800 to 0559 hours

80% of all Met recorded alcohol crimes occurred between the hours of 1800 and 0559 hours, and of these 69% occurred between a Friday and a Sunday. Chart xx illustrates the relevance of night time

hours for alcohol related crimes overall. In fact where alcohol was a contributory factor, all types of crime except shoplifting predominantly occurred between the hours of 1800 and 0559 hours.

Chart xx: MPS Alcohol Related Crime all hours



Of particular note (and in contrast to licensed premise crime) is that violent crimes were more prevalent than theft when alcohol was a contributory factor. In this case some 45% of alcohol related crime was violent, whilst only 23% was theft. Robbery was the third highest crime type (9%) followed by criminal damage (6.5%), and then sexual offences (6%). Without drawing too many conclusions about crime trends, reports of alcohol related violence and sexual assaults increased between FY2011/12 and FY2015/16 (chart xx suggests that the alcohol flag was being relatively well used at both of these points; the intervening years were the problem), whilst reports of theft, robbery and criminal damage reduced. More serious violence was also more prevalent than less serious injury; Assault with injury and serious wounding accounted for over a quarter of all incidents, and 58% of all violence between the hours of 1800 and 0559 hours. With licensed premise crime serious violence was also more likely connected to bars, pubs and clubs, and where specified²⁶ this was the same for alcohol related crime. Other theft and theft person contributed the most to alcohol related theft; 21% of all alcohol related crimes, and 91% of all thefts.

75% of alcohol related crime was not linked to any type of licensed premise, but where specified more crimes were linked to licensed clubs and pubs (27%). Very little alcohol related crime was flagged as domestic related (0.4%) and this was lower than licensed premise crime. This was not expected, and is most likely explained by poor quality dual flagging of crime reports. Alcohol related

²⁶ Note that 75% of alcohol related crime was not linked to any premise type in particular.

domestics should probably be more prevalent than licensed premise domestics because they would also have included incidents that occurred in a home or private.

In 90% of cases either the victim (48%) or the suspect (42%) had been drinking prior to the offence taking place, and both victim and suspect had been drinking in 8% of cases. The remainder of crimes referred to alcohol as having been consumed. When the victim had been drinking, they appeared to be more susceptible to theft, then violence, robbery and sexual offences. Drinking may impair the victims' senses making them more vulnerable to thefts and robberies when they are not paying attention to what is happening around them, and in more severe cases might render them more favourable targets of violence and sexual assaults. When the suspect has been drinking they were more prone to engage in acts of violence, criminal damage, drug misuse, and theft (to a much lesser extent). As such alcohol has a role to play in both victimisation and offending behaviours.

All MPS Alcohol Related Crime Maps

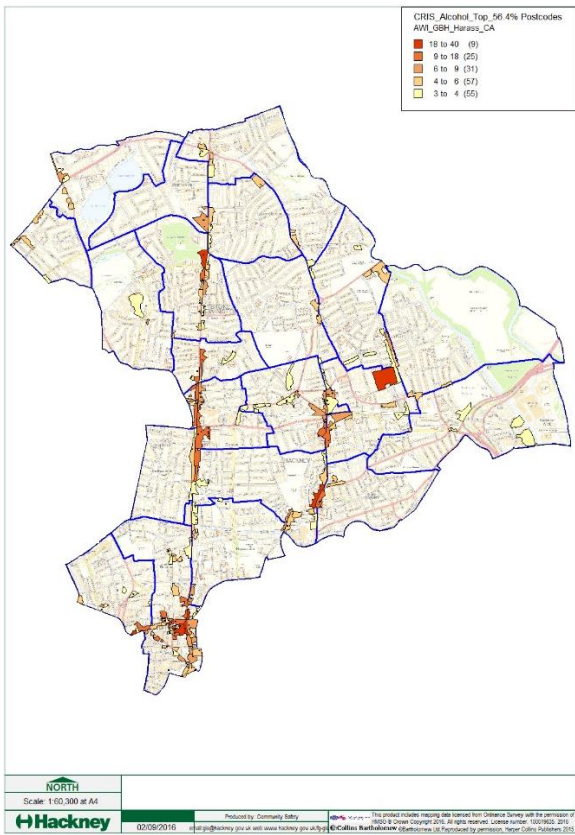
The following maps summarise the locations where alcohol related crimes occurred between FY2011/12 and FY2015/16 (total). Map xx highlights the postcodes containing the top 56.4% of alcohol related violence²⁷. These maps paint a similar picture to maps in previous sections, in that most offences were concentrated along the length of the A10 from Stoke Newington into Shoreditch (via Dalston), with additional clusters in Hackney Central and along Mare Street (junction with Well Street), London Fields, and Broadway Market. The main difference between this map and map xx²⁸ is that alcohol related violence appeared to be more highly concentrated at Hackney Central / Homerton, and in Stoke Newington, but this might provide a more accurate picture of violence in those areas since it isn't purely limited to crimes linked to licensed premises. Because the majority of crimes occurred at night, this map looked exactly the same during night time hours (1800 to 0559 hours).

Alcohol related theft offences (other theft and theft person) were more prevalent in the Dalston and Shoreditch areas, and to a lesser extent at Broadway Market and Mare Street. This makes sense since these places are typical crime generators, in that they are busy shopping / entertainment districts that attract large numbers of suitable victims for motivated offenders with ample opportunity for crime to occur. Robberies were a bit more focused in the South West of the borough from Dalston to Shoreditch.

²⁷ In this case limited to serious wounding, assault with injury, common assault and harassment offences

²⁸ Top 54% VAP licensed premises Thurs PM to Friday AM (NTE hours only)

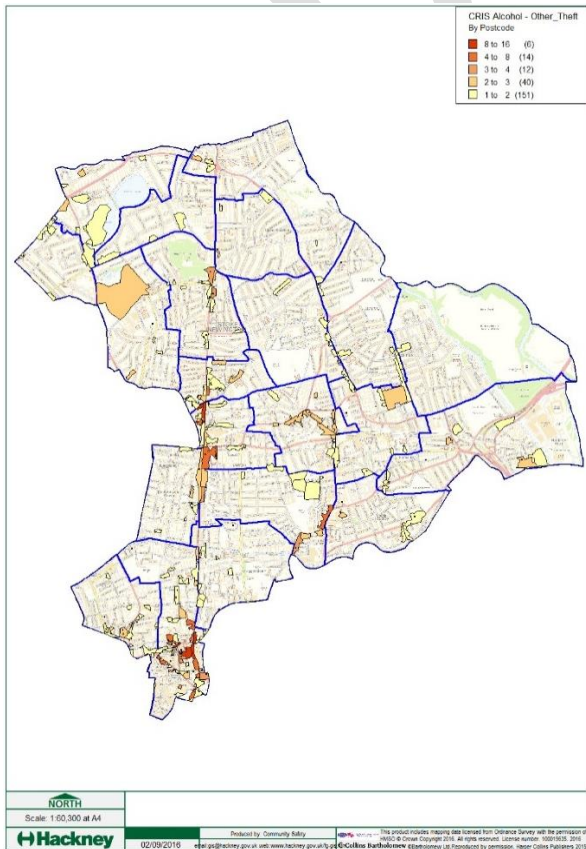
Map xx: Alcohol Related Violence*
Top 56.4% Postcodes



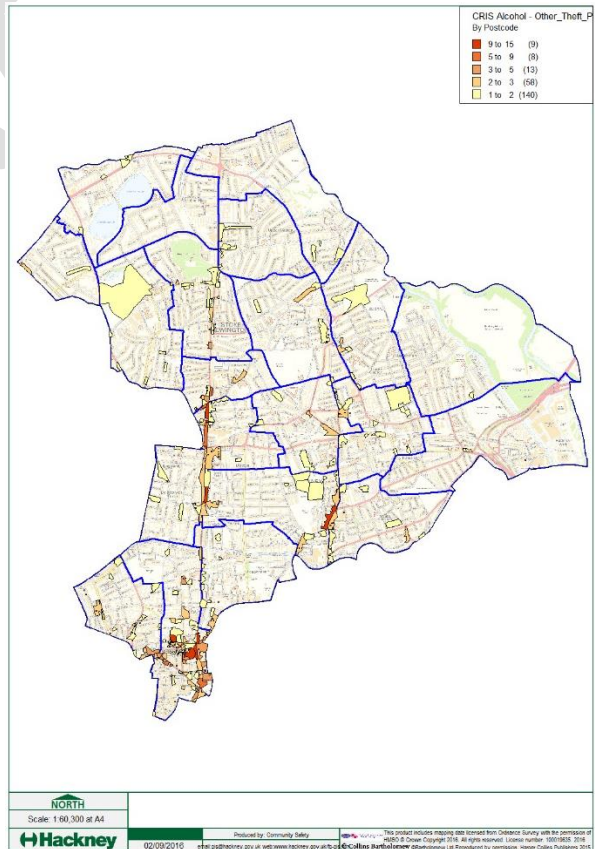
Map xx: Alcohol Related
Serious Wounding



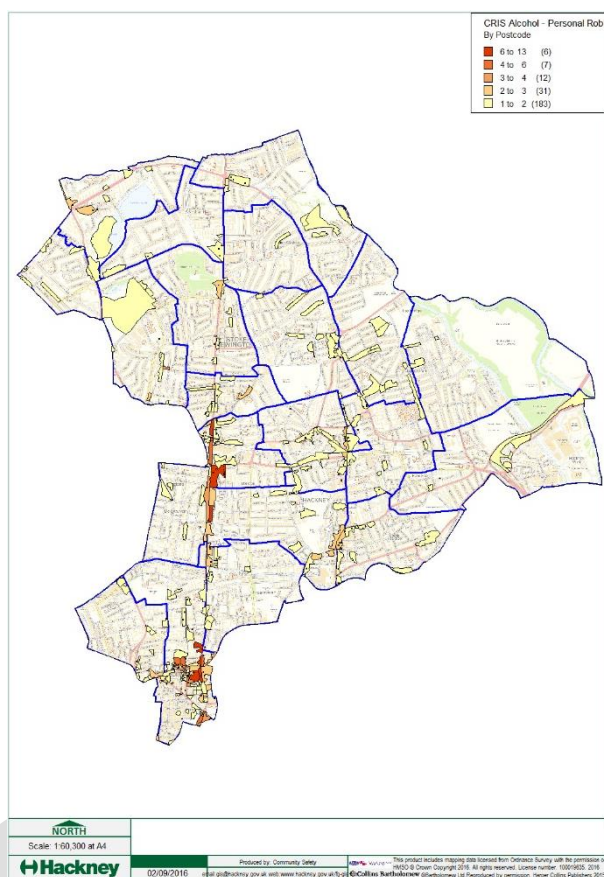
Map xx: Alcohol Related Other Theft



Map xx: Alcohol Related Theft Person



Map xx: Alcohol Related Robbery



Alcohol Related Ambulance Call outs²⁹

Demand of calls to the ambulance service for alcohol related illnesses and injuries far outweighed the number of alcohol related crimes reported to the police and the number of alcohol related injuries dealt with by the Homerton A&E department. Because of its size, and the consistent manner in which it has been collated, the ambulance dataset should provide a more reliable long term indicator of demand, patterns and trends concerning the impact of alcohol related incidents in Hackney.

Alcohol related calls to the ambulance service mostly occurred between the hours of 1100 and 0459 hours (89%), although demand increased the most between 2100 and 0359 hours (46%).

Between FY2011/12 and FY2015/16 the number of calls to alcohol related injuries and illnesses reduced by 11.2% overall, however this masks the rise in incidents that occurred between FY2011/12 and FY2013/14, prior to a drop in demand post FY2014/15. At the same time the number of licensed premises in Hackney has grown, yet all of the data examined thus far suggests that the

²⁹ Note this section is based on all ambulance alcohol related calls made irrespective of whether they were mappable to a location in Hackney. The table in the section above showing combined figures was limited to incidents mappable to Hackney only, but the difference is negligible.

expansion and growth of licensable trade in Hackney has not brought about identical rises in crime / incidents over the same period of time, perhaps with the exception of a rise in violence, although some of this might be explained by changes to counting and flagging rules, particularly since alcohol related injuries dealt with by the Homerton hospital reduced in number over the same period of time.

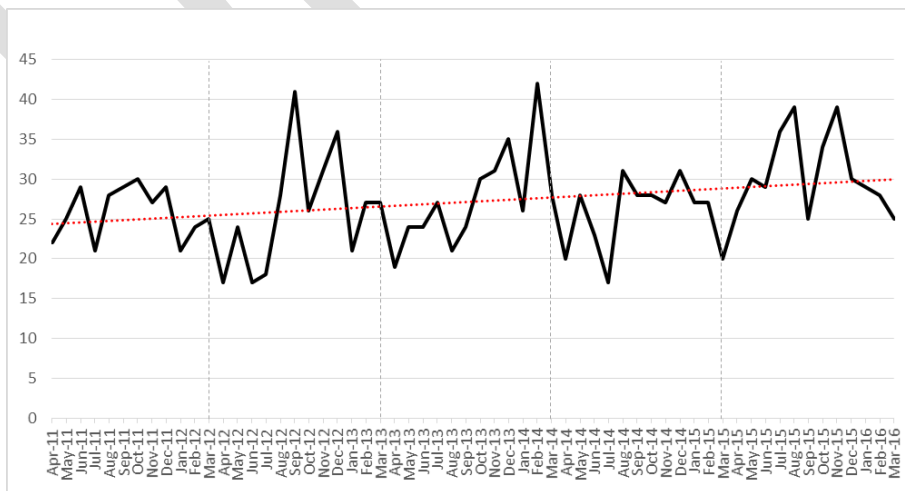
1800 to 0559 hours

Since 66% of Ambulance related call outs occurred between the hours of 1800 and 0559 hours, this section will examine this time period in more detail.

Between these hours alone, Saturday's and Sunday's accounted for 29% of all calls, and with Friday's this increased to 39%. As seen above peak times were between 2100 and 0359 hours (46%)

Hoxton East and Shoreditch experienced the most alcohol related demand overall, and between FY2011/12 and FY2015/16 demand increased by 10% between the hours of 1800 and 0559 (see chart xx). In this ward, 82% of alcohol related calls occurred exclusively between these hours (well above the 66% borough average). The overwhelming demand in calls occurred on Saturday's and Sunday's (50% of ward total), with increases each year on these days. Peak hours were between 2300 and 0359 hours (58%), particularly on Friday nights to Saturday mornings, and Saturday nights to Sunday mornings (42%), and this infers a correlation to the night time economy, particularly in the early hours as licensed premises start to close. The main reasons for attendance were alcohol related illnesses, vomiting, and falls.

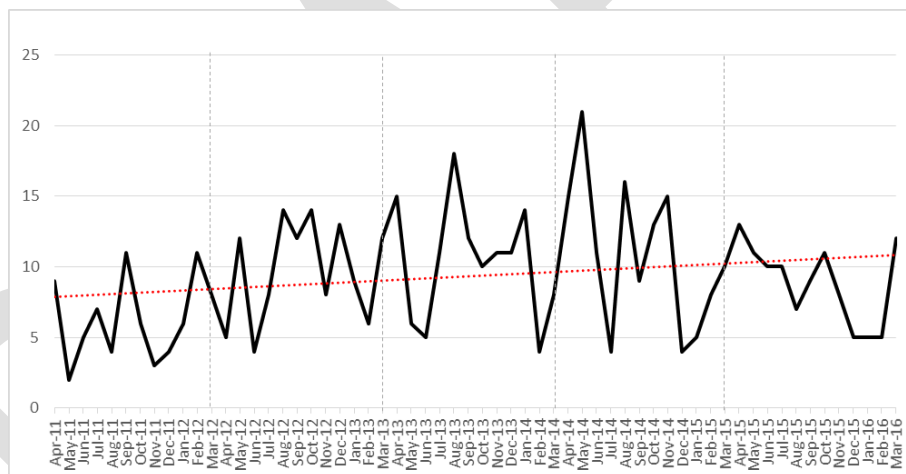
Chart xx: Hoxton East and Shoreditch Monthly incidents - 1800 to 0559 hours only



Dalston experienced the second highest levels of alcohol related calls between 1800 and 0559 hours, however this was still only a third of that experienced in Hoxton East and Shoreditch. Overall

there was a 33% increase in calls by FY2015/16, but incidents increased between FY2011/12 and FY2014/15 (peak year) before dropping in FY2015/16 (see chart xx). Overall, 68% of alcohol related ambulance calls were made between the hours of 1800 and 0559 hours, and this was more in line with the borough average, but this still represents two thirds of the ward total. NTE hours on Saturday's and Sunday's accounted for 30% of alcohol related calls, and with Friday's this rose to 42%. Saturday mornings and Sunday mornings between 0000 and 0359 hours were peak times, however this only represented 15% of all calls, and during NTE hours calls were widespread at various times than in Hoxton East and Shoreditch. This, and the lower volume of incidents, might indicate that Dalston is not yet a fully established night time entertainment location, or a combination of other factors make it less risky on the whole (but this would require some further analysis): fewer bars and clubs, perhaps with fewer late night licences, spatial layout / town centre design, a more mature clientele, and more variety (although the ratio of bars, pubs and clubs to restaurants does not differ enormously from Shoreditch). As with Shoreditch most of the attendances concerned alcohol related illnesses, falls, and self-harm.

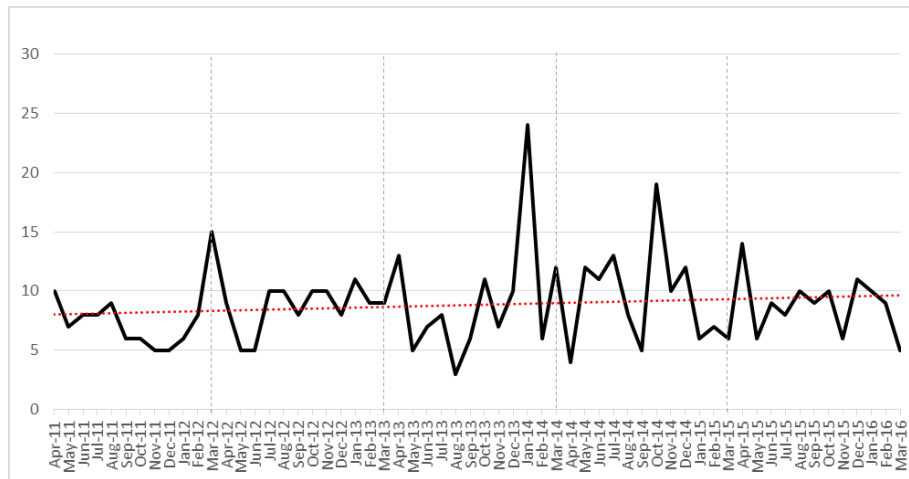
Chart xx: Dalston Monthly incidents - 1800 to 0559 hours only



Stoke Newington had the third highest level of alcohol related calls between 1800 and 0559 hours. Overall there was a slight (4.3%) increase in calls between FY2011/12 and FY2015/16, but call volume increased the most between FY2013/14 and FY2014/15 (mostly due to a few peak months) prior to reducing in FY2015/16 (see chart xx). Overall 65% of calls to this ward were made between 1800 and 0559 hours, which is just below the borough average. Calls were more spread out throughout the week in Stoke Newington, at least until FY2015/16 when there were more calls on Saturday's than other days of the week, but this might have been anomalous rather than a new or emerging trend. There were no real peak timeframes with incidents spread out between 1800 and 0559 hours, although incidents were slightly higher between Friday evenings and Saturday

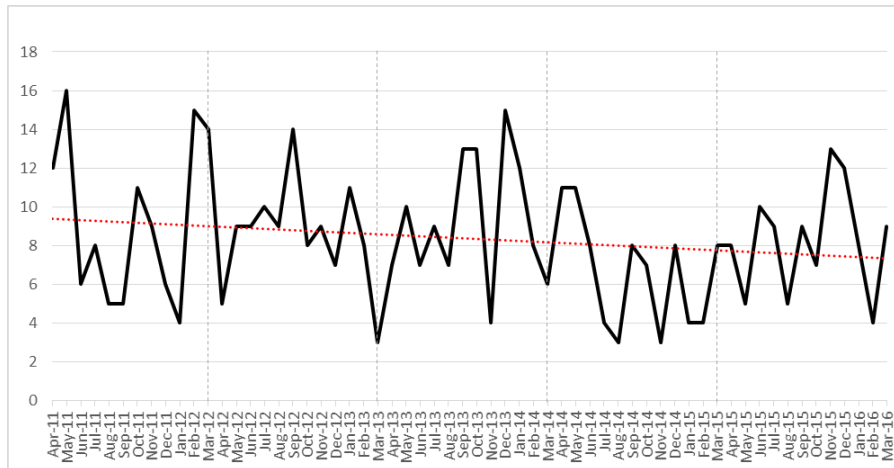
mornings, plus Saturday evenings to Sunday mornings; 1900 to 0459 hours (24% of all calls). Again most incidents involved alcohol related illnesses and falls.

Chart xx: Stoke Newington Monthly incidents - 1800 to 0559 hours only



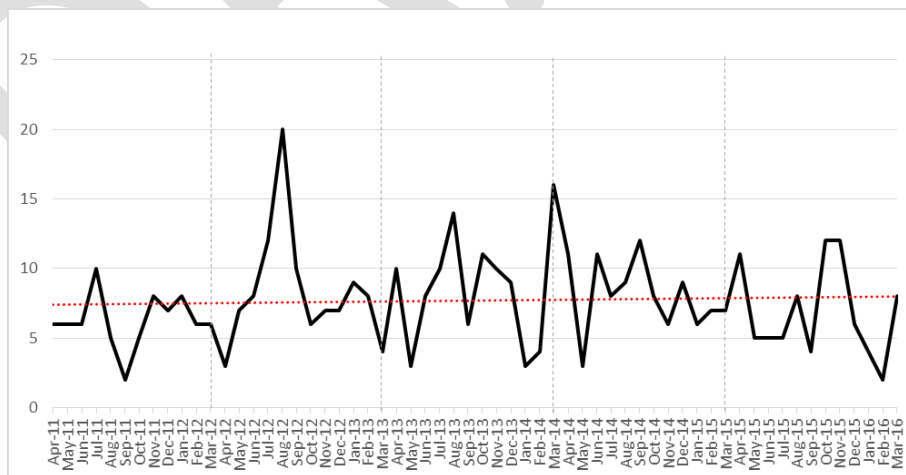
Hoxton West had the fourth highest volume of alcohol related calls between 1800 and 0559 hours. Between FY2011/12 and FY2015/16 there was an 18% reduction in calls between these hours; incident levels were higher between FY2011/12 and FY2013/14, but reduced in the two following years (see chart xx) and unlike Hoxton East and Shoreditch call demand has reduced. During this timeframe Hoxton West was ranked higher than all hours, and 71% of calls were made during night time hours which is higher than the borough average. This all points towards the night time economy as a key driver, and this was further borne out in the temporal picture, in that weekends (Saturday's and Sunday's) accounted for 34% of incidents alone. Peak hours were 2200 to 0349 (47% of total), and Saturday and Sunday mornings (0000 to 0459 hours) in particular stood out (23% of total). Parts of Hoxton West have been connected to licensed premise crime, particularly in the places that border Shoreditch, and so it is possible that these issues are an extension of the NTE, particularly in the early hours at weekends. Again alcohol related illnesses, falls and self-harm were the major contributors.

Chart xx: Hoxton West Monthly incidents - 1800 to 0559 hours only



Hackney Central had the fifth highest volume of ambulance alcohol related calls between 1800 and 0559 hours. Call demand increased by 21% between FY2011/12 and FY2015/16 but the two peak years were FY2012/13 and FY2014/15 (see chart xx) after which demand reduced again. Only 58% of incidents occurred during night time hours, which is lower than the borough average, and again highlights that daytime economies in Hackney Central also drive alcohol related incidents and crime. Between 1800 and 0559 hours 33% of incidents occurred between Friday's and Sunday's. Peak hours during night time hours were actually 1800 to 0059 hours (42%), and this highlights again that the impact from very late night / early morning activities is not yet as strong as elsewhere in this ward, although the reasons for attending are the pretty much the same as elsewhere.

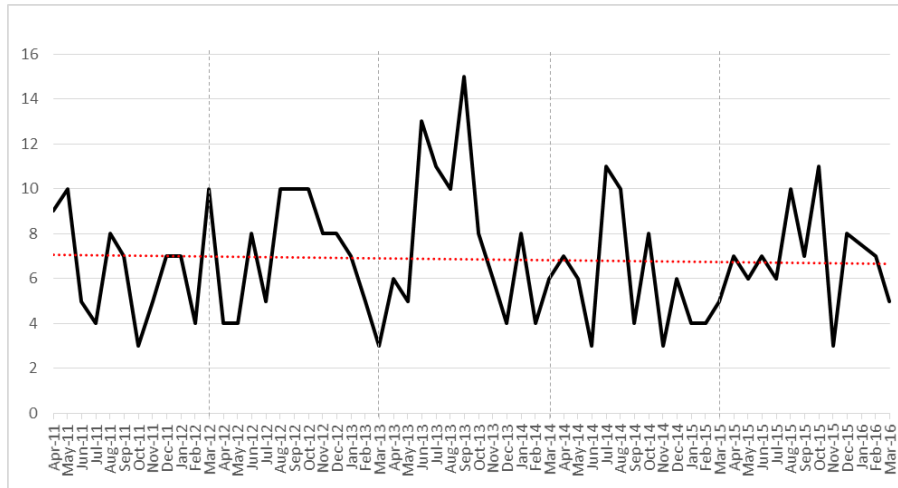
Chart xx: Hackney Central Monthly incidents - 1800 to 0559 hours only



London Fields had the sixth highest level of ambulance alcohol related calls between the hours of 1800 and 0559. Overall incidents reduced by 3% between FY2011/12 and FY2015/16, although there was not much variance each year (see chart xx). 65% of calls were made between the hours of 1800 and 0559 hours which was in line with the borough average, and most calls were made

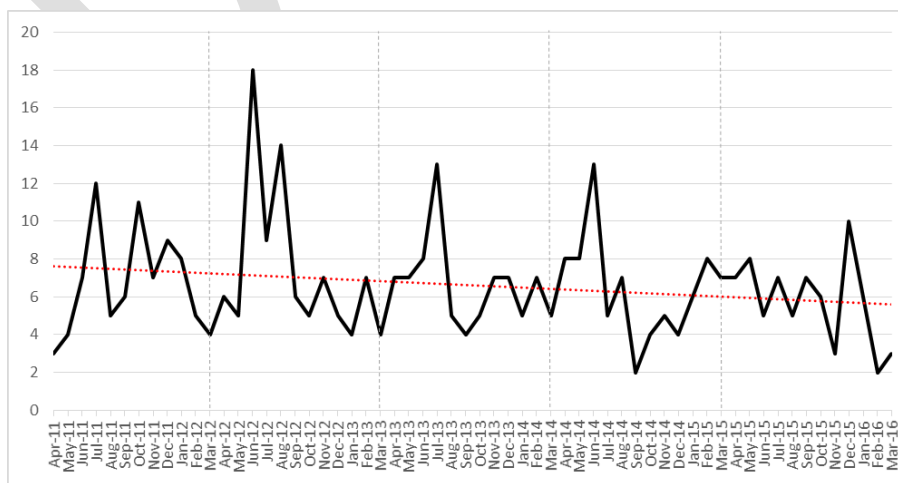
between 2100 and 0059 hours (29% of the total) with incidents spread out throughout this timeframe, so the night time economy is not the only driver for alcohol related issues, and problems appeared to cease earlier than Hoxton East & Shoreditch, Dalston, Hoxton West and Stoke Newington. This may be because the NTE in Broadway Market is still developing, but this will require monitoring and managing over time. 29% of calls occurred at weekends (Saturday's and Sunday's), but there were no discernible peaks that stood out.

Chart xx: London Fields Monthly incidents - 1800 to 0559 hours only



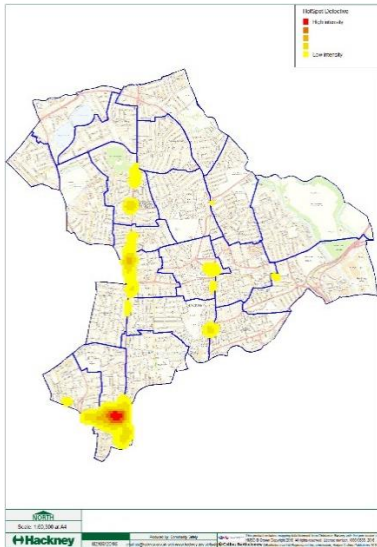
Homerton had the seventh highest level of ambulance alcohol related calls between 1800 and 0559 hours. During night time hours incidents fell by 22% in this ward, and the peak years were FY2012/13 and FY2013/14 after which time incidents dropped. 60% of calls were made between 1800 and 0559 hours which was lower than the borough average, and the profile was largely identical with that of Hackney Central, most likely because these two wards split Mare Street.

Chart xx: Homerton Monthly incidents - 1800 to 0559 hours only



Ambulance Alcohol Related Maps

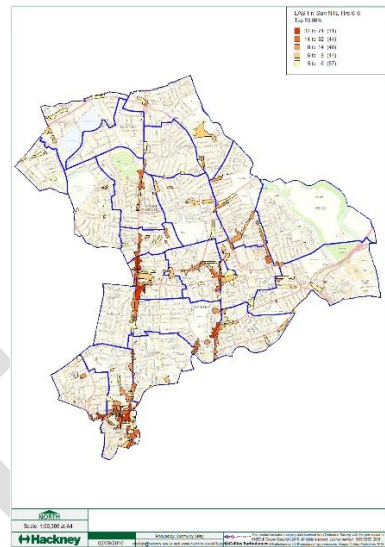
Map xx: LAS Alcohol Hotspot



Map xx: LAS Alcohol Top 51%



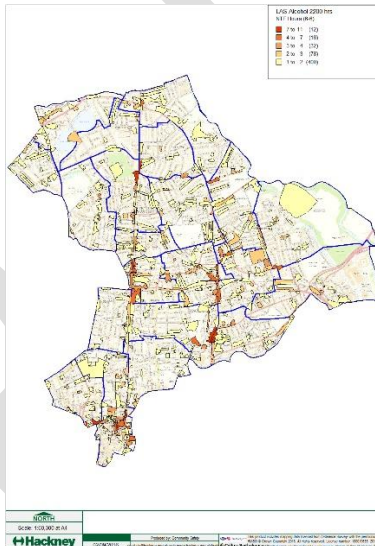
Map xx: LAS Alcohol Top 53% 6-6



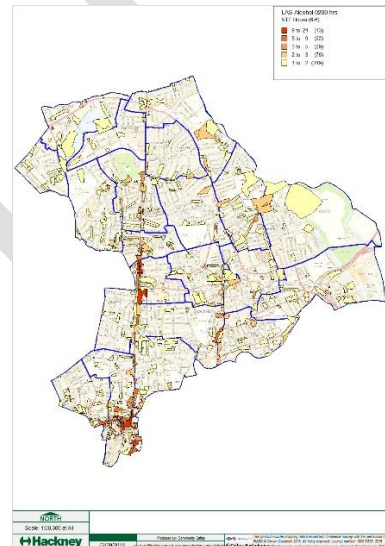
Map XX: LAS Alcohol 1800-1859



Map xx: LAS Alcohol 2200-2259



Map xx: LAS Alcohol 0200-0259



Map xx: LAS Alcohol 0400-0459



Map xx: LAS Alc FY15/16 FriPM to SatAM



Map xx: LAS Alc FY15/16 SatPM to SunAM



The maps above identify the same locations and places already highlighted in this report. There was next to no variation in the postcode areas with higher call concentration overall, and between the hours of 1800 and 0559, but this is most likely because a large proportion of incidents occurred after 1800 hours. Alcohol calls were mostly concentrated in Shoreditch, Dalston, Stoke Newington, Mare Street / London Fields, and to a lesser extent Hackney Central / Homerton. Maps xx to xx illustrate the intensity of alcohol related calls to locations during specific hours, and provide a snapshot of concentration and movement of activity over time. Between 1800 and 1859 hours there was a smattering of calls across the borough, particularly in central Hackney from Dalston in the West across to Hackney Wick in the East. Of note is that during this timeframe the concentration of calls in Shoreditch was much lower than elsewhere. By 2200 (to 2259) hours (map xx) the picture had changed somewhat in that calls were still occurring in the central region, but were beginning to pick up in Shoreditch, Mare Street / Broadway Market in the South of the borough, plus a few concentrated areas further north in Stoke Newington. This highlights the role of night time economies in relation to alcohol related calls and activities. Between 0200 and 0259 hours (map xx) call concentration was more vivid in Shoreditch and Dalston, and in the hour between 0400 and 0459 hours intensity had waned, but there were still small pockets of activity in the two main locations (Dalston and Shoreditch), but also in the Mare Street (junction with Well Street) area in the vicinity of the Dolphin public house. The last two maps (xx and xx) illustrate the concentration of calls made between certain days and times; Friday's from 1800 to Saturday's at 0559 hours and Saturday's from 1800 to Sunday's at 0559 hours only. These two maps were based on activity in FY2015/16, but were identical in previous years. Incidents appeared equally concentrated in Shoreditch on Friday nights, however calls to Dalston and Mare Street were slightly more prominent on Saturday evenings overall.

Homerton A&E Alcohol Related Assault Attendances³⁰

Homerton A&E Alcohol Related Assault Attendances – Not Geocoded

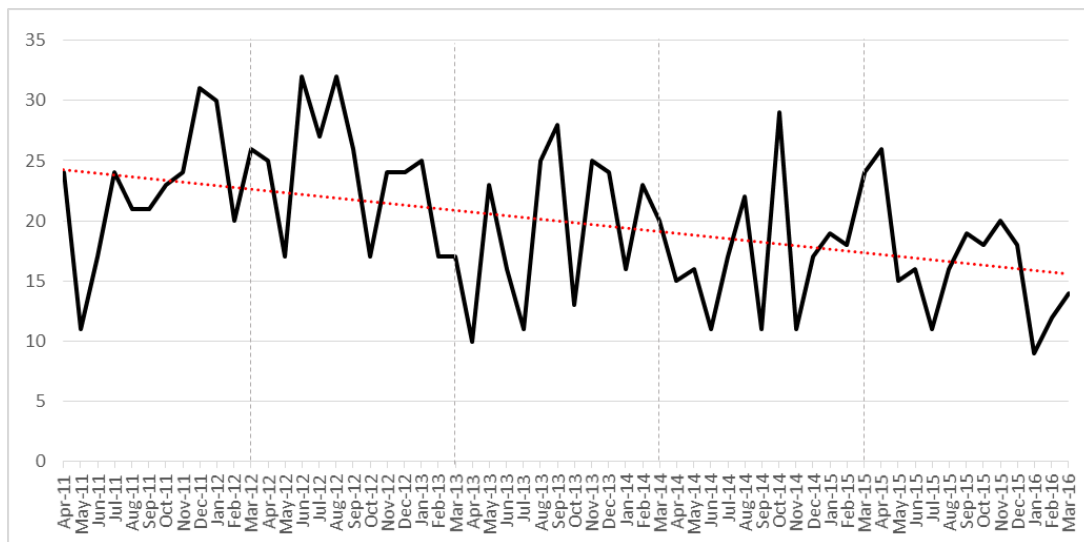
The following summary is based on people who attended the Homerton A&E for treatment following an alcohol related violent assault between FY2011/12 and FY2015/16 (n=1193). This is based on all attendances that were classified as alcohol related irrespective of whether or not there was sufficient information provided in the location field to map the incident geographically.

There was a year on year reduction in A&E attendances for violent assaults between FY2011/12 and FY2015/16; down 29% since FY2011/12. This percentage reduction is less than that observed above in the mappable subset of this data which halved over the same period of time. The higher

³⁰ Full dataset; both geocoded and non-geocodeable

percentage reduction of the mappable data is attributable to a reduction in incidents having been allocated a mappable location in latter years. The non mappable data provides a more accurate picture of actual trends and patterns of attendance (see chart xx), and it is still very much in contrast to police recorded violence (licensed premise violence and alcohol related violence) which increased over the same period of time.

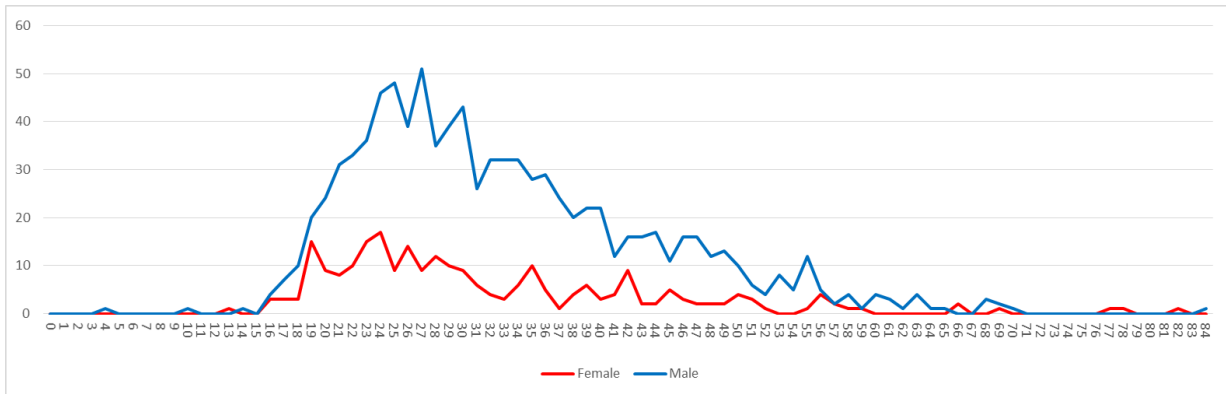
Chart xx: Homerton A&E - Monthly Alcohol Related Assault Attendances FY2011/12 to FY2015/16



Over half (54%) of attendances to the Homerton A&E for alcohol related assaults occurred at weekends (Saturday's and Sunday's). Half of the weekend attendances occurred between 0000 and 0559 hours (Saturday and Sunday mornings); and represented 29% of all alcohol related attendances. The hospital records attendance time, not incident time, so there were likely time lags between the time of the incident occurring and the patient reaching the hospital for treatment; attendances on Friday and Saturday early evenings were prevalent but to a much lesser extent. In total the NTE hours between 1800 and 0559 (Friday's to Sunday's) accounted for 39% of all alcohol related attendances for assault. There were no discernible differences found in patterns of attendance over the different years. This profile paints a similar picture to the subset of patients who were assaulted at or in the proximity of a licensed premise, so the inference that a large proportion of incidents are connected to Hackney's night time economies remains a valid one

The majority of victims were male (79%), with a peak age range of 24 to 30 years. The age profile for females was not as clearly defined, but there were more victims aged between 19 and 29 years, so the female profile was slightly younger than their male counterparts (see chart xx). This profile does not differ enormously from the patients who suffered assaults at or near to licensed premises.

Chart xx: Alcohol Related A&E Assault Attendances FY2011/12 to FY2015/16. Victim Age



Victims of alcohol related assaults generally stated that they did not know their attacker (63%), whilst fewer said that they did (28%); the remainder said they didn't know or refused to provide the information. Overall more victims were attacked by males (80%) than females (9%), and there were a few instances (2%) where the victim had been attacked by a both male and female perpetrators. Males were generally attacked by other males (86%), but females were mostly attacked by men (58%), and then other women (31%).

Of the women attacked by men: 32% were classified as alcohol related domestic incidents, 3% were sexual assaults, and 65% were alcohol or drug related. When we analysed the A&E assaults occurring in or near to licensed premises, only 1% of cases were domestic, and it was inferred that the reason for this was because the vast majority of domestic assaults would have occurred in a private location. In total 7% of the alcohol related assaults were classified as domestic and this highlights the relationship between domestic assault and alcohol.

Of the 65% of women assaulted by men where domestic abuse wasn't the given reason, it was found that many had been assaulted by a male known to them (friend/acquaintance/recognised), and this suggests that when alcohol has been consumed, women are also more at risk from male friends and other acquaintances (perhaps known to them through the club / entertainment scene). Also cause of concern is that more women who were assaulted by men were assaulted by total strangers, and the majority of these offences occurred in clubs, bars and other licensed venues, so female safety (and training awareness raising) should also be an issue of high importance for licensed premises, particularly those engaged exclusively in the sale of alcohol such as pubs, clubs and bars. A small proportion (3%) of victims said that they were assaulted by security guards or bouncers, and there were also some reports of security staff being assaulted by clients (although to a much lesser extent). Whilst this represented a small proportion of incidents overall, licensing conditions might highlight the importance of training and conflict resolution for licensed premise staff, particularly those working in higher risk premise types.

Most victims were not assaulted with the use of weapons, and most injuries were sustained through punching and kicking (67%). Where a weapon had been used it was most likely a bottle or glass (17%), and then a blunt instrument (10%), whilst the remainder of injuries were caused by a variety of methods including human bites, vehicles, firearms and knives. The prevalence of bottles and glass, poses some questions about the provision of plastic / polycarbonate replacements, particularly in bars, pubs and clubs where many of these incidents were said to have occurred. Males were more likely to use bottles or glass as weapons when attacking other males. One licensing consideration should be to review whether or not to put in place restrictions on the use of glass and bottles in establishments with higher levels of violence (and risk such as bars, pubs and clubs) based on a threshold, or in venues in high risk areas including special policy areas. It might not entirely reduce violence, but it would help to reduce the severity of injuries, and limit the burden on health services having to treat patients with more severe wounds and lacerations.

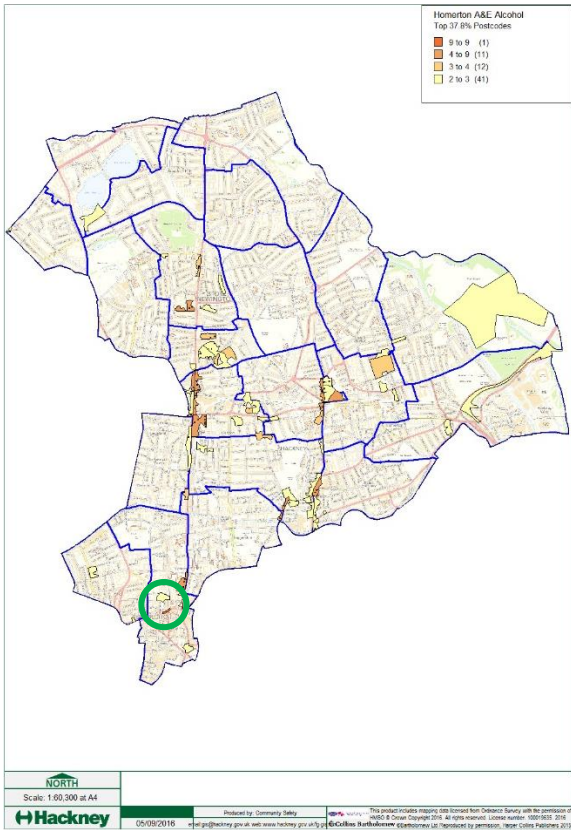
The hospital does not have a standardised method of categorising ethnicity, so the following section is based on the information provided. The largest ethnic group of victims were described as “English” (30%). In the absence of a “White” category, it is assumed that the majority of these people were White, and if “other White” categories are added this rose to 44% of the victims. The next largest single group was Black British (7%), and if other black ethnic groups (other Black, Caribbean and African) are added to this, then Black victims accounted for 17%. Other groups worth mentioning are Eastern Europeans (6%), Irish (5%), and Turkish / Cypriot (4%). Irrespective of nationality / ethnicity victims were more likely to be attacked by strangers, and then people known to them as either a friend or acquaintance. Age range for all ethnic groups is also by and large similar to the “all” profile, with the exception of Turkish / Cypriot victims who tended to be a little younger; 19 to 27 years of age.

More victims tended to reside in the E9, E5, E8, N16 and N1 postcode areas of Hackney. The postcode with the most varied range of victims was E5; including English, Black British, Other White, Eastern European and Irish. Victims from E9 were mostly English and then Black British, whilst in E8 and N1 most victims were English or Other White. It is noted that many victims resided in areas that border the Hospital, or where the Homerton would be the closest hospital to visit for treatment.

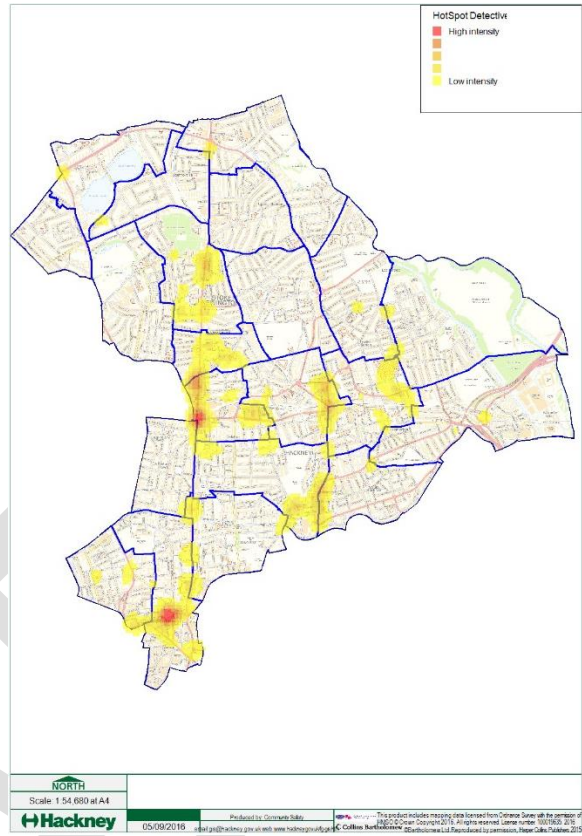
A&E Alcohol Related Assault Attendances – Maps (Geocoded only)

The following maps are based on alcohol assault related injuries that required treatment at the Homerton hospital, and are based on those with mappable locations only.

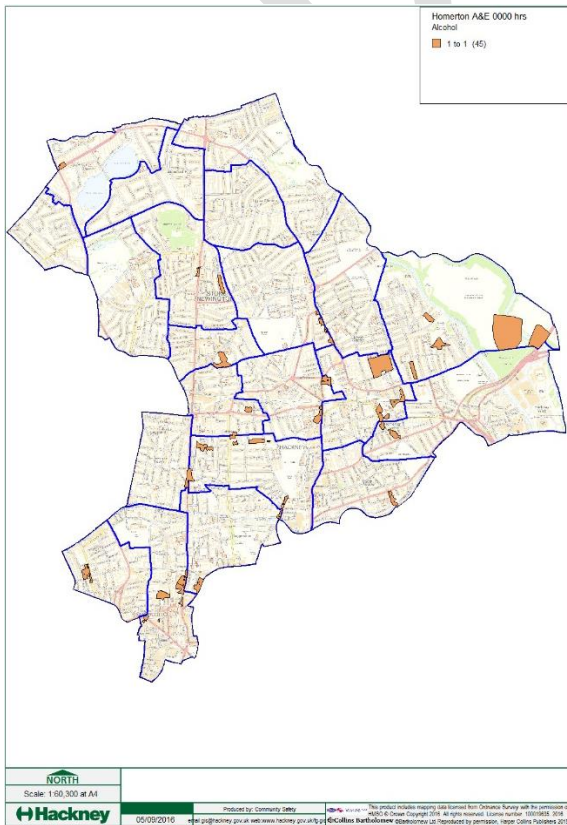
**Map xx: Alcohol A&E Assaults Top 37% Postcodes
FY2011/12 to FY2015/16**



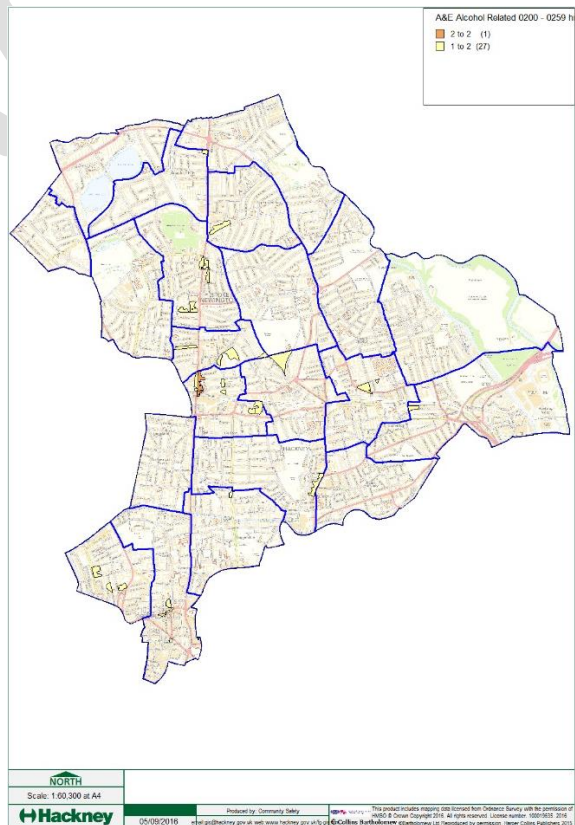
**Map xx: Alcohol A&E Assaults Hotspots
FY2011/12 to FY2015/16**



Map xx: Alcohol A&E Assaults 0000 to 0059 hrs



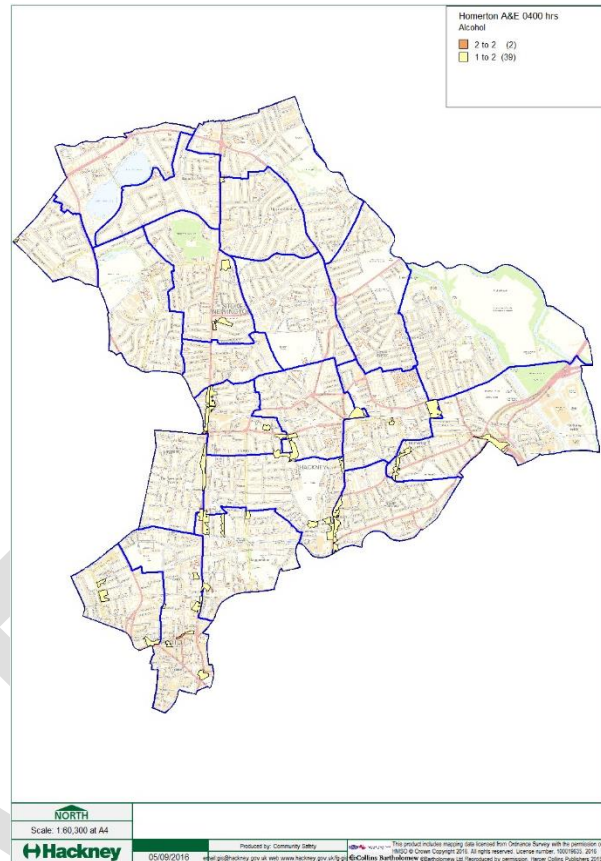
Map xx: Alcohol A&E Assaults 0200 to 0259 hrs



Map xx: Alcohol A&E Assaults 0300 to 0359 hrs



Map xx: Alcohol A&E Assaults 0400 to 0459 hrs



Visual observation of map xx without comparison with the hotspot map (xx) would likely under rate the importance of Shoreditch in the A&E alcohol related dataset. In fact there is a small area of high concentration in the vicinity of Old Street (circled in green), and as such the A&E alcohol related violence data illustrates a very similar picture of offending to other datasets. There are a few additional areas of interest from the hotspot map that are worth a mention. The first is the area of lower intensity at the most southerly point of Mare Street where the borough crosses into Bethnal Green (Tower Hamlets). This is interesting because we didn't see the same pattern of violence in the police alcohol / LP related crime data, so this might require some further exploration. The second area of interest is around Shacklewell, particularly between the hours of 0200 and 0559 hours when there was a small cluster of low low of alcohol related violence. This area is well known for the on street sex trade, and is in close proximity to Dalston Town Centre and night time economy areas, but it is unclear from this how much was related to licensable activities, and how much to the sex trade, either way it may also require some further research. The third location of interest was in Hackney Wick, particularly between 0300 and 0859 hours, and this might be of relevance in the context of licence premise growth at that location.

There were sporadic incidents occurring across the borough throughout daytime hours; no specific patterns or trends were evident. Incident levels picked up slightly (across the centre of the borough) from 1600 hours, but were more prevalent from 0000 to 0659 hours; the later time range might be explained by travel time.

3 – 1800 to 0559 hours – Crime (MPS, TfL and BTP), Ambulance Call Outs³¹, A&E Attendances³²

The following table (xx) outlines the count of crimes, incidents and call outs for specific agencies between the hours of 1800 and 0559 hours only.

For the purpose of this analysis these hours have been designated as the core night time economy (NTE) hours, and as such act a proxy for all activities and service demand between these hours. Analysis thus far has focused on specific subsets of data from each agency / organisation, and each has been subject to some bias in terms of how crimes and incidents have been flagged. Between these hours, the Police crime data in particular will be unaffected by flagging biases and as such will provide a general overview of crime patterns and trends during night time economy hours (albeit still subject to changes in recording practices and counting rules implemented by the Home Office). Ambulance call outs relate to all incidents attended by the ambulance service, including general illnesses, but should nonetheless provide an overview of service demand that can be contrasted with the alcohol and violence subsets. A&E attendances have been drawn from the mappable pan London database that includes assaults treated by hospitals other than the Homerton; the Pan London database is more limited in terms of data, meaning that it wasn't possible to extract an alcohol and licensed premise subset from it.

Table xx: Combined Crime and other Incidents / Call outs between 1800 and 0559 hours FY2011/12 to FY2015/16

Row Labels	FY2011/12	FY2012/13	FY2013/14	FY2014/15	FY2015/16	Grand Total
A&E	384	309	326	258	280	1557
BTP	161	66	61	52	56	396
LAS	8360	8782	8645	7888	9009	42684
MPS	9445	9179	8132	8056	8321	43133
TfL	44	37	33	21	25	160
Grand Total	18394	18373	17197	16275	17691	87930

The Met Police and London Ambulance Service (LAS) each accounted for almost half of the total calls, attendances and crimes during these hours over the five year period examined.

³¹ Note that this includes all ambulance call outs between these hours, and many incidents could be unrelated to alcohol or licensing trade. See Alcohol sections above, and separate violence sections for more specific information.

³² Based on all mappable A&E attendances made to any recording Hospital in London (mostly Homerton and Royal London)

Between the hours of 1800 to 0559 hours:

- A&E attendances accounted for 53% of all A&E attendances to hospitals across London where the incident had occurred in Hackney.
- From a police crime perspective the subset of crimes used for this analysis (see appendix xx) accounted for 29% of all crimes reported to the Met Police.
- 20% of all ambulance call outs occurred
- 43% of British transport crime occurred
- 9.5% of TfL reported crime (without a police reference) occurred.

TfL crimes contributed the least overall, but this is most likely because the majority (with police crime references) were excluded to avoid double counting with Met Police reported crimes. The Met Police crime data was a selected subset of crimes believed to have more relevance to NTE related activities (it focused on street based crimes, and excluded crimes such as residential burglary); had all crimes been counted 53% occurred between the hours of 1800 and 0559 hours.

Approximately a quarter of all incidents (attendances, calls and crimes) occurred between the hours of 1800 and 0559. Proportionally there were more A&E assaults and BTP crimes than other incidents at these times. Since A&E attendances focused on assaults it is possible to infer that violent crime is more prevalent during night time hours than all crime, and this will be examined in more detail when looking at violence separately. The prevalence of BTP (tube / rail) crime is of interest, particularly when it comes to peak hours since this might provide an indication of problems occurring as people make their way home at closing times.

Over the five year period, all incidents reduced by 3.8%, although there was a year on year reduction until FY2015/15, before a slight resurgence in FY2015/16. The FY2015/16 increase was attributable to an upsurge in both police crime and ambulance callouts that year. The only data experiencing higher volume in FY2015/16 compared to FY2011/12 related to ambulance calls, and this was again down to the upsurge in calls during FY2015/16; prior to this there had been year on year reductions. This is in contrast to alcohol related ambulance calls (1800 to 0559 hrs) that followed a slightly different pattern with incident levels increasing until FY2013/14 and then reducing. This does suggest that there might have been other factors (not necessarily related to the night time economy, alcohol and licensing) that caused the increase in overall ambulance calls during this time period.

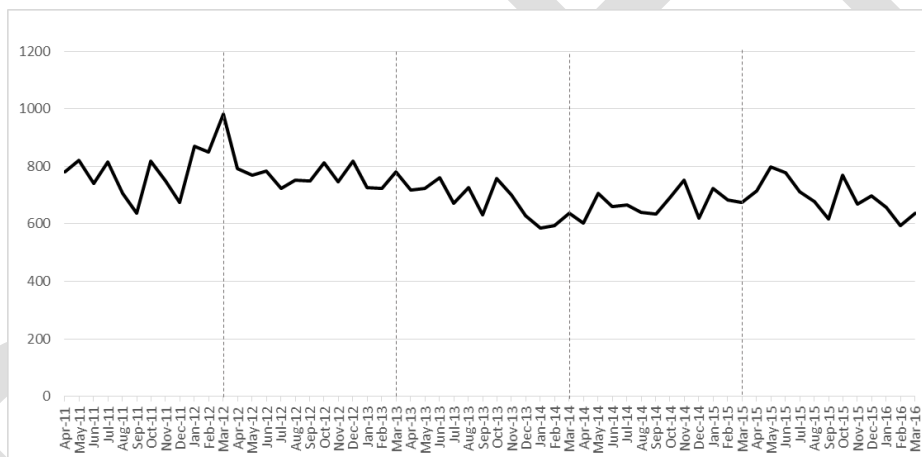
In terms of the wards with most incidents (calls, attendances and crimes combined), the top seven were the same as with other datasets, albeit in a slightly different order. Hoxton East and Shoreditch experienced the most (17.9%); three times higher than the next highest ward. There was not much

separating the other wards, but Homerton had the second highest levels, followed by Dalston, London Fields, Stoke Newington, Hoxton West and then Hackney Central.

In Hoxton East and Shoreditch incident levels dropped between FY2011/12 and FY2014/15, but increased slightly in FY2015/16, and overall incidents reduced by 28%. Homerton followed the same pattern, although incidents ended up 6% higher than in FY2011/12. In Dalston and Hackney Central incident levels fluctuated slightly each year with a 3% reduction overall in Dalston, but an 11% increase in Hackney Central. London Fields and Hoxton West followed the same pattern as Hoxton East and Shoreditch; down 9% in London Fields, and down 19% in Hoxton West. In Stoke Newington there was a reduction in incidents in FY2013/14 and FY2014/15, but incidents rose in FY2015/16 and increased overall by 4%.

Met Police Recorded Crime 1800 to 0559 hours

Chart xx: Met Police Reported Crimes 1800 to 0559 hours FY2011/12 to FY2015/16



During NTE hours approximately 60% of crimes were committed between Friday's and Saturday's; 36% of all crimes recorded between Friday's and Sunday's (all hours). Thursday's were less prevalent, but nonetheless emerging as a problem, and so 71% of NTE related crime occurred between Thursday's and Sunday's.

Ward Crime 1800 to 1859 hours

Between FY2011/12 and FY2015/16 there was a 12% reduction in offending across Hackney overall during these hours. That said, there was a noticeable rise in offending in FY2015/16, most of which was attributable to higher than normal levels of crime between May and June, and again in October 2015. The increase doesn't appear to have been limited to any one place since 13 of the 21 wards experienced FY increases that year, and that included six of the top seven wards; Hoxton East and

Shoreditch actually recorded year on year decreases in crime between these hours. The reduction in Hoxton East and Shoreditch, was no doubt achieved by the mobilisation of significant police resources to the location as a major crime hotspot and borough priority, particularly during NTE hours. Of the top seven wards, only Homerton experienced an overall increase in offending between FY2011/12 and FY2015/16, and despite increases during FY2015/16 all the other top ranking wards still have lower levels of crime than in FY2011/12. A Brief ward summary for the top seven wards follows:

Hoxton East and Shoreditch was the only ward to experience year on year reductions in crime over the five year period; reduction of 38% overall. In FY2011/12 this ward accounted for 30% of all crime during NTE hours, but this had reduced to 21% by FY2015/16. In FY2011/12 crime levels were 3.8 times higher than in Dalston, but by FY2015/16 crime levels were only 2.8 times higher; on the whole offences were 3.4 times higher. Thefts were more prevalent overall (67%), although they reduced in number by 50% between FY2011/12 and FY2015/16; accounting for 73% of crime in FY2011/12 but only 59% by FY2015/16. Violence was the second highest crime type (19% overall), but numbers increased by 50% between FY2011/12 and FY2015/16, and by FY2015/16 violence accounted for some 29% of crimes in this ward; up from 12% in FY2011/12. Sexual offences accounted for 1% of crime, and this didn't change, although offence levels did rise slightly. Robbery accounted for 3% of offences overall, but rose in number by 42% in FY2015/16 by which time it accounted for 5% of crimes in this ward; up from 2% in FY2011/12. Whilst thefts reduced, violence and robberies increased. Much of the drop in theft in this ward during NTE hours would have most likely been the result of proactive policing patrols, and licensing interventions with higher crime venues to limit opportunities. The rise in violence might have in part been down to changes in recording practices imposed by HMIC, but this would require some further investigation. Most crime between these hours occurred Friday's to Sunday's (76%), with peak hours of 2300 to 0259 hours (45% of NTE crime in this ward) and this was relatively consistent with other datasets for this ward. This reinforces the theory that much of the activity in this ward is connected to the NTE; in fact 12% of the entire boroughs crime between Friday's and Sunday's occurred in Hoxton East and Shoreditch between 1800 and 0559 hours. **NEED TO COMPARE LP & ALC CRIME TOO**

Crimes in Dalston dropped by 15% between FY2011/12 and FY2015/16, despite the rise in offending during FY2015/16. There was less variance in annual crime levels than with Shoreditch, and so there was not much deviation in terms of the proportion of crime that Dalston contributed to the borough over the years; 7.8% in FY2011/12, and 7.6% in FY2015/16. The crime type picture differed slightly from Hoxton East and Shoreditch in that the gap between theft and violence was lower in Dalston; theft accounted for 57% crime, and violence 25%. Robbery accounted for 6% overall. Theft offences accounted for 64% of crime in FY2011/12, dropping to 47% in FY2015/16; offences reduced in

number by 37%. Violence on the other hand accounted for 17% of crime in FY2011/12, rising to 34% in FY2015/16; offences increased in number by 71%. The proportional rise in violence appears to have had a greater impact in Dalston than in Shoreditch over the same period of time, although number wise the increase was still higher in Shoreditch; it just had less of an impact there. Robberies reduced in number FY2011/12 and FY2015/16, but there was no real proportional change in terms of its contribution to crime in this ward. Sexual offences increased in this ward by 70% (7 more crimes), and by FY2015/16 accounted for 3% of crime in this ward. 67% of crimes between these hours occurred between Friday's and Sunday's. Peak hours were Saturday and Sunday mornings between 0000 hours and 0259 hours; 25% of Dalston's NTE crime. As with the ambulance alcohol related call outs, Friday and Saturday evenings did not feature as strongly in Dalston as Hoxton East and Shoreditch; police and warden patrols might be more effective with focused patrols between 0000 and 0259 hours Saturday's and Sunday's. **NEED TO COMPARE LP & ALC CRIME TOO**

Crime in London Fields fell by 19% between FY2011/12 and FY2015/16, despite the rise in offending during FY2015/16. Proportionally this ward accounted for 6.8% of the boroughs crime in FY2011/12, falling to 6.2% by FY2015/16. Overall theft offences contributed to 56% of the ward's crime, and violence to 28%. Robbery contributed to 6% and sexual offences 2%. This was relatively similar to Dalston overall, however there were some differences in terms of change over the years. In FY2011/12 thefts accounted for 56% of the wards crime, but this reduced to 48% in FY2015/16; a reduction in number of 31%. In FY2011/12 violence accounted for 23% of crime in this ward, but by FY2015/16 this had increased to 38%; an increase in number of 34%. Either way by FY2015/16 the gap between theft and violence had reduced. Robberies in this ward reduced in number by 53%, accounting for only 4% of crimes by FY2015/16. Sexual offences increased in number by 150% (9 more), and went from 1% of crime in FY2011/12 to 3% in FY2015/16. 63% of NTE crimes occurred between Friday's and Sundays, and peak hours were Friday and Saturday nights 2200 to 2359 hours, plus Saturday and Sunday mornings 0000 to 0359 hours; 37% of NTE crime in this ward. This temporal pattern differs somewhat from the ambulance alcohol related calls to the location (peak hours 2100 and 0059 hours), but it is suspected that much of the crime problem is related to the NTE; one possible explanation for this difference is that visitors to this NTE may drink more moderately here than elsewhere, resulting in less alcohol related falls and illnesses. **NEED TO COMPARE LP & ALC CRIME TOO**

Crime in Hoxton West reduced by 4% between FY2011/12 and FY2015/16, and following three years of crime reduction there was an increase FY2015/16, but there was not great deal of variance in annual crime levels overall. In this ward the gap between theft and violence was much less than elsewhere; overall thefts contributed to 56% of the ward's NTE crime total, and violence 28%. Robbery contributed 6% and sexual offences 2%. Of particular note is that thefts accounted for 36%

of crimes in both FY2011/12 and FY2015/16; FY2012/13 and FY2013/14 were the peak years for theft offences, and there was a small reduction in number overall between FY2011/12 and FY2015/16. Violence on the other hand accounted for 31% of crimes in FY2011/12, rising to 42% in FY2015/16, and making violent crimes more prevalent than thefts. Robberies reduced in number by 30%, contributing 7% of the ward's crime by FY2015/16; down from 9% in FY2011/12. Sexual offences also decreased overall in this ward over the years. 57% of NTE crimes occurred between Friday's and Sunday's in this ward; peak hours Friday and Saturday nights 2300 to 2359 hours, and Saturday and Sunday mornings 0000 to 0359 hours (26%), although offences were also prevalent throughout the week between 1800 and 2359 hours. There was some similarity in peak hours with alcohol related ambulance call outs...**NEED TO COMPARE LP & ALC CRIME TOO**

Crimes in Homerton increased by 7% between FY2011/12 and FY2015/16, with most of the increases occurring FY2014/15 and FY2015/16. This might be indicative of a growing economy in this ward, although there wasn't great variance in annual crime levels. Overwhelmingly in this ward violence contributed to more NTE crimes than thefts overall; 53% of crimes were violent, and 23% thefts. Robberies accounted for 8% of the crime and sexual offences 4%. Unlike other wards violent crimes were higher than thefts each year, although volume fell between FY2012/13 and FY2013/14 before rising again and higher in FY2014/15 and FY2015/16. In FY2011/12 violence contributed to 48% of NTE crime, but this rose to 59% in FY2015/16; increase in number of 34%. Theft on the other hand contributed to 23% of crimes in FY2011/12, falling to 21% in FY2015/16; numbers remained virtually unchanged. Sexual offences increased by 186% (13 more), and robberies reduced by 36%. In terms of days of the week of note in this ward, Saturday's had the highest number, however crimes were prevalent throughout the week, and there were no real peak hours other than 1800 to 0059 hours on any day of the week. As previously noted elsewhere it is not clear that alcohol related NTE and licensing activities are entirely responsible for the patterns and trends exhibited in this ward. This might however change over time. **NEED TO COMPARE LP & ALC CRIME TOO**

Crimes in Stoke Newington reduced by 13% overall between FY2011/12 and FY2015/16. Crimes in this ward contributed to 4.7% of the borough's NTE crime total; 4.6% in FY2011/12, and 4.5% in FY2015/16, and offence levels were similar to Homerton. The peak offending year was FY2012/13. The gap between thefts and violent crimes in this ward was small, but as with Homerton violence outweighed thefts overall; thefts contributed to 37% of the overall ward NTE totals, and violence 40%. Robberies accounted for 6% and sexual assaults 3%. In FY2011/12 thefts contributed to 32% of the ward totals, whilst violence contributed 42%, however by FY2015/16 this had reversed, and violence contributed 52%, whilst thefts contributed 28%. Overall violence increased in number by 43%, whilst thefts reduced by 43%. Sexual offences increased in this ward by 90% (9 more), whilst

robberies halved. There were more crimes between Friday's and Sunday's in this ward (55%), however no definitive peak hours, other than Monday's to Friday's between 1800 and 2359 hours, and Saturday and Sunday mornings 0000 to 0259 hours. Ambulance alcohol related calls were also spread throughout the week, with Saturday peaks, so there is some similarity here.... **NEED TO COMPARE LP & ALC CRIME TOO**

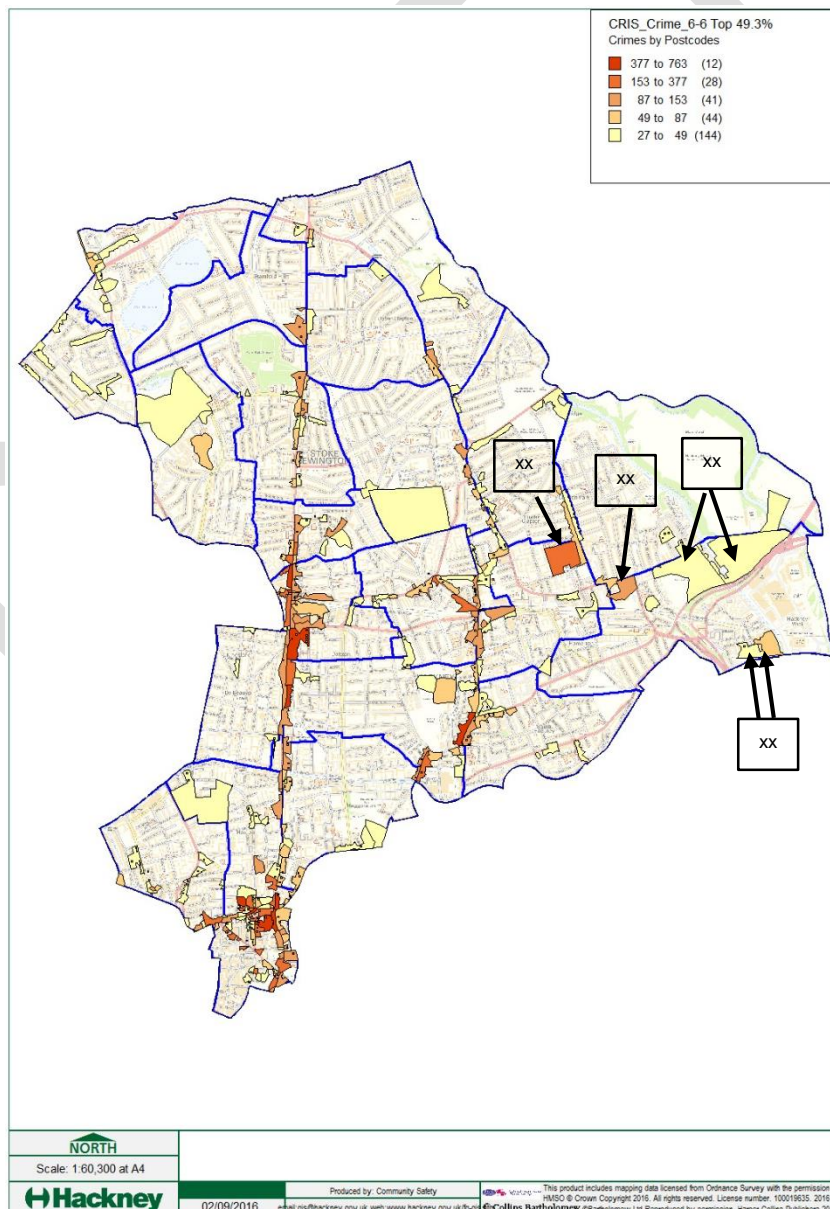
Hackney Central actually had the 9th highest level of NTE related crime overall, where as in analysis of other datasets it was generally within the top 7 highest wards. This further highlights the limited impact of NTE related crime in this ward, and is indicative that daytime markets are equally if not more prevalent in this ward. That said, between FY2011/12 and FY2015/16 NTE crimes increased by 11% in Hackney Central. Like Homerton there wasn't that much variance in annual crime levels, and the 11% increase only equalled to 36 more crimes overall. NTE crime in Hackney Central accounted for 4% of all NTE crime overall, rising from 3.4% in FY2011/12 to 4.3% by FY2015/16, so crimes increased both on a ward basis, and in terms of the contribution to borough crimes overall. Over half (53%) of NTE crime in this ward occurred between Friday's and Sundays, with Saturday's being the peak day overall, mostly because of the higher levels of reported crimes both at night and in the early morning. Otherwise crimes in this ward generally occurred between 1800 and 0059 hours, and the days where crimes extended until 0459 hours was on Saturday's and Sunday's, so there was some NTE related activity, albeit less prominent than elsewhere. As with neighbouring ward Homerton, there was more violence (46%) than theft (32%) in Hackney Central during night time hours. Robberies accounted for 7%, and sexual offences 3%. Thefts accounted for 29% of NTE crimes in Hackney Central in FY2011/12, but this had dropped to 25% by FY2015/16, even though the number of crimes reduced by only 2, but this is because the level of violence during NTE hours increased. Violence accounted for 37% of the ward's NTE crime in FY2011/12, but this rose to 58% by FY2015/16; an increase in number of 74%. The crime picture between these hours does not differ enormously from ambulance alcohol related call outs to the area.... **NEED TO COMPARE LP & ALC CRIME TOO**

Hackney Wick had the 10th highest level of crimes overall, however crime levels increased by 35% between FY2011/12 and FY2015/16. Additionally its contribution to borough crime increased from 2.5% in FY2011/12 to 3.9% in F2015/16. More crime occurred between Friday's and Saturday's (51%), and the peak hours followed a similar pattern to that of Hackney Central; 1800 to 0059 hours, but in this case Sunday was the peak day. Over the five year period examined the majority of NTE crime overall was violence (56%), whilst thefts accounted for only 23%. Robbery accounted for 9% and sexual offences for 4%. In FY2011/12 violence contributed to 45% of the ward's total NTE crime, but this rose to 64% by FY2015/16; an increase in number of 94%. Thefts accounted for 25% of the ward's NTE crime total in FY2011/12, dropping to 16% in FY2015/16, but theft levels were relatively

unchanged (reduction of 6 crimes). Further examination of specific locations (see map xx below) revealed that one of the major contributors to crime in Hackney Wick could have been from the John Howard Centre located on the boundary of Homerton (no xx). These were mostly cases of staff being assaulted by patients, and this helps to explain the extraordinarily large rise in (and high proportions of) violence in this ward. The same hotspot does not appear to show up on any of the other licensing / alcohol specific datasets analysed, so this is not considered to be connected to the wider NTE or licensing issues.

The following Map (xx) illustrates the spatial dispersion of NTE crimes across Hackney and is based on the postcodes containing the top 49% of crime. This visually confirms what has been discussed above in terms of top wards.

Map xx: MPS Crime 1800 to 0559 hours FY2011/12 to FY2015/16. Postcodes with top 49% crime



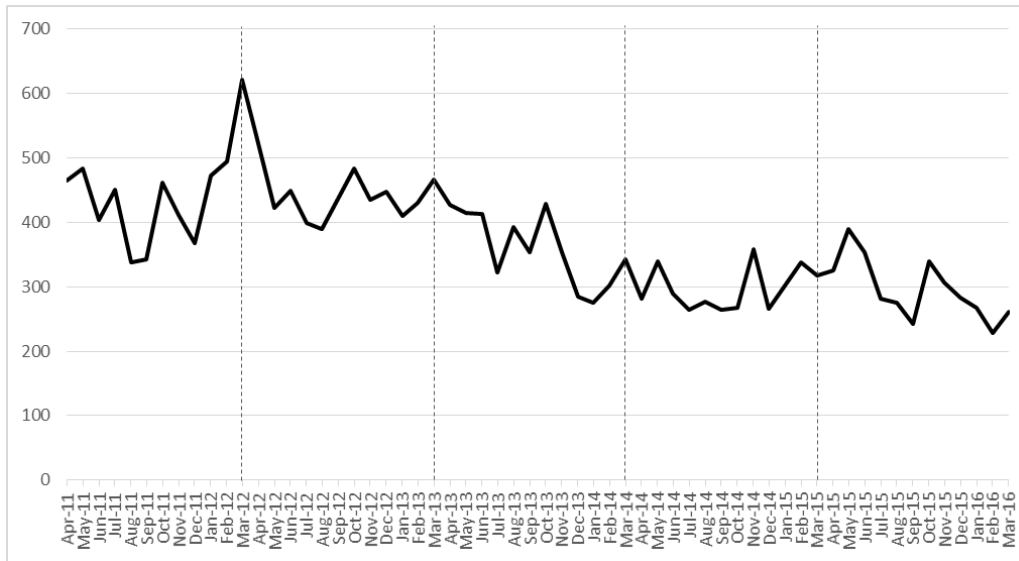
There are a few locations of note that haven't been previously discussed. One postcode in Homerton ward (no xx) concerned a series of seemingly unrelated incidents in the Balance Road area; mostly lower level violence (harassment and threats), plus some thefts, drug related offences, and one racially aggravated assault. There are no clear indications that these represent emerging or growing problems with respect to NTE and licensing activities. The two areas located close together (no xx) to the top left of Hackney Wick concerned a number of crimes in the Homerton Road, Mabley Street and Lee Conservancy Road areas. Most of these related to violence; 7 assault with injuries, 5 serious woundings, 6 common assaults, 5 harassment offences, and 2 offensive weapons. There were also 11 robberies, 15 thefts and 1 sex assault. It is not clear from information contained in the crime reports whether or not these were linked to night time economy and licensing issues, however looking at map xx it would be unlikely given that there were no licensed premises contained within those areas. The final area of note was situated in the South of Hackney Wick (no xx), with higher concentrations particularly during FY2015/16. These crimes were mostly theft offences in the vicinity of **Bar 90** (90 Wallis Road), and **Colourworks** (117 to 119 Wallis Road), with other unspecified crimes along Willis Road. Peak time for offences were between 2000 and 0259 hours for Bar 90, and 2000 and 0359 hours for Colourworks, and the majority of which occurred between Friday's and Sunday's. In terms of licensed premise crime, these two venues didn't rank as high as other venues, however in terms of NTE related crime they looked to be emerging as an issue during FY2015/16 in particular, and this might be in part due to growth of the NTE in this part of the borough.

Crime Types 1800 to 0559 Hours

Between FY2011/12 and FY2015/16 theft offences accounted for the largest proportion of crime overall (44%), and then violence (34%). Robbery accounted for 7% of crime and sexual offences 3%. That said, theft and handling offences dropped (35%) between FY2011/12 and FY2015/16 (see chart xx), whilst violent crimes increased (up 50%). By FY2015/16 violent crimes accounted for 46% of NTE crimes, whilst thefts accounted for only 36%, so there had been a total turnaround in the main contributors to crime totals.

Theft and Handling

Most thefts occurred between Friday's and Sunday's (66%), particularly between 2200 and 0359 hours (43%). Other theft and theft person were the most prevalent types of theft, and both reduced between FY2011/12 and FY2015/16; other theft down 33% and theft person down 25%. There was a slight rise in other theft offences during FY2015/16 but even with this there was still a substantial reduction compared to FY2011/12; 841 fewer by FY2015/16. Theft person offences increased FY2012/13, but then dropped year on year; 436 fewer by FY2015/16. Robberies reduced by 21% overall, although there were some year on year fluctuations.

Chart xx: MPS Theft and Handling 1800 to 0559 hours FY2011/12 to FY2015/16

Violence Against Person

Assault with injury and common assault offences were closely followed by harassment in terms of the top type of violent crimes, and there were large increases in most types of violence between FY2011/12 and FY2015/16. The only violent crime type to experience a drop in offence levels was Assault with injury, although there was a slight deviation from the other datasets previously analysed, in that offence levels fell between FY2011/12 and FY2013/14, rose during FY2014/15 and fell again FY2015/16. With other datasets assault with injury had also reduced overall, but the trend was that there had been year on year reductions until FY2015/16 when levels started to rise again. This appears to correlate with the changes to HMIC recording of violence which were introduced in FY2014/15, so the drop in FY2015/16 could have represented a real reduction. It is thus possible that the upturn in licensed premise and alcohol related assault with injuries during FY2015/16 might have been attributable to the situation in which they were occurring (e.g. licensing and entertainment industries), and potentially highlight a re-emerging pattern of increased violence in those circumstances. In terms of other violence between 1800 and 0559 hours Common assaults increased year on year between FY2013/14 and FY2015/16 (up 70%), GBH / Serious woundings increased by 336%, and harassment offences by 105%. As has been previously discussed, some of this could have been brought about by changes to Home Office counting rules, particularly since A&E and ambulance alcohol call outs decreased over the same period of time. If the upsurge in violent crime had purely been brought about by changes introduced in FY2014/15, then whatever changes occurred during FY2015/16 should have represented comparable and reliable indicator of continuing trends, and this means that there was likely a real increase in violence (perhaps with the exception of assault with injury). Harassment was also subject to new classifications in FY2015/16

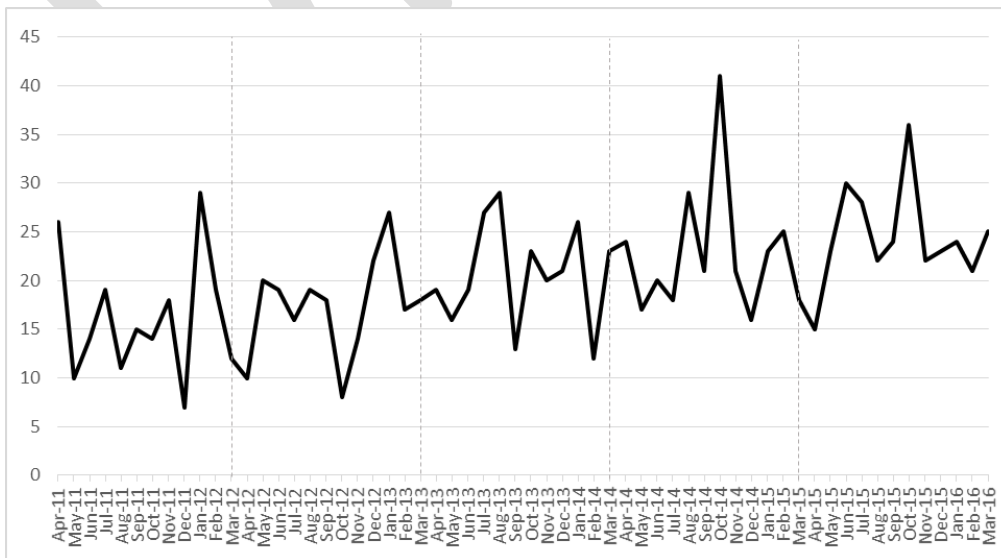
(additional crime of sending letters with intent to cause distress), so the continued rise in those offences might have been due to recording practices.

Sexual Offences

Sexual offences contributed to 3% of NTE crimes overall between FY2011/12 and FY2015/16, however at the same time sexual offences increased by 51%; rape up by 32% and other sexual offences up by 64%. Sexual assault on a female accounted for the majority (52%) of other sexual offences that occurred over the five years examined, increasing by 76% between FY2011/12 and FY2015/16. Exposure was the second highest (13%) other sexual offence type; up 44%. Most sexual assaults and rapes occurred between Friday’s and Sundays (55%), and peak hours were overwhelmingly 0000 to 0100 hours (38%). In the last two financial years incident levels appeared to be particularly high during the month of October.

The majority of rapes (77%) were classified as being committed on a female aged 16 years and over, and these increased by 32% between FY2011/12 and FY2015/16. Where specified at least 13% of the sexual assaults on females occurred in licensed premises, most notably in bars, pubs and clubs, at weekends into the early hours, and this was consistent with A&E data previously analysed. Over half of the exposures occurred between Friday’s and Sunday’s, with the many appearing to have occurred in public places outdoors, although more analysis is required to get a better understanding of these. Approximately half of the rapes no females aged over 16 occurred between Friday’s to Saturday’s with the peak offending hours of 0000 to 0159 hours, but very few were linked to a licensed premise, and more analysis would be required to get a fuller understanding of all the circumstances concerning the majority of these crimes.

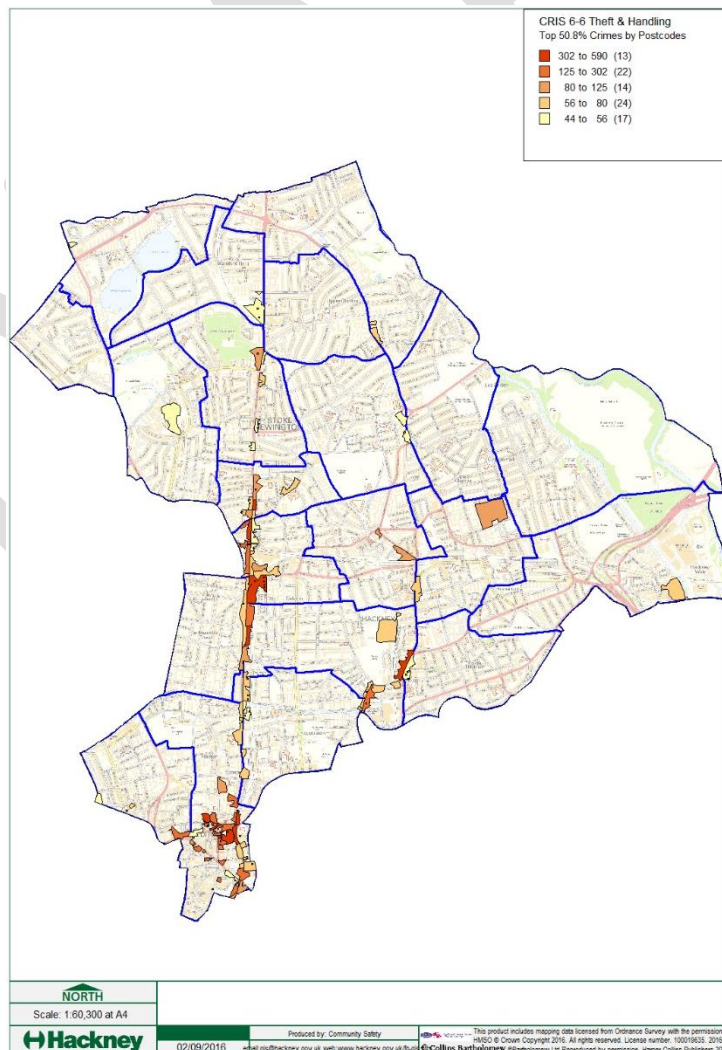
Chart xx: MPS Sexual Offences 1800 to 0559 hours FY2011/12 to FY2015/16



Theft, Handling and Robbery Offences by Ward 1800 to 0559 hours

All wards with the exception of Woodberry Down and Kings Park experienced reductions in theft offences between FY2011/12 and FY2015/16, however these wards had some of the lowest counts and proportions of theft in the borough, and the increase in both was in single figures. The wards accounting for the highest counts of theft were relatively consistent with the wards linked to alcohol and licensed premise crime, injury and illness already discussed above. Unusually Shacklewell had the fifth highest count of crime overall during the period examined, and Haggerston had the sixth highest. Homerton was only tenth. The wards with most theft were Hoxton East and Shoreditch, Dalston, London Fields, Hoxton West, Shacklewell, Haggerston, Stoke Newington and Hackney Central, and thefts dropped in each of these wards between FY2011/12 and FY2015/16. That said Dalston, Shacklewell and Haggerston experienced a slight upturn in thefts during FY2015/16, even though levels were still lower than in FY2011/12. Because of the slight variation in ward rankings, it is likely that not all thefts were connected to the NTE or licensing activities even when they occur overnight.

Map xx: Theft & Handling Offences 1800 to 0559 hours FY2011/12 to FY2015/16 – Areas with top 51%



Map xx illustrates the postcode areas that had the highest proportion (top 51%) of thefts in Hackney. The areas where more thefts were concentrated coincide with the wards described above, and are consistent with maps produced from related datasets. There were areas with higher concentrations of thefts in Shoreditch, Dalston and up the A10 into Shacklewell explaining the higher count in that ward. London Fields featured around Mare Street / Well Street (vicinity of the Dolphin pub), and also London Fields. Hackney Central and Homerton and Stoke Newington wards featured much less as the ward summary suggests, and this again potentially highlights that the trade in these wards is perhaps still underdeveloped from a night time economy perspective, or perhaps just because of the lack of larger capacity premises than in Shoreditch and Dalston. Some of the other areas described in the summary also featured here; the Balance Road area in Homerton and Wallis Road in Kings Park where some of the thefts were more likely associated with the bars and club close by.

In Hoxton East and Shoreditch and consistent with other datasets, a high proportion of theft (77%) occurred between Friday's and Sunday's. Peak hours were between 2200 and 0359 hours Friday nights to Saturday mornings, and Saturday nights to Sunday mornings (58%), but incidents were also relatively prominent between Thursday evenings and Friday mornings; 69% occurred between 2200 and 0359 hours Thursday's to Sunday's. Approximately half involved theft of phones, of which 83% occurred within the proximity of licensed premises, most notably pubs, bars and clubs already discussed in previous sections. Other locations were at bus stops, cab offices, in kebab shops, and hotels to name a few, but there was a clear correlation with licensed premises, particularly the types where patrons are less likely to keep an eye on their possessions. More needs to be done to reduce opportunities for thefts to occur, and this might involve the provision of free cloakrooms and guidance for patrons upon entry to encourage them to keep an eye on personal items. Prevention / awareness raising might also be required at around transport hubs, particularly bus stops and cab offices.

In Hoxton West more thefts and robberies occurred on Saturday's and Sunday's (43%) than any other days of the week. In this ward the temporal pattern differed slightly from Hoxton East and Shoreditch, in that Monday's to Saturday's thefts were equally prevalent between 1800 and 2359 hours, and the only other periods of note were Saturday and Sunday mornings between 0000 and 0359 hours (23%), so Saturday nights were not as problematic in Hoxton West. As with other wards over half of thefts targeted mobile phones, and half of those occurred in the vicinity of well known bars and clubs, particularly on the Old Street border with Hoxton East and Shoreditch. Peak days for these were Saturday's and Sunday's between 0000 and 0359 hours but crimes were also spread through the week at various times after 1800 hours. Many crimes also occurred on the street and at bus stops.

In Dalston a similar pattern was observed; although there were many more thefts on Saturday's and Sunday's (57%), than other days of the week; with Friday's this rose to 74%. Peak hours were 2200 to 0359 hours Friday evenings to Saturday mornings, and Saturday evenings to Sunday mornings (46%); mostly in the early hours of Saturday's and Sunday's. This was relatively consistent with other findings, although thefts tended to occur less on Saturday evenings than ambulance alcohol related attendances. Approximately half of the thefts and robberies recorded in Dalston involved the theft of a phone, 57% of which occurred in the proximity of pubs, bars and clubs but a large number of incidents were also reported in restaurants, on the street, on buses, and at the two overground stations in Dalston (Junction and Kingsland). There is perhaps suggestive that there are more transitory opportunities for theft and robbery in this location, particularly because most venues are located along the busy A10, and there are two large transport hubs, plus several bus routes that pass through.

Shacklewell lies to the north of Dalston, and in this context thefts and robberies were most likely an extension of the NTE related thefts in Dalston. Most occurred on Saturday's and Sunday's (60%); rising to 79% with Friday's. Peak hours were between 2300 and 0349 Friday evenings to Saturday mornings, and Saturday evenings to Sunday mornings (53%). Overall thefts were more prevalent on Saturday and Sunday early mornings. Some further examination of the data found that half of the thefts in this ward were of mobile phones from personal property, of which 73% occurred within the vicinity of well known venues that have already been discussed in some detail. Other locations of note were restaurants, takeaways, and in the street.

There were two hotspots in the London Fields area; Mare Street junction with Well Street area, and Broadway Market. In this ward there were more thefts and robberies on Saturday's and Sundays overall (55%), but the peak hours were again Friday evenings to Saturday mornings and Saturday evenings to Sunday mornings between 2200 and 0359 hours (46%); mostly in the early hours of Saturday's and Sunday's. Again half of the crimes targeted mobile phones, and of those 52% occurred within the vicinity of well known pubs, bars or clubs that have already been discussed for this area. Other locations of interest were bus stops, café's, restaurants, cab offices, the park, and on the street.

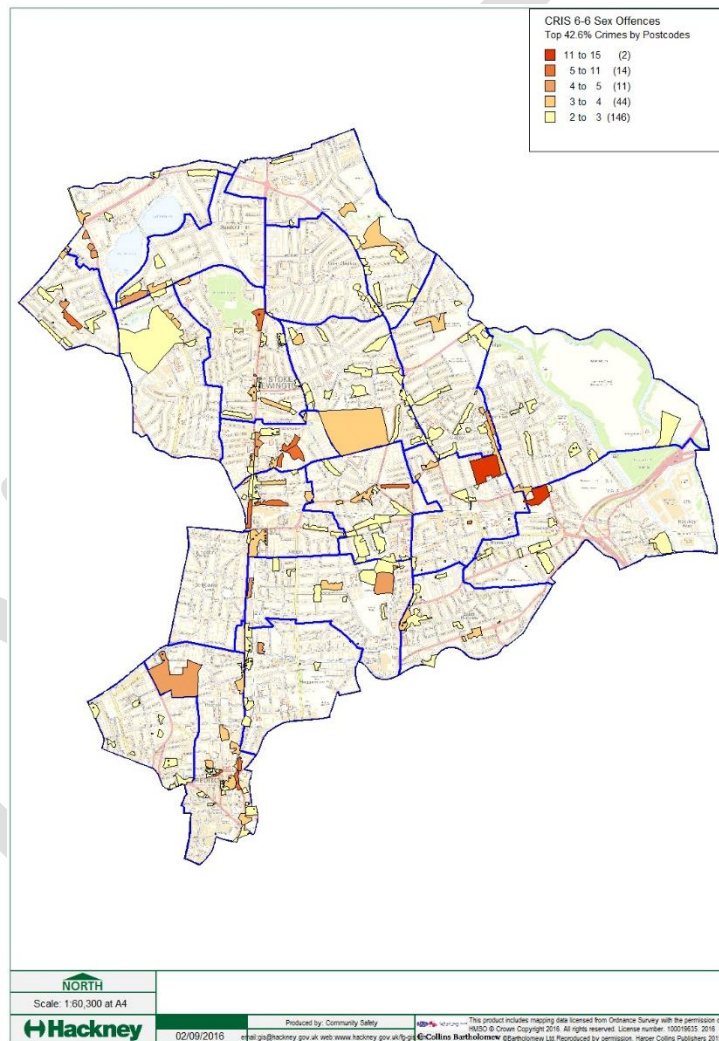
As discussed in the summary the prevalence of NTE related thefts and robberies in Homerton and Hackney Central wards was not as problematic as elsewhere. In Hackney Central 60% of thefts occurred between Friday's and Saturday's, but as discussed elsewhere the timeframes were less specific overall, that said Saturday and Sunday early mornings (0000 to 0159 hours) stood out slightly more. In Homerton the picture was even less clear, with thefts occurring any time between 1800 hours and 0059 hours any day of the week. Again this suggests that these two locations have

a lower impact on NTE related crime at this stage, but that could well change as they regenerate, and develop; a plan for the management and growth of night time licensing would probably be prudent.

On the basis of the above it is possible to establish a connection to areas that contain bars, pubs and clubs and acquisitive crimes occurring at these locations during relevant hours.

Sexual Offences by Ward 1800 to 0559 hours

Map xx: Sexual Offences 1800 to 0559 hours FY2011/12 to FY2015/16 – Postcodes containing top 49%



Visual observation of map xx shows that NTE related sexual offences were dispersed across the borough, although there were pockets of higher concentration in certain places. This pattern differs from maps produced from alcohol, and licensed premise related data in that town centres and main roads do not necessarily feature as strongly, and there appears to be a lower correlation with the location of licensed premises than with other crime types. As discussed in the summary above, many

of the sexual assaults reported were not linked to licensed venues, with many occurring in open public spaces.

The wards that reported most sexual assaults over the five year period examined, were Hoxton East and Shoreditch, Homerton, Stoke Newington, Hackney Downs, Dalston, Hackney Wick and Shacklewell, and offence levels increased in each of these wards between FY2011/12 and FY2015/16.

In Hoxton East and Shoreditch the postcode areas with higher concentrations appeared to be more linked to pubs and clubs than perhaps seen elsewhere, but incident levels were so low in number that it wasn't possible to determine any real patterns or trends. The venues named between FY2011/12 and FY2015/16 were the 333 mother bar (n=4), Browns (n=3), Catch 22 (n=3), Barrio's (n=2), and The Shoreditch (n=1).

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Appendix 1: List of Licensed Premise types for which crime data was downloaded

Cafes
Cinema / Bingo Hall
Convenience Store
Disco / Dance Hall
Licensed Club
Off Licence
Other Licensed Premises
Public House
Restaurants
Super / Hypermarket
Take Away Premises
Taxi / Cab Offices
Theatre / Concert Hall
Unlicensed Club
Wine Bar / Bistro
Yacht / Boat Club

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Appendix 2: MPS Crime Types selected for analysis

Drugs
Drug Trafficking
Conceal/Transfer Drug Proceeds
Dealing in Proceeds from Drugs
Having Possession Of A Controlled Drug With Intent To Supply. Other Class B
Importation of Class-A Drug
Poss. Crack with Intent to Supply
Possess w/l supply - Ketamine
Possess W/Intent Class A Cocaine
Possess W/Intent Class A Heroin
Possess W/Intent Class A MDMA etc
Possess W/Intent Class C
Possess W/Intent Other Class A
Possession W/Intent Cannabis
Supply of Class A - Cocaine
Supply of Class A - Heroin
Supply of Class A - MDMA etc
Supply/Offer to Supply Cannabis
Supply/offer to supply Ketamine
Supplying Crack
Supplying Or Offering To Supply A controlled Drug Class Unspecified
Supplying Or Offering To Supply A Controlled Drug Other Class A
Supplying Or Offering To Supply A Controlled Drug. Class B Amphetamine
Other Drug Offences
Obstruction (Misuse of Drugs Act)
Permit Premises Class B Cannabis
Other Drugs
Obstruction (Misuse of Drugs Act)
Possession Of Drugs
Having possession of a controlled drug Class A Methamphetamine (Crystal meth)
Poss Mephedrone & Cathinone Deriv
Possess Class C Drug - Ketamine
Possession of Anabolic Steroids
Possession of Cannabis
Possession of Class A - Cocaine
Possession of Class A - Heroin
Possession of Class A - MDMA etc
Possession of Class B Amphetamine
Possession of Class C
Possession of Crack
Possession of Methadone
Possession of Other Class A
Possession of Other Class B

Robbery
Personal Property
Assault W/I Rob Personal Property
Robbery of Personal Property
Sexual Offences
Other Sexual
Abuse Of A Position Of Trust: Causing Or Inciting A Female Child To Engage In Sexual Activity (Offender Is Aged 18
Administering A Substance With Intent
Assault On A Female By Penetration
Assault On A Female Child Under 13 By Penetration
Assault On A Male By Penetration
Carer - Female Mental Disorder
Cause/Incite Male Under13
Causing A Child Under 13 To Watch A Sexual Act Offender Aged 18 Or Over
Causing A Child Under 16 To Watch A Sexual Act Offender Aged 18 Or Over
Causing A Female Person To Engage In Sexual Activity Without Consent Penetration
Causing A Male Person To Engage In Sexual Activity Without Consent Penetration
Causing Or Inciting A Female Child Under 13 To Engage In Sexual Activity No Penetration
Causing Or Inciting A Female Child Under 16 To Engage In Sexual Activity Offender Aged 18 Or Over No Penetrat
Causing Or Inciting A Female Child Under 16 To Engage In Sexual Activity Offender Aged Under 18 No Penetratio
Causing Or Inciting A Female Person With A Mental Disorder Impeding Choice To Engage In A Sexual Activity Pen
Causing Or Inciting A Male Child Under 13 To Engage In Sexual Activity No Penetration
Causing Or Inciting Prostitution For Gain
Exposure
Female < 13 - Offender < 18
Female < 16 - Offender < 18
Female < 16 - Offender 18 or over
Kerb-Crawling
Male < 16 - Offender < 18
Meeting, or travelling with the intention of meeting, a female child, in any part of the world, following sexual grooming
Pay for Sex with a Female < 16
Presence < 16 Offender 18 or over
Sexual Activity With A Female Child Under 16 Offender Aged 18 Or Over No Penetration
Sexual Activity With A Female Child Under 16 Offender Aged Under 18 No Penetration
Sexual Activity With A Female Person With A Mental Disorder Impeding Choice Penetration
Sexual Activity With A Male Child Under 16 Offender Aged Under 18 No Penetration
Sexual Assault Female under 13
Sexual Assault On a Female
Sexual Assault On a Male
Sexual Assault On A Male Child Under 13
Soliciting A Prostitute
Voyeurism
Rape
Attempt Rape of Female 16 or over
Rape - Female under 13 by a Male
Rape of a Female Aged under 16
Rape of a Male Aged 16 or over
Rape Of A Male Child Under 13 By A Male
Rape of a Male under 16
Rape of Female Aged 16 and over

Theft & Handling
Handling Stolen Goods
Acquisition Retention Control
Acquisition Use Possession Prop
Concealing etc. Criminal Property
Handling/Receiving Stolen Goods
Other Theft
Making Off Without Payment
Stealing By An Employee
Theft Not Classified Elsewhere
Other Theft Person
Stealing From The Person of Another
Snatches
Theft from Person - Snatch
Violence Against The Person
Assault with Injury
ABH
Assault With Intent To Resist Apprehension Or Assault A Person Assisting A Constable.
Racially / religiously aggravated ABH
Racially/religious Agg ABH
Common Assault
Assaulting A Designated Or Accredited Person, Or Person Assisting Him Or Her, In the Execution Of His Or Her Du
Common Assault
Racially / religiously aggravated common assault or beating
Grievous Bodily Harm
GBH with Intent
GBH/Serious Wounding
Racially Aggravated Wounding/GBH
Racially Or Religiously Aggravated Malicious Wounding Or GBH
Harassment
Breach of Harassment Injunction
Breach Of Restraining Order
Causing Intentional Harassment, Alarm Or Distress
Course Of Conduct - Stalking
Disclose Sexual Photographs
Fear Or Provocation Of Violence
Harassment
Harassment, Alarm Or Distress
Puts People in Fear of Violence
Racial Aggravated Fear of Violence
Racial Harassment-Alarm-Distress
Racial or Religious Harassment
Racial/Relig Harassment W/Intent
Racial-Harassment/Alarm/Distress
Racially / religiously aggravated fear/provocation of violence
Racially / religiously aggravated fear/provocation of violence – words / writing
Racially Aggravated Fear Or Provocation Of Violence
Racially Aggravated Harassment
Racially Or Religiously Aggravated Fear Or Provocation Of Violence
Racially/religious Agg harassment
Relig Agg Harassment with Intent
Religious Fear Provoc of Violence
Send Letters W/I Cause Distress
Stalking Fear Of Violence
Stalking Serious Alarm Distress

Murder
Of Persons Aged 1 Year Or Over
Offensive Weapon
Having Blade or Point in Public
Poss Firearm - Fear of Violence
Possess Firearm to Commit Offence
Possessing Firearms Or Imitation Firearm At Time Of Committing Or Being Arrested For An Offence Specified In Sect
Possession Of Offensive Weapons Without Lawful Authority Or Reasonable Excuse
Other Violence
Abduction of Child by Another
Administering Poison With Intent To Injure Or Annoy
Arrange Entry UK For Sex Exploit
Arrange Travel In UK Sex Exploit
Assault On Constable
Assaults a designated person or his assistant in the exercise of a relevant power
Attempted Murder
Attempting To Choke, Suffocate &C. With Intent To Commit An Indictable Offence (Garrotting).
Causing Danger By Causing Anything To Be On A Road. Interfering With A Vehicle Or Traffic Equipment.
Endangering Life Or Causing Harm By Administering Poison.
Making Threats To Kill
Manslaughter
Possession Of Firearms Etc. With Intent To Endanger Life Or Injure Property Etc (Group II).
Possession Of Firearms Etc. With Intent To Endanger Life Or Injure Property Etc. (Group I)
Serious Wounding
GBH with Intent
GBH/Serious Wounding
Racially Aggravated Wounding/GBH

Appendix 3: MPS DARIS ASB Categories

Note that there are three overarching classifications: ASB Personal, ASB – Nuisance, and ASB – Environmental that were introduced in 2011 and implemented fully during 2013. These are the 3 overarching classifications of ASB by which the Government are recording and measuring ASB from a risk based perspective. The Metropolitan Police have thirteen codes for ASB; all of which technically sit under one of the three overarching classifications. From time to time only the overarching category is recorded (as this is the minimum now required for national reporting standards), but this provides less detail about the nature of the incident. Subsequent changes in these major classifications over time are not necessarily indicative of a real rise in their prevalence. Likewise a reduction in some of the sub classifications may not necessarily be indicative of a genuine reduction in prevalence if it is a simple case of having switched from minor to major categorisation of recording. In this sense some caution should be applied to the interpretation of increases / decreases in ASB types.

Veh - Abandoned Not Stolen	ANTI SOCIAL BEHAVIOUR
Veh Nuisance / Inappropriate Use	ANTI SOCIAL BEHAVIOUR
Rowdy Or Inconsiderate Behaviour	ANTI SOCIAL BEHAVIOUR
Rowdy / Nuisance Neighbours	ANTI SOCIAL BEHAVIOUR
Littering / Drugs Paraphernalia	ANTI SOCIAL BEHAVIOUR
Animal Problems	ANTI SOCIAL BEHAVIOUR
Trespass	ANTI SOCIAL BEHAVIOUR
Malicious / Nuisance Communications	ANTI SOCIAL BEHAVIOUR
Street Drinking	ANTI SOCIAL BEHAVIOUR
Prostitution Related Activity	ANTI SOCIAL BEHAVIOUR
Noise	ANTI SOCIAL BEHAVIOUR
Begging / Vagrancy	ANTI SOCIAL BEHAVIOUR
Fireworks	ANTI SOCIAL BEHAVIOUR
ASB - Personal	ANTI SOCIAL BEHAVIOUR
ASB - Nuisance	ANTI SOCIAL BEHAVIOUR
ASB - Environmental	ANTI SOCIAL BEHAVIOUR
Nuisance Calls	ANTI SOCIAL BEHAVIOUR

Appendix 4: LBH Premise type and MPS Equivalent

LBH Prem type	MPS equivalent	MPS Equivalent	MPS Equivalent	MPS Equivalent
Cafe	Cafes			
Church/Religious Centre				
Cinema / Theatre	Theatre/Concert Hall	Cinema/Bingo Hall		
Hotel				
Night club	Licensed Club			
Off-licence	Off Licence			
Other + Hotel + church + Park + sex estab + social club	Other Licensed Prems	Taxi/Cab Offices	Unlicensed Club	Yacht/Boat Club
Parks / Open spaces				
Pub/Bar	Public House	Wine Bar/Bistro		
Restaurant	Restaurants			
School/Community Cent/Sports	Disco/Dance Hall			
Sex Establishment				
Social Club				
Supermarket	Super/Hypermarket	Convenience Store		
Takeaway	Take Away Premises			

DRAFT

Public Health Evidence Submission
Licensing Policy Review
September 2017

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1 Recommendations

This paper presents a range of local and national evidence in relation to alcohol, health and licensing. It provides an outline of national evidence and local data, to demonstrate the impact of alcohol consumption on health and the licensing objectives, while highlighting the interventions to minimise alcohol-related harms.

Drawing on this evidence, the Council's Public Health department makes the following overarching recommendations to the Licensing Policy Review:

No	Recommendations
1	Consider a borough wide approach to the use of minimum unit pricing in reducing harm including in relation to crime and disorder
2	Consider re-launching a revised Responsible Retail scheme, guiding licensed premises to implement best practice approaches to selling alcohol
3	Consider the introduction of new or extension of the existing Special Policy Areas (SPAs), using data on alcohol-related incidents to form a part of the evidence base
4	Explore opportunities to manage the drinking environment more effectively, particularly where this is based on sound evidence, e.g. use of polycarbonates
5	Examine the impact alcohol deliveries are having in Hackney and incorporate new delivery related conditions within the next Statement of Licensing Policy, including a request for applicants to specify whether or not their service will include a delivery offer.
6	Strengthen the provision to manage density and hours of sale which are linked to a range of harms, including crime and disorder
7	Highlight the penalties for licensed premises that are found to be handling illegal tobacco and support a voluntary smokefree outdoor scheme with local businesses
8	Consult widely with residents and young people to better understand diverse views on issues around alcohol harms and licensing and consider the consultation responses received on Hackney's draft Alcohol Strategy

2 Public Health, Alcohol and Licensing

2.1 Areas of work

The Council's Public Health team undertakes a range of work in relation to alcohol and licensing. The rationale for this work is well-established, as alcohol has been identified as a causal factor in over 60 medical conditions, as well as being associated with a range of individual and societal vulnerabilities. [1]

In addressing this, Public Health commission alcohol (and drug) treatment services and is currently in the process of developing an Alcohol Strategy for Hackney. Two chapters of Hackney's [Health and Wellbeing Profile](#) have been published covering relevant issues on [Alcohol](#) and [Community Safety](#).

Specific work in relation to the licensing process is also undertaken by the Council's Public Health team. This includes:

- Work with licensed premises to improve the environment in pubs, bars and clubs (for example, Public Health has funded work by Club Soda and Blenheim to help promote sensible drinking and encourage licensed premises to be more welcoming to people who want to drink less alcohol or none at all)
- Joint work with Trading Standards on addressing illegal goods (e.g., tobacco, alcohol)
- Ongoing implementation of voluntary minimum unit price for alcohol locally
- Informing the licensing process through representations on applications, reviews and policy formulation
- The business case for Hackney's Health and Social Care Devolution pilot included a section on proposals to include Health as a Licensing Objective.

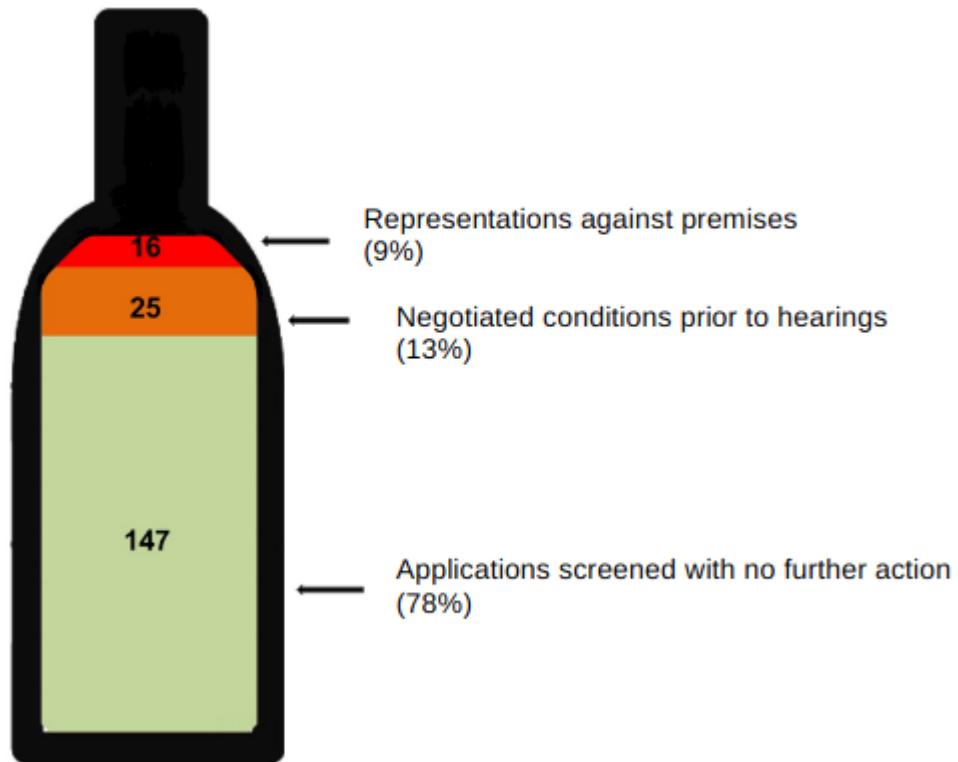
2.2 Public Health as a Responsible Authority

Alcohol can play a positive role in any community, such as by providing employment and encouraging sociability. However, the increase in harm caused by alcohol misuse is widespread, both in terms of health harms and community safety. Public Health recognises the role that licenced premises play in contributing to the local economy, but the increasing availability of cheap alcohol has a significant impact on the health and wellbeing of many of the borough's residents. Tackling alcohol misuse is key to achieving the aspirations of Hackney's Health and Wellbeing Strategy and it is recognised that licensing is an important component in the wider efforts to reduce the harm of alcohol misuse.

Despite the absence of a public health licensing objective, there are still clear health implications that are linked to the existing licensing objectives. The objective on public safety includes the prevention of accidents and injuries that can result from alcohol consumption. Evidence from emergency departments and ambulance pick up data may show the level of drunkenness that is causing accidents and injuries. The number of alcohol related assaults may be relevant to the crime and disorder objectives while under 18 alcohol-related incidents links to the protection of children and young people from harm objective. Alcohol-related incidents, including problems linked with street drinkers, could be considered under the public nuisance.

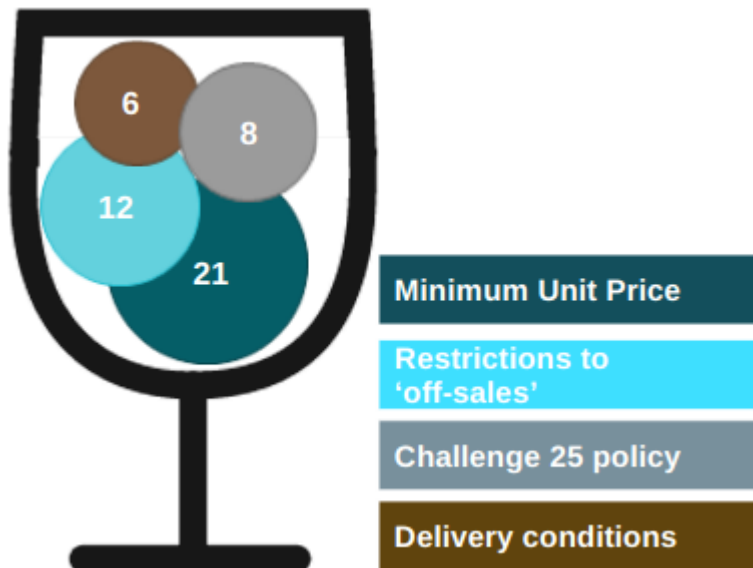
Substantial work has been undertaken by the Council's Public Health team as part of its role as a responsible authority. In 2016/17 Public Health officers screened over 180 licensing applications, which resulted in 16 representations and 25 premises agreeing to conditions in advance of a sub committee hearing (see Figure 1 & Figure 2).

Figure 1: Outcome of 188 applications screened by Public Health (April 2015-March 2016)



Source: Hackney's Public Health alcohol licensing tracker

Figure 2: Types of conditions suggested by Public Health accepted by licensed premises, prior to sub-committee hearings (April 2015-March 2016)



Source: Hackney's Public Health alcohol licensing tracker

Note: Figure in circles indicate the number different licensed premises accepting at least one condition within that type

Voluntary minimum unit pricing condition

In January 2016, Public Health began negotiating a voluntary minimum unit price (50p) for new or varied applications involving an 'off-sales' element. As of 31 March 2017, 30 premises have agreed to take on this voluntary condition. While national legislation would have a far greater impact than local voluntary agreements, the aim is to invite local businesses to ensure that their premises abide by proportional charging for the alcohol they sell.

Deliver services and conditions

The number of premises now offering a delivery service (either their own in-house service or via a third party, such as Deliveroo or UberEats) seems to be increasing, although it is difficult to provide accurate figures, as the license application form does not explicitly require premises to state whether a delivery service is required. During the screening process, if it becomes apparent that a delivery service is being provided, officers will suggest specific conditions, which are aimed at reducing the misuse of alcohol.

Table 1: Delivery related licensing conditions

Condition	Link to licensing objective
At the time the order is placed a declaration will be required from the person placing the order to confirm they are over 18 years of age	Protection of Children and Young People from harm
Customers to be reminded it is a criminal offence for a person under 18 years to purchase or attempt to purchase alcohol and that it is also an offence to purchase alcohol on behalf of a person aged under 18 years	Protection of Children and Young People from harm
ID verification will be made when orders containing alcohol are delivered (no ID no delivery) – acceptable proof of age shall include identification bearing the customer’s photograph, date of birth and integral holographic mark or security measure	Protection of Children and Young People from harm
Full training is provided to all staff relating to age verification, using Challenge 25 and the law relating to the sale of alcoholic products. Refresher training should be provided annually	Protection of Children and Young People from harm
Staff making the deliveries must be at least 18 years old	Protection of Children and Young People from harm
Alcohol can only be delivered to a residential or business address and not to a public place / delivery staff will not deliver to any person anywhere other than at the residential / business address given when the order was placed	Prevention of Public nuisance
Deliveries will not be made between the hours of 23:00 and 07:00	Prevention of Public nuisance

Source: Hackney’s Public Health alcohol licensing tracker

Smoking prevention and tobacco control

One of the four priorities within the Hackney Joint Health and Wellbeing Strategy is “Controlling the use of tobacco, with a renewed emphasis on stopping people from starting smoking as well as helping them to quit”.

The impact of tobacco on the health of local people is profound, as is the cost to local public services. Smoking in Hackney is estimated to cost society more than £65 million per year as well as contributing to health inequalities and that is more common amongst disadvantaged and vulnerable groups. [2]

A key priority action within the Health and Wellbeing Strategy is enabling smoke free communities, and one activity linked to this priority is to reduce the supply of illicit tobacco. Following common practice in not only neighbouring boroughs such as Camden and Islington, but also nationally, working in partnership with Licensing can be one important way to reduce the amount of illicit tobacco in our borough and is included in the Revised Guidance (March 2015) issued under section 182 of the Licensing Act 2003.

Illegal tobacco is often available at cheaper prices, making it more accessible and appealing for children and enabling young people to start smoking. It also makes it harder for smokers to quit and easier for ex-smokers to relapse thus undermining the very services we offer to help people quit. It is also important to note that there are links between illegal tobacco and organised crime and that this form of illegal activity is recognised as both increasing the fear of crime and lowering perception of community safety. Therefore we recommend that the Statement of Licensing Policy makes it clear that evidence of illegal tobacco can result in that premises losing its licence.

As the Chair of the Hackney Health and Wellbeing Board, Cllr McShane is interested in implementing more smokefree areas across Hackney and would like Public Health to investigate the possibility of introducing smokefree outdoor area linked to eating and drinking establishments. According to the Royal Society for Public Health, if smoking tobacco was banned outside pubs and bars a third of smokers would switch to e-cigarettes. [3]

A few UK local authorities have implemented voluntary smokefree outdoor area. Following a public consultation Brighton and Hove promotes a [voluntary scheme](#) to encourage smokefree outdoor dining areas. Businesses who sign up to the scheme are expected to encourage people not to smoke in their outdoors areas. A promotional kit is provided and the Council will promote approved and registered businesses on its website. This is part of a wider smokefree campaign, covering other areas such as children playgrounds and school gates.

In 2014, Millennium and Anchor Square (in Bristol) became the first smokefree outdoor space in England, an area which includes café and restaurants. This is also a voluntary scheme which has been well-received, with more than eight out of ten people indicating the area is a better place since becoming smokefree. [4]

3 National Evidence

In December 2016, Public Health England published a [comprehensive review of the impact and the effectiveness of alcohol control policies](#). The review considered a range of existing research, under the following themes:

- Taxation and price regulation
- Regulating availability
- Managing the drinking environment
- Regulating marketing
- Providing information and education
- Reducing drink-driving
- Brief interventions and treatment
- The policy mix

In the context of a licensing review, price, availability and the drinking environment are particularly relevant and the key findings from these areas which are locally relevant are summarised in the sections below.

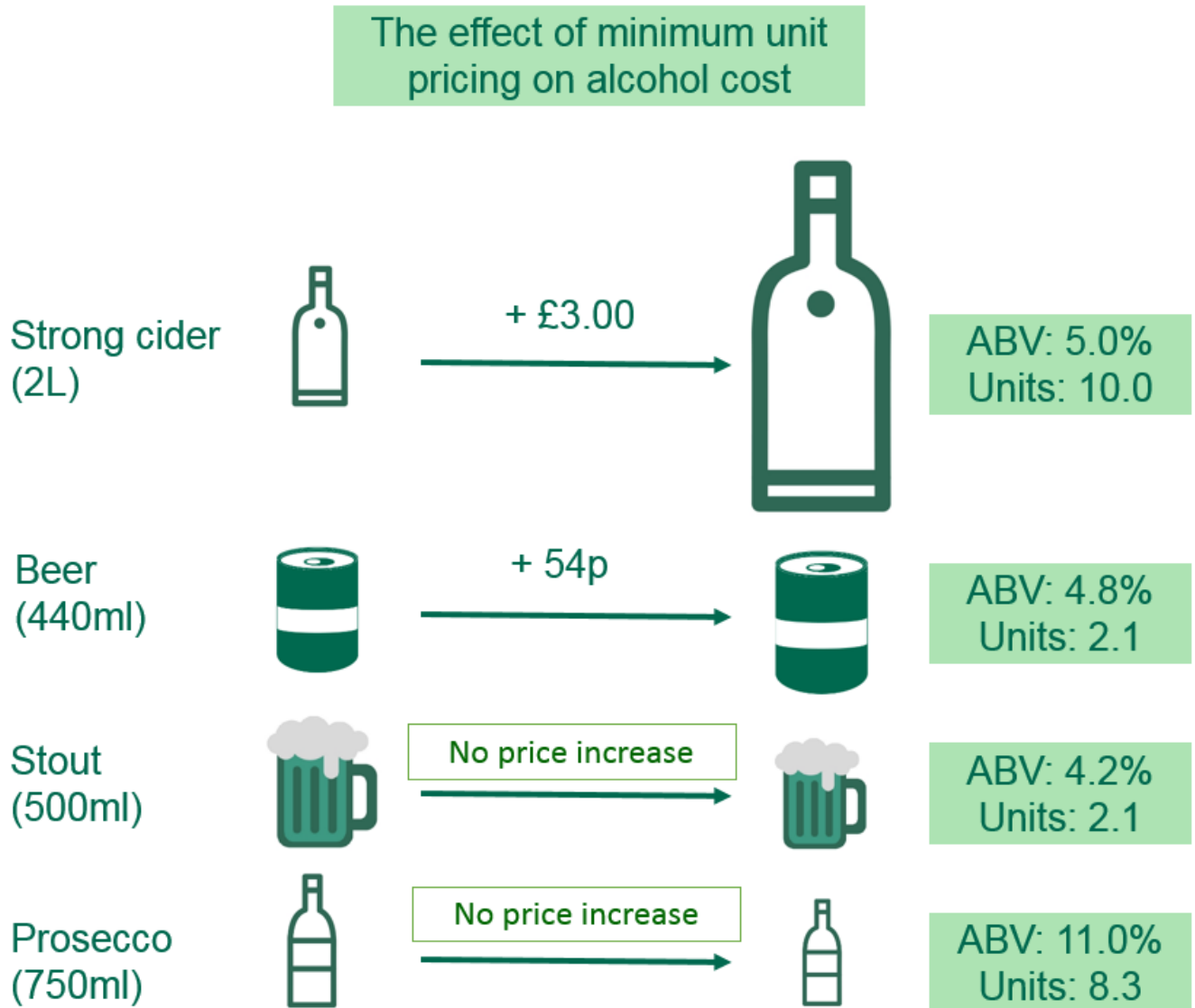
3.1 Price Regulation

Public Health England found that policies that reduce the affordability of alcohol are the most effective, and cost-effective, approaches. [2]

While many levers in relation to price regulation are outside of the scope of a local authority, there is good evidence that minimum unit pricing can have a positive effect with minimal negative impact. Public Health England's review of four natural experiments, eight modelling studies, one observational study, and one field study show demonstrate this. UK modelling shows minimum unit pricing is associated with improvements in health, crime and productivity. [2]

There is a misconception that a minimum unit price will increase the cost of most alcohol products, with such cost being passed onto the consumer. The impact of minimum unit pricing, set at a level of 50 pence per unit of alcohol, on a range of alcoholic products is illustrated in Figure 3. The alcohol products that would increase in price tend to be the ones that are consumed by heavy drinkers, such strong cider. At levels discussed, (50-60p per unit) moderate drinkers (irrespective of socioeconomic status) and the on-trade are minimally affected. Estimates are that moderate drinkers would on average experience an increase in spending of around 61 pence per month. Evidence from Sheffield University [3] indicates that a minimum unit price of 60p would lead to a reduction of over 50,000 hospital admissions per year in England. [3]

Figure 3: Effect of a 50p minimum unit pricing on the cost of selection alcoholic drinks



Source: Hackney Public Health Intelligence Team (price difference based from mysupermarket.com, accessed 20 April 2017)

In their Statement of Licencing Policy (2013-2018), [Newcastle City Council](#) included a section to encourage all licensed premises to apply a minimum unit price of 50p. The following paragraph is also included:

“Where the premises are found to be selling alcohol below this price [50p per unit of alcohol] and there are problems associated with the premises that are negatively impacting on the licensing objectives, a responsible authority may bring review proceedings. Following the review, the Licensing Committee may decide to impose a condition in relation to the pricing of alcohol in order to uphold the licensing objectives.” [4]

[Gateshead Council](#) expects that applicants, applying to sell alcohol, will ‘only make sales where the purchase price is at least £25 and/or the minimum unit price of the alcohol is not less than £1 per unit’. [5]

Other authorities, such as [London Borough of Brent](#), [Durham County Council](#), [Bedford Borough](#)

[Council](#) and [Middlesbrough Council](#) make references to a voluntary minimum unit approach in their Statement of Licensing Policies.

In terms of other price levers, bans or restrictions on price promotions may reduce consumption, but more evidence is needed before firm proposals can be made locally. [2]

3.2 Regulating Availability

There is a strong relationship between the density of alcohol outlets and levels of social disorder, demonstrated in five systematic reviews, two critical reviews, and three observational studies. [2]

There is also evidence that reducing the hours of sale, particularly in the late night on-trade, can result in reductions in alcohol-related harm. National research suggests that as closing hours have been extended in recent years, violence shifted later into the night and hospital admissions increased by a small amount in some areas. For example, an analysis of hospital attendances at St Thomas' hospital in London, shows that overnight alcohol-related emergency attendances increased after the introduction of extended closing hours. [4]

Overall, evidence demonstrates that policies that reduce the hours during which alcohol is available for sale can significantly reduce alcohol-related harm. This is especially for late night on-trade sale, and in the night-time economy. This policy is cost effective when targeting hours and days of sale are simultaneously enforced and applied to the most densely populated areas. [2]

3.3 Managing the Drinking Environment

Issues around the drinking environment are particularly relevant for local implementation. Key headlines from Public Health England's review of existing research in this area is summarised below: [2]

- **Replacing glassware with safer alternatives (e.g. polycarbonates) (two studies)**
 - Replacing glassware with safer alternatives is based on sound principle with some evidence for reduced violent injuries
- **Voluntary removal of the sale of high strength alcohol (one experimental study)**
 - May reduce acute alcohol-related harm but easily undermined if high strength alcohol is readily available from neighbouring areas
- **Policing and enforcement approaches (one systematic review)**
 - Some effects on sales to underage or intoxicated customers, effects small & short term
- **Public drinking bans (one systematic review)**
 - Harmful impact on marginalised groups, small increases in perception of public safety, no impact on harm
- **Server training and server liability (five reviews / studies)**
 - Impact is small
- **Multicomponent community programmes (six reviews / studies)**
 - Small reductions in acute harms, cost-effective and cost-saving

In the context of information about the drinking environment, particularly the impact of the night time economy on residents of the borough, it should be noted that 40% of Hackney residents self-identified as non-drinkers in a recent survey. [5] Further information on local trends in alcohol consumption patterns are published in Hackney's Joint Strategic Needs Assessment for

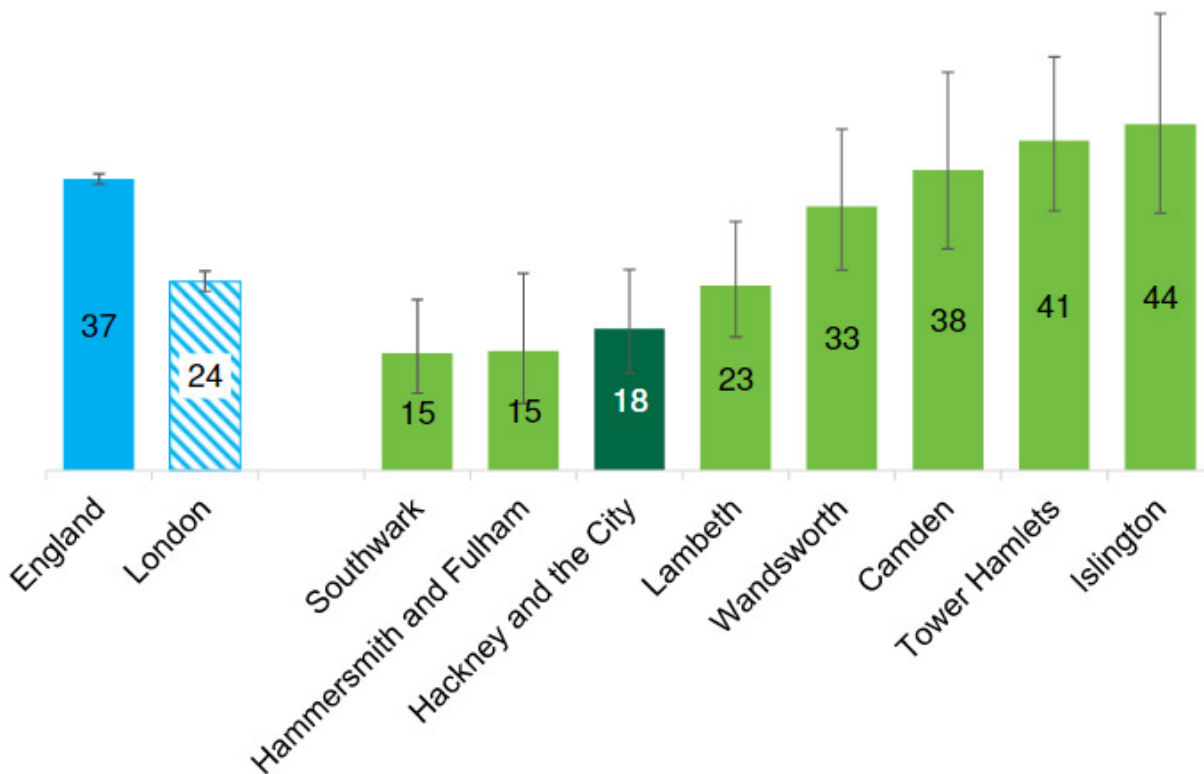
4 Local Data

Public Health officers have access the Local Alcohol Profiles, Hospital Episode Statistics as well as SafeStats, which includes data on alcohol-related ambulance pick-ups. It is important to note that the recording of such data is complex, for example, a patient can have a serious injury/illness that is coincidental to alcohol use, however the original call may only refer to the injury/illness and therefore may not be recorded under the alcohol-related category.

4.1 Alcohol-related A&E attendances and hospital admissions

While Hackney (combined with City of London) has lower rates of alcohol-specific hospital admissions in under 18s when compared to statistical peers¹ (Figure 4), Hackney's rate of hospital admissions for alcohol-related unintentional injures has been consistently higher than both the London and England averages in recent years (Figure 5).

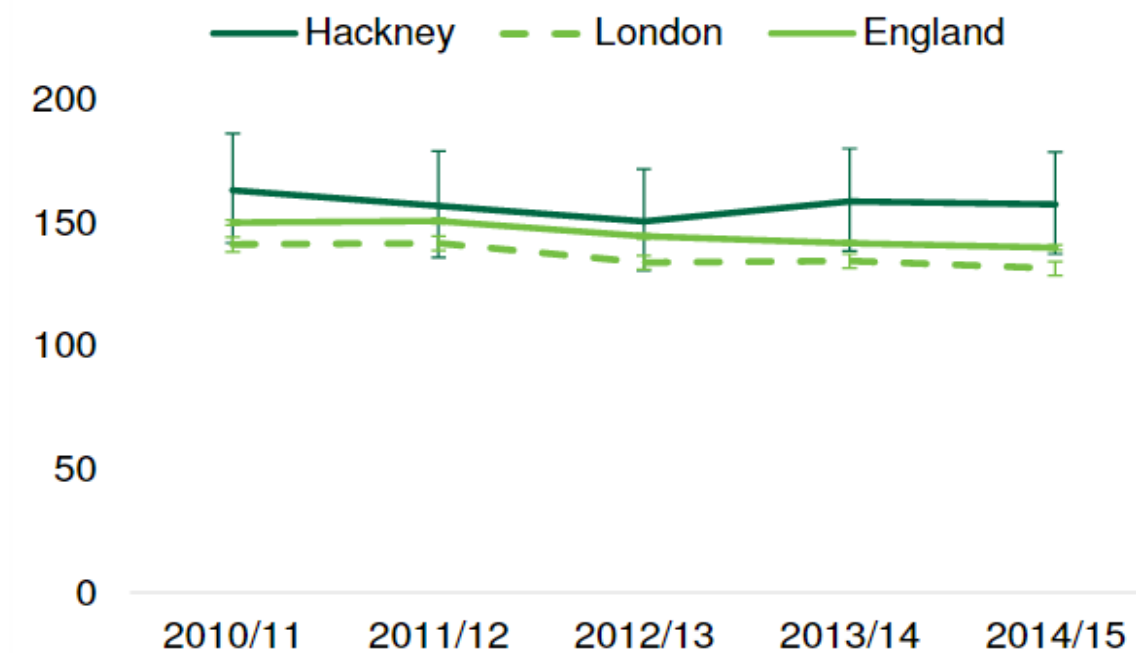
Figure 4: Rate of admissions of persons under 18 admitted to hospital for alcohol-specific conditions per 100,000 population (2012 - 2015)



Source: Local Alcohol Profiles England, Hospital Episode Statistics

¹ Hackney's statistical peers are local authorities with a similar demographic make up to Hackney, used for the purpose of comparisons. Hackney's statistical peers are the 'Cosmopolitan Inner London' group: Camden, Hackney, Hammersmith and Fulham, Islington, Lambeth, Southwark, Tower Hamlets and Wandsworth

Figure 5: Rate of admissions for alcohol-related unintentional injuries per 100,000 population (2010/11 to 2014/15)



Source: Local Alcohol Profiles England, Hospital Episode Statistics

Notes: Includes admissions to hospital where the secondary diagnoses is an alcohol-attributable unintentional injuries code. Children aged less than 16 years were only included for alcohol-specific conditions and for low birth weight. For other conditions, alcohol-attributable fractions were not available for children. Directly age standardised rate per 100,000 population European standard population.

4.2 Alcohol-related ambulance pick-ups

The table below shows that between April 2011 and March 2016, there were almost 12,500 alcohol-related ambulance pick-ups, and highlights that the majority occurred at the weekend, with the numbers increasing in the evening, particularly between the hours of 9pm and 3am.

Table 2: Number of alcohol-related ambulance pick-ups in Hackney, by day and hour (April 2011 - March 2016)

	Mon	Tues	Wed	Thur	Fri	Sat	Sun		By hour
00:00-00:59	84	68	80	104	138	235	223		932
01:00-01:59	73	54	64	80	106	257	284		918
02:00-02:59	65	53	50	48	97	265	270		848
03:00-03:59	42	37	29	43	64	201	205		621
04:00-04:59	23	28	25	30	55	118	130		409
05:00-05:59	29	15	18	20	24	72	64		242
06:00-06:59	24	21	24	20	30	55	58		232
07:00-07:59	20	20	18	26	20	49	64		217
08:00-08:59	25	20	24	26	27	43	45		210
09:00-09:59	33	26	23	28	40	44	57		251
10:00-10:59	24	26	35	34	30	39	45		233
11:00-11:59	51	40	36	48	34	41	44		294
12:00-12:59	44	47	48	59	43	55	41		337
13:00-13:59	54	56	61	64	56	67	68		426
14:00-14:59	60	60	51	58	76	55	64		424
15:00-15:59	82	57	55	72	85	74	66		491
16:00-16:59	84	77	79	65	77	72	107		561
17:00-17:59	88	83	83	70	91	93	68		576
18:00-18:59	66	80	89	75	79	97	70		556
19:00-19:59	88	78	63	80	112	96	90		607
20:00-20:59	86	83	98	87	110	118	102		684
21:00-21:59	100	114	88	91	133	113	104		743
22:00-22:59	80	82	120	125	158	132	115		812
23:00-23:59	96	84	94	117	192	197	94		874
By day	1,421	1,309	1,355	1,470	1,877	2,588	2,478		12,498

Source: Data provided by London Ambulance Service, assessed January 2017 through SafeStats, Greater London Authority

The following heat map shows the number of alcohol-related ambulance pick-ups in Hackney between April 2011 and March 2016, with the darker green patches indicating a higher number of pick-ups in that location. It shows that a larger number of alcohol-related ambulance pick-ups in Shoreditch and Dalston, which correlates to the existing Special Policy Areas. Outside of these two areas, Hackney Central and Stoke Newington have higher numbers of pick-ups than other parts of the borough.

Figure 6: Heat map of Hackney and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)

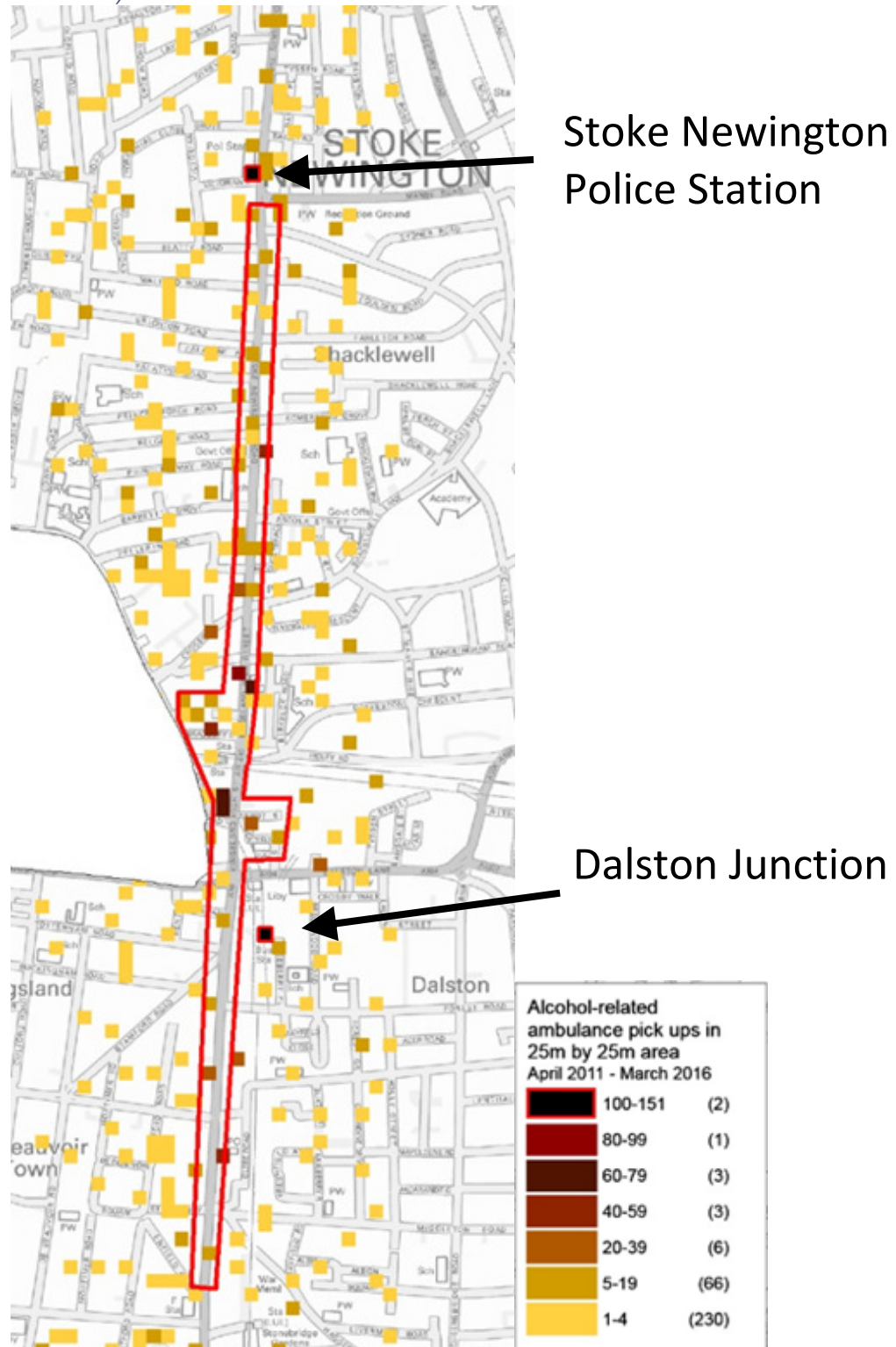


Source: Data provided by London Ambulance Service, assessed January 2017 through SafeStats, Greater London Authority

Dalston

The heat map for the Dalston area indicates that the majority of the alcohol-related ambulance pick-ups fall within the SPA boundary, although Dalston Junction area also has higher levels when compared to other parts of the area. The higher number of pick-ups in the Stoke Newington area is possible linked to the location of the Police Station.

Figure 7: Heat map of the Dalston area and the number of alcohol-related ambulance pick-ups (April 2011 – March 2016)



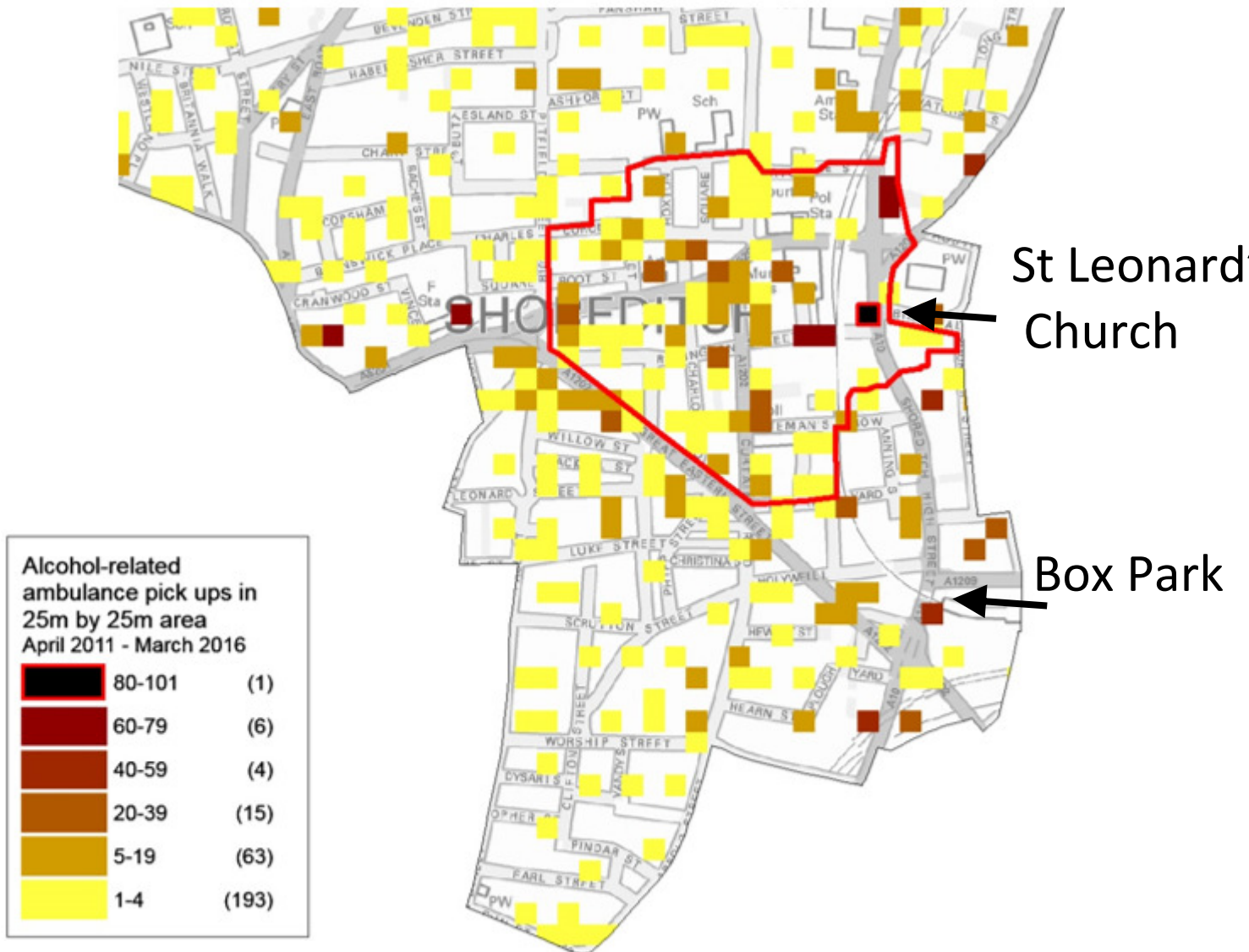
Source: Data provided by London Ambulance Service, assessed January 2017 through SafeStats, Greater London Authority

Note: Red line represents the Dalston Special Policy Area boundary

Shoreditch

Examining the Shoreditch data suggests that while many of the alcohol-related ambulance pick-ups fall within the SPA boundary, a significant number occur across the area.

Figure 8: Heat map of the Shoreditch area and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)



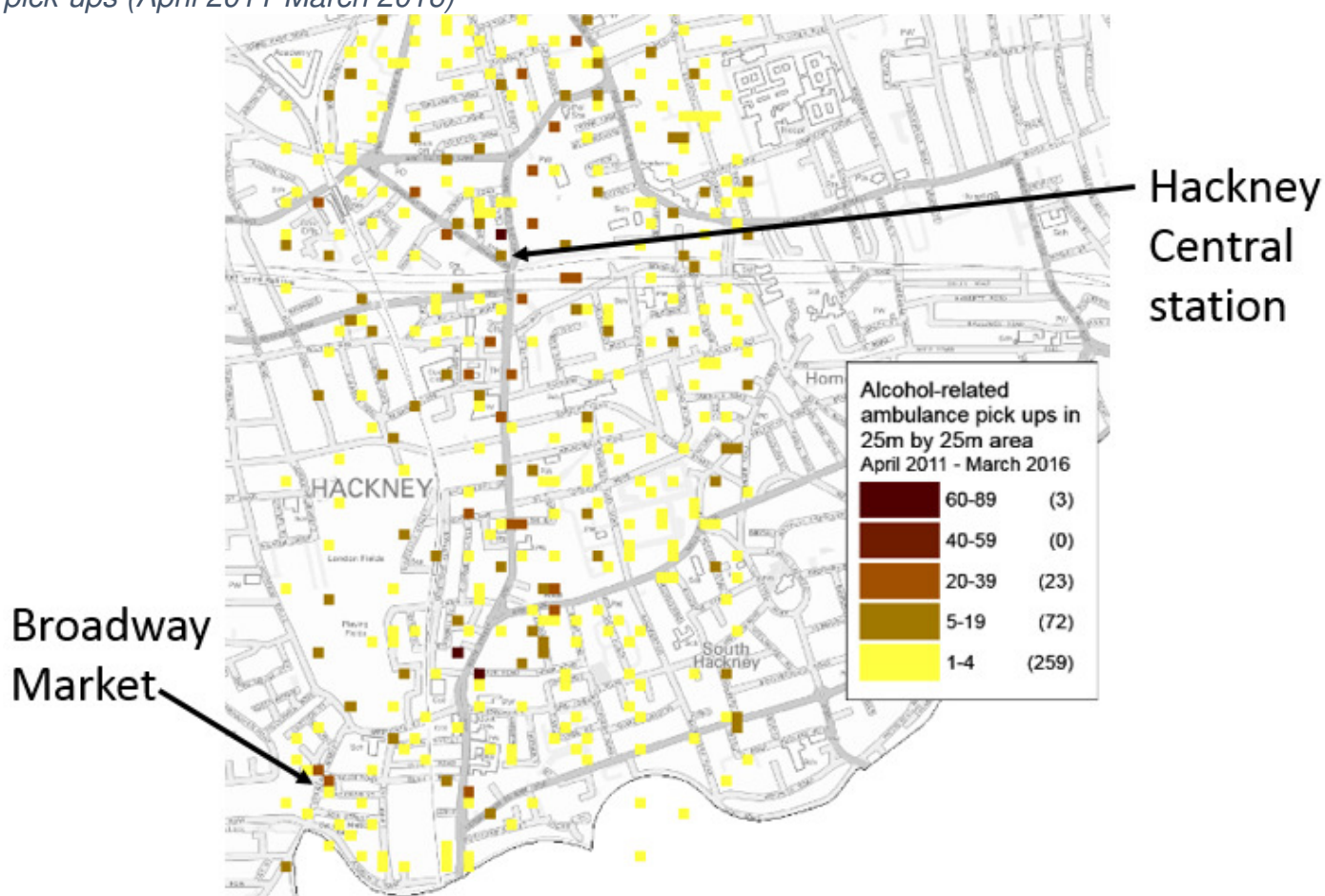
Source: Data provided by London Ambulance Service, assessed January 2017 through SafeStats, Greater London Authority

Note: Red line represents the Shoreditch Special Policy Area boundary

Hackney Central

The heat map for Hackney Central (Figure 9) suggests the pattern of alcohol-related ambulance pick-ups is similar to some of the patterns found in Dalston. While the level alcohol-related ambulance pick-ups in Hackney Central are not as high as the ones found in Shoreditch, there is a concern that the levels will continue to increase if no action is taken now.

Figure 9: Heat map of the Hackney Central area and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)



Source: Data provided by London Ambulance Service, assessed January 2017 through SafeStats, Greater London Authority

Cost of alcohol-related ambulance pick-ups

It has not been possible to calculate the total financial cost of alcohol-related ambulance pick-ups but the average cost a 999 call (based on 2014/15 figures) has been calculated based on the four main categories for how a call is managed:

- cost of the call - £6.03
- cost of the call plus hear and treat - £18.35
- cost of the call plus see and treat - £198.24
- cost of the call plus see and convey - £276.73

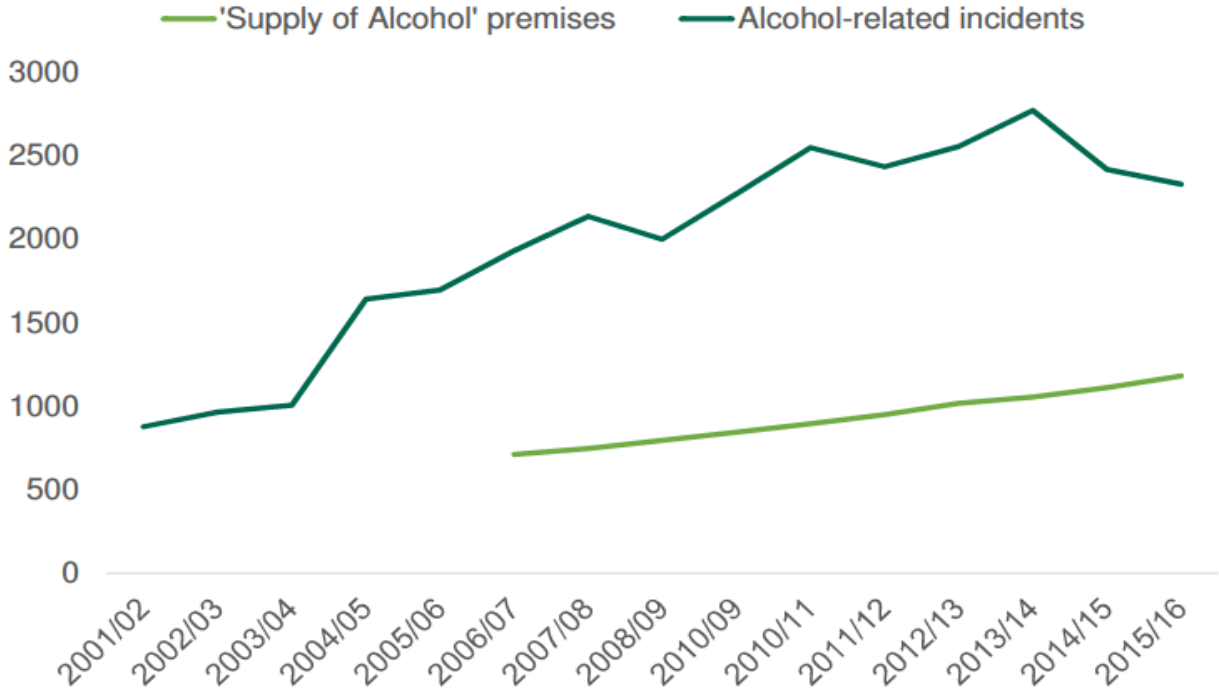
The specific cost of ambulance pick-ups within Hackney is not available.

4.3 Alcohol-related ambulance pick-ups and number of premises

The following graph (Figure 10) shows that the number of alcohol-related ambulance pick-ups in Hackney has increased significantly in recent years, as the number of licensed premises has grown. Since 2006/07, the number of licensed premises allowed to sell alcohol increased by 66%, while the number of alcohol-related ambulance pick-ups increased by 21% over the same time period. This correlates with the information from the Community Safety Partnership Plan, which identifies that alcohol-related crime occurs in areas with higher concentrations of licensed premises. [7] This also linked with data from other authorities which showed that compared to

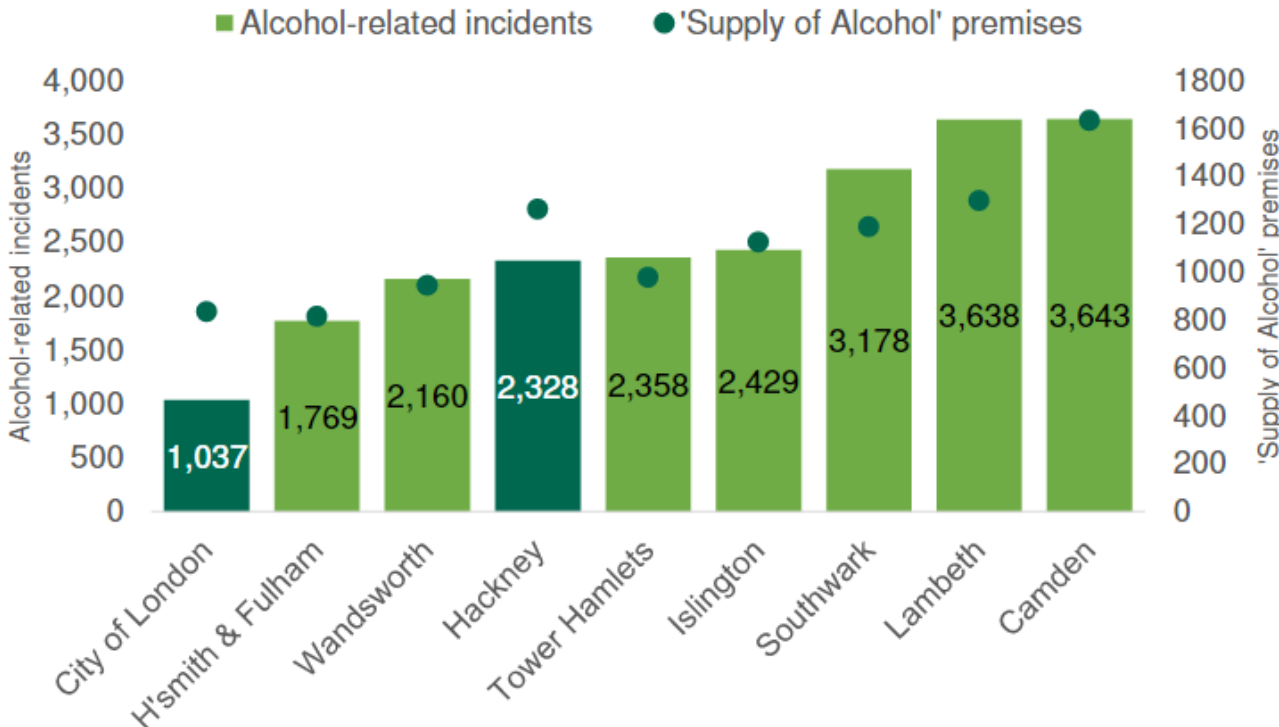
Hackney's statistical peers, Hammersmith and Fulham has the lowest number of licensed premises that can supply alcohol and the lowest number of alcohol-related ambulance pick-ups, whereas Camden has the higher number of licensed premises, which reflects the higher number of alcohol-related ambulance pick-ups (Figure 11).

Figure 10: Number of 'supply of alcohol' premises and the number of alcohol-related ambulance pick-ups in Hackney (2001/02 - 2015/16)



Source: Hackney Council Licensing Services and London Ambulance Service (via SafeStats)

Figure 11: Number of alcohol-related incidents attended by the London Ambulance Service and number of 'supply of alcohol' premises (2015/16)



Source: London Ambulance Service, Home Office

Similar patterns are also observed at a Ward level. Based on 2015/16 data, almost one fifth of all alcohol-related incidents recorded by the London Ambulance Service were in the Hoxton East and Shoreditch ward. This area contains just over a fifth of all licensed premises allowed to sell alcohol in Hackney (see Table 3).

Table 3: Number of 'supply of alcohol' premises and number alcohol-related incidents by wards in Hackney (2015/16)

Hackney Wards	Number of alcohol-related incidents (% of total)	Number of 'supply of alcohol' premises (% of total)
Hoxton East and Shoreditch	432 (18.6%)	267 (22.8%)
Dalston	157 (6.8%)	84 (7.2%)
Hackney Central	144 (6.2%)	60 (5.1%)
Stoke Newington	143 (6.2%)	97 (8.3%)
Hoxton West	132 (5.7%)	51 (4.4%)
London Fields	130 (5.6%)	99 (8.4%)
Homerton	120 (5.2%)	51 (4.4%)
Victoria	115 (5.0%)	27 (2.3%)
Springfield	110 (4.7%)	22 (1.9%)
Woodberry Down	96 (4.1%)	17 (1.5%)
Haggerston	95 (4.1%)	67 (5.7%)
Shacklewell	85 (3.7%)	57 (4.9%)
Clissold	84 (3.6%)	51 (4.4%)
Hackney Downs	83 (3.6%)	32 (2.7%)
Lea Bridge	76 (3.3%)	46 (3.9%)
King's Park	68 (2.9%)	21 (1.8%)
Hackney Wick	64 (2.8%)	35 (3.0%)
Cazenove	55 (2.4%)	29 (2.5%)
De Beauvoir	49 (2.1%)	27 (2.3%)
Brownswood	48 (2.1%)	24 (2.0%)
Stamford Hill West	35 (1.5%)	8 (0.7%)

Source: Hackney Council Licensing Service and London Ambulance Service (accessed via SafeStats)

5 Qualitative Feedback

During Autumn 2016, Public Health carried out engagement activity with residents and young people to inform the development of a local Alcohol Strategy. This included focus groups on issues around alcohol and health. Key themes and findings from this work are summarised below.

5.1 Engagement with Residents

A focus group was carried out with Hackney residents from the Hackney Matters Panel. Nine residents attended and residents participating were screened to omit those who were non-drinkers (abstinent) and those who were receiving treatment for alcohol dependency (as service users were engaged with separately). The majority of residents participating were frequent drinkers.

The questions asked in the focus group were centred on behaviours around alcohol consumption in the context of health. However, residents were keen to discuss broader issues around alcohol availability, price, and regulation – despite not being asked directly about these issues. Key themes emerging from these elements of the discussion included:

- The price of alcohol and the influence this has on decisions around whether or how much to drink
- The impact of the alcohol availability and the alcohol environment in ‘normalising’ drinking behaviours
- Concerns in relation to the pressure on public and emergency services resulting from alcohol consumption

A selection of relevant comments from the focus group is provided below.



5.2 Engagement with Young People

Engagement was also carried out with young people via a focused discussion with Hackney Youth Parliament. The discussion was attended by 11 young people aged between 13 and 18 years. The session was facilitated by the Young Hackney Substance Misuse Service with a semi-structured topic guide. Advice was provided by the service in answer to young people's questions throughout the session, and where concerns were raised these were picked up by professionals present.

The questions focused on drinking behaviours and motivations amongst the young people and their peers, access and availability of alcohol as well as awareness of harms and risks associated with drinking and support available. Key relevant themes emerging from the discussion included:

- The availability of alcohol to under 18 year olds through some shops as well as parents or even pubs
- Concerns over the accessibility of high strength alcohol (particularly vodka)
- The impact of the local alcohol environment and culture influencing norms and behaviours around drinking

A selection of relevant comments from the focus group is provided below.

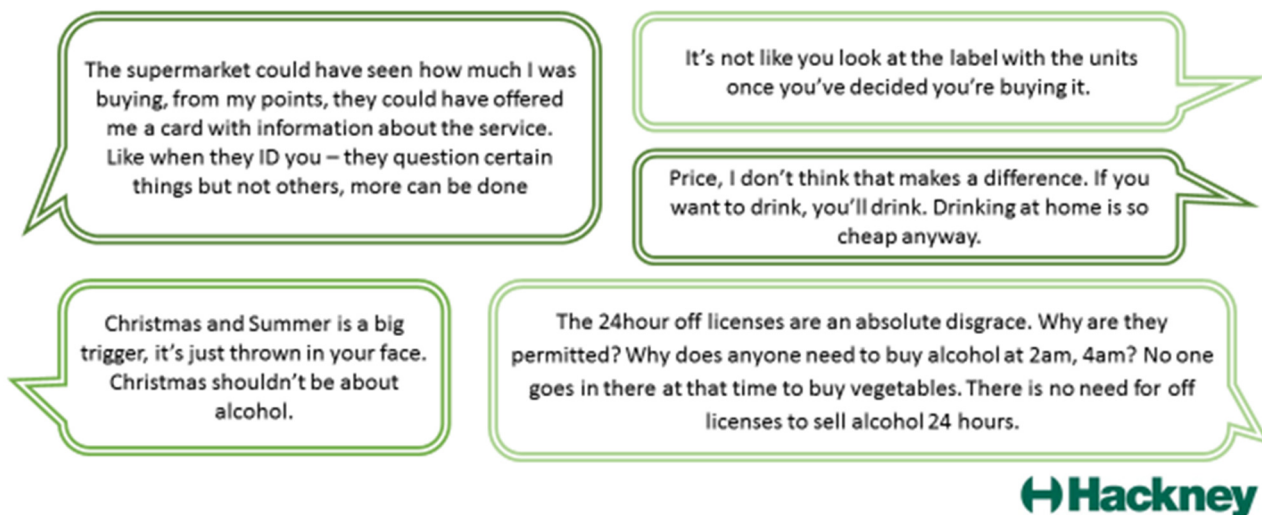


5.3 Engagement with Service Users of Alcohol Treatment Services & Proximity of Licensed Premises to Treatment Services

As part of consultation on the draft Alcohol strategy, a focus group was held with those in treatment in Hackney for alcohol misuse. The consultation session was attended by 5 service users and 2 peer mentors, all of which had recent experience of alcohol treatment in the borough. The session was facilitated by Public Health and attended by a professional from Hackney Recovery Service. The questions focused on experiences and quality of services, however the participants were also keen to give their views on issues relevant to the Licensing Policy Review. Key relevant themes emerging from the session included

- The availability of alcohol particularly late night/early morning opening for off-licences
- The important role that licensed premises have in discouraging alcohol misuse
- The impact of the alcohol environment and feeling that alcohol is ubiquitous

A selection of relevant comments from the consultation session is provided below.



The Public Health team has also received qualitative and anecdotal feedback from Benefits and Housing professionals, as well as from partner organisations, which emphasise the concentration of licensed premises, particularly those selling high strength alcohol, in the Hackney Central area. The borough's main drug and alcohol treatment service is located in Hackney Central on Mare Street, and the concentration of premises in this area is felt to have an undermining effect on the efforts of this service.

Safestats data shows that in 2015/16 there were 145 alcohol-related ambulance pick-ups within 500m of the main drug and alcohol treatment service, 11 of which occurred within 50m.

5.4 Alcohol strategy

Hackney Public Health is consulting on a draft Alcohol Strategy for the borough, which identifies a number of objectives for reducing alcohol related harm. The strategy includes broad areas of action which are relevant to the Licensing Policy Review, including work to ensure public health engagement in the licensing process, address alcohol related anti-social behaviour and crime, and improve the environment in pubs, bars and clubs. We will make the anonymised and aggregated results of the consultation available to the Licencing Policy Review once the consultation has closed, as many of the issues raised in response to the consultation will be relevant to the Licensing Policy Review. The consultation period ends on 9 October 2017.

6 Conclusion

This paper has presented a range of local and national evidence in relation to alcohol, health and licensing. Drawing on this evidence, the Council's Public Health department makes the following overarching recommendations to the Licensing Policy Review, which are aimed at reducing the potential negative impacts that are often associated with alcohol:

No	Recommendations	Rationale
1	Consider a borough wide approach in the use of minimum unit pricing in reducing harm including in relation to crime and disorder	<p>Evidence summarised by PHE shows that a minimum unit pricing strategy could help to reduce alcohol-related harms. The cheaper cost of some alcohol drinks has also been raised by residents and young people.</p> <p>Voluntary schemes have been adopted by other local authorities (such as Newcastle City Council)</p>
2	Consider re-launching a revised Responsible Retail scheme, to guide licensed premises in implementing best practice approaches to selling alcohol.	A revised Responsible Retail scheme could be used as a way of implementing a voluntary minimum unit pricing strategy, in addition to other activities aims at reducing alcohol-related harms.
3	Consider the introduction of new or extension of existing Special Policy Areas (SPAs), using data on alcohol-related incidents to form a part of the evidence base.	<p>Data suggest there is a correlation between the number of alcohol-related ambulance pick-ups and the number of licensed premises that are allowed to sell alcohol. Patterns of alcohol-related ambulance pick-ups are found outside of the SPA boundary lines, particularly in the Shoreditch area. Also, the Hackney Central area, specifically the Broadway Market area, is showing similar patterns to the Dalston area.</p> <p>Feedback from other service also indicates that the concentration of premises in Hackney Central risk undermining work of alcohol treatment services operating in the immediate area.</p>
4	Explore opportunities to more effectively manage the drinking environment, particularly where this is based on sound evidence, e.g., use of polycarbonates.	Data presented by PHE suggest this approach could help reduce the number of violence injuries.
5	Examine the impact alcohol deliveries are having in Hackney and incorporate new delivery related conditions within the next Statement of Licensing Policy, including a request for applicants to specify whether or not their service will include a delivery offer.	While exact figures are unknown, the number of premises now offering a delivery service seems to be increasing. Model delivery conditions aim to reduce potential misuse of alcohol.
6	Strengthen the provision to effectively manage density and hours of sale which are linked to a range of harms, including crime and disorder.	The majority of alcohol-related ambulance pick-ups occur at the weekend, with the numbers increasing in the evening, particularly between the hours of 9pm and 3am.

No	Recommendations	Rationale
7	Highlight the penalties for licensed premises that are found to be handling illegal tobacco and support a voluntary smokefree outdoor scheme with local businesses	<p>There are links between illegal tobacco and organised crime and that this form of illegal activity is recognised as both increasing the fear of crime and lowering perception of community safety.</p> <p>Research suggest that having a smokefree outside area would encourages some people to stop smoking tobacco products. Voluntary schemes have been implemented in other areas, such as in Brighton and Hove and Bristol.</p>
8	Consult widely with residents and young people to better understand diverse views on issues around alcohol harms and licensing and consider the consultation responses received on Hackney's draft Alcohol Strategy	<p>Our consultation process indicates residents and young people are engaged on the topic of alcohol and the harms associated with it.</p> <p>The issues raised in response to the consultation on the draft Alcohol Strategy are likely to be relevant to the Licensing Policy Review.</p>

8 References

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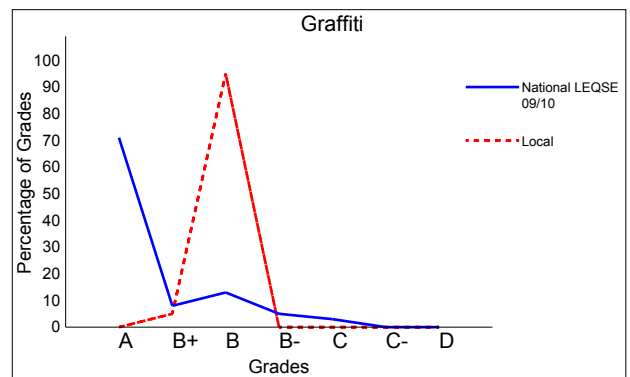
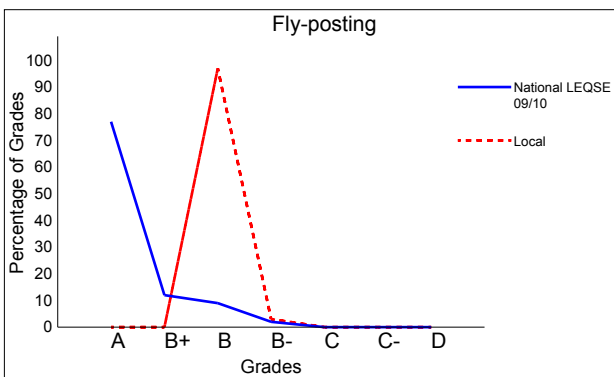
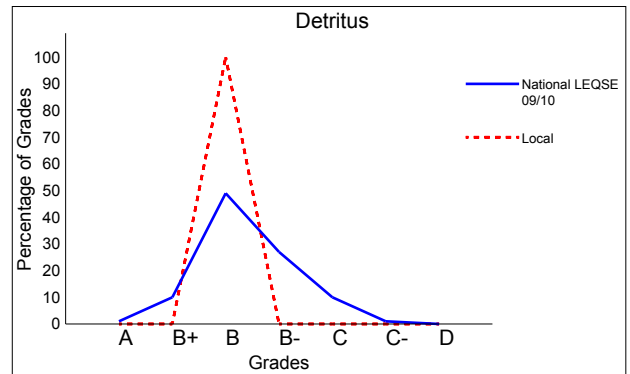
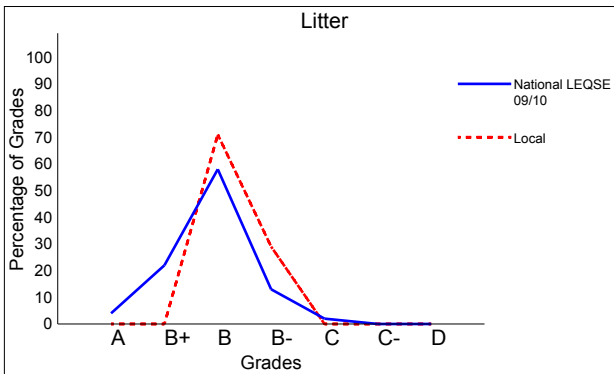
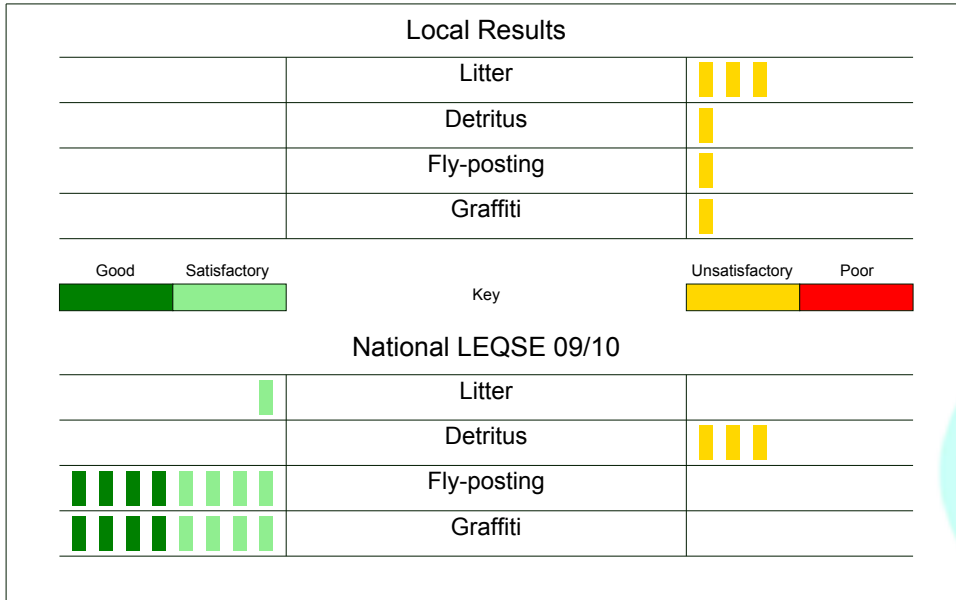
[9] Hackney Council, "Community Safety Partnership Plan 2016-2018," Hackney Council, London, 2016.

**Report for
LB Hackney
on the
NI-195 Night Time
Economy
data set**



Weighted Results

Classification	Litter	Detritus	Fly-posting	Graffiti
All Areas	14.52%	0%	1.61%	0%
Main Retail and Commercial	N/A	N/A	N/A	N/A
Other Retail and Commercial	N/A	N/A	N/A	N/A
High Obstruction Housing	N/A	N/A	N/A	N/A
Medium Obstruction Housing	N/A	N/A	N/A	N/A
Low Obstruction Housing	N/A	N/A	N/A	N/A
Industry and Warehousing	N/A	N/A	N/A	N/A
Main Roads	14.52%	0%	1.61%	0%
Rural Roads	N/A	N/A	N/A	N/A
Other Highways	N/A	N/A	N/A	N/A
Recreation Areas	N/A	N/A	N/A	N/A



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London Borough of Hackney

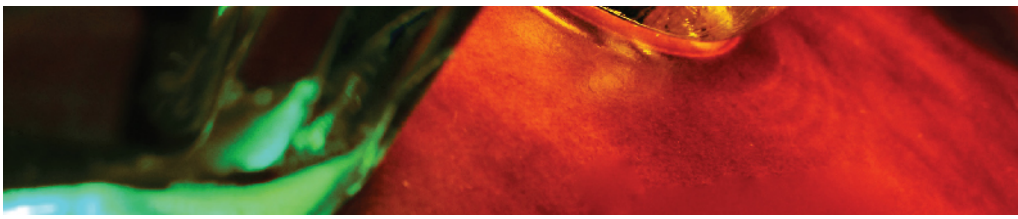
Hackney Evening and Night-time Economy Behaviour Study

Summary Report

Licensing Policy Review 2017



www.philhadfield.co.uk



Summary Report

Background

Licensing is a key framework for local governance of the Evening and Night-time Economy (ENTE) and this research complements a sister economic 'Cost v Benefit Analysis' (CBA) report by approaching similar subject matter from a perspective that brings evidence-based licensing decision-making to the fore.

This report forms part of the 2016-17 Borough-Wide Evidence Review that Council Officers will draw together from a number of sources ahead of the 2017 Licensing Policy Consultation. Its findings will form part of the 'local conversation' on the ENTE that can then proceed around a freshly-informed and updated evidence base.

The London Borough of Hackney (the Council) in its Statement of Licensing Policy adopts the term 'Special Policy Area' (SPA) to refer to what the Guidance accompanying the Licensing Act 2003 calls a 'Cumulative Impact Area' (CIA), regulated in accordance with a 'Cumulative Impact Policy' (CIP). CIPs apply where a Licensing Authority has identified that there is a consistently high incidence of crime, disorder and public nuisance over time, related to the sale and consumption of alcohol, and relative to other areas within the Authority's jurisdiction. There are currently two SPAs within Hackney: the Shoreditch SPA and the Dalston SPA. It has recently been announced that CIPs are to be placed on a full statutory footing within the Licensing Act (2003, as updated) and that the local evidence base underpinning them must, in future, be reviewed at least every three years.

The Council has the complex task of drawing together diverse sets of evidence and opinion and instilling these into a vision and regulatory / enabling framework for the ENTE. This requires suitably informed and balanced policies, together with on-going practical management of the public realm to support ENTE activity and allow the ENTE to co-exist sustainably, alongside residential amenities and other daily uses and functions.

The purpose of this research is to provide a unique and valuable source of evidence to inform the drafting of the Council's Statement of Licensing Policy, which is to be revised in 2017. The evidence is presented as an independent assessment of the licensing landscape in Hackney, intended to supplement and inform the evidence base for licensing in the Borough, when read alongside other sources of data and local opinion.

The origins of this research lie in the mapping of police-recorded crime and disorder and ambulance call-out statistics for five areas of Hackney. In these areas there appeared to be either continuing or emergent problems of alcohol-related crime,

disorder and emergency health services demand at night, as tracked since the last major Borough-wide evidence review in 2010.

Following an updated Evidence Base Review and a Public / Stakeholder Consultation on the ENTE in Hackney in 2015, this research was commissioned as an independent view, to look in detail at public usage of five areas of the Borough identified in the licensing, crime and emergency health statistics: Shoreditch; Dalston; Broadway Market; Stoke Newington and Hackney Central. These areas were defined on boundary maps included in the Brief for this research (see Appendix 1: a linked document to this report).

Research design

This Summary Report provides an overview of the key Project Findings. There is also a Full Technical Report providing more detail in respect of the research design, the background to the study, and supporting literature. The 'Full Report' sets the findings in context; including street-by-street audits and descriptions of licensed premises and pipeline developments in each area. It provides further intelligence, derived from close observation of the five areas over a six-month period, as to *why* concentrations of alcohol-related harms are occurring in the places and times they are.

The researcher spent 20 nights across the five areas, over six weekends, spread over six months between May and November 2016. Weekends were defined as Thursday evenings through to the early hours of Sunday mornings. The times of day researched on each occasion were 18:00-04:00. There was an additional sample of two Sunday evenings-Monday mornings. Visits were scheduled at monthly intervals. Bank Holidays and other 'event dates', such as Halloween, were avoided so that the findings were not skewed by non-typical public activities; however, the research encompassed a broad range of weather conditions.

Three types of data were collected 'on the streets': Systematically collected observation notes; hourly 15-minute pedestrian footfall counts; and a photographic record of key themes and recorded 'incidents'.

The research also involved a detailed auditing of the licensed premises populating each area. The auditing sought to assess the nature of the ENTE in each of the five areas based upon the advertised uses and functions of each of the businesses involved, as well as their advertised hours of trading. This information was checked against the project observation notes and in ambiguous cases against the Council's licensing register to obtain an accurate picture.

In Shoreditch, the research focussed most attention on the areas defined on the map accompanying the Brief for this research as the 'Shoreditch Buffer'; these streets being located outside of the Shoreditch SPA.

The project research design is described in more detail in the Full Technical Report.

Shoreditch

Key themes:

Cumulative Impacts – Flux – Jurisdiction – Night Tube

Key Licensing Objectives:

Primary: Crime and Disorder, Public Safety

Secondary: Public Nuisance, Protection of Children from Harm.

In the Shoreditch Buffer there are 29 licensed premises with closing times of 01.00, or later. This figure does not include off-licences. These later-hours premises include: 1 adult entertainment venue, 5 nightclubs, 11 late-night bars, 10 late-night refreshment premises, 1 hotel bar with advertised public access and 1 public house.

The 'cocktail bar' offering music and events is the currently fashionable format for post-midnight trading in Shoreditch and several bar premises outside the SPA operate as de facto nightclubs / event spaces. There are three 'restaurants' offering beers and cocktails into the late-night period with no, or minimal, food provision beyond 23:00 and these premises are included in the project audit as 'late-night bars'.

Throughout Shoreditch, the number of table-service restaurants, as a proportion of the total number of licensed premises, is unusually low. The typical Shoreditch food offering is 'street food' served from a pop-up, fast food from a takeaway-style outlet, and casual dining in pizza or burger restaurants, which also operate as bars. Apart from fast food there are very limited food options beyond 23:00 hrs.

There are 8 small convenience stores with off licences open to 01:00 or later. It was hard to assess when the sales of alcohol ceased in these premises, as such information was not advertised and upon visiting the premises the situation often appeared ambiguous. Unlike other types of licensed premises, convenience stores often continue to trade for several hours beyond the termination of their alcohol sales conditions.

The author checked the relevant premises' details with the client to ascertain the permitted hours for alcohol sales on the Premises Licence of the stores. It was confirmed that all 8 stores had alcohol sales permits until 01:00 or later. This was point a difference noted by the author in comparison with nightlife areas in Camden and Westminster, for example, which have very few off-sales permits running after 01:00 hrs. There was observational evidence, in at least one of these premises, of alcohol service beyond the hours permitted by the Premises' Licence. Intelligence to

inform licensing enforcement was not, however, a stated aim of this research, so there was no systematic exploration of such issues.

In LB of Tower Hamlets there are 9 premises within the Shoreditch ENTE area with closing times of 01:00 or later. These comprise: 6 bars/cocktail bars, 1 hotel bar, 1 restaurant/bar, and 1 late-night refreshment outlet.

In LB of Islington there are 5 premises in the Shoreditch ENTE area with closing times of 01:00 or later. These comprise: 3 bars/cocktail bars, 1 adult entertainment premises and 1 nightclub.

There are no licensed premises in the City of London forming part of the Shoreditch ENTE area with closing times of 01:00 or later.

Two footfall count locations were used in the Shoreditch Buffer to measure the volume of pedestrian traffic: 1a - the junction of Shoreditch High Street and Great Eastern Street, and 1b - the north pavement of Old Street at Shoreditch Fire Station.

Footfalls of up to approximately 1100 people were recorded between 23:00-23:15 on Friday nights at Location 1a and up to around 900 at Location 1b; with around 250 persons present at 1a at 03:00-03:15 hours and around 200 at 1b (see Appendix 2).

The flows of pedestrian traffic increased at 1a following introduction of Night Tube services at Liverpool Street in August 2016. Although the study schedule afforded only limited opportunity to measure footfall pre-Night Tube, which would have helped establish a clearer pattern, what was very plainly observed was a change in the direction-of-flow from August onwards in the post-01:00 period, with ENTE patrons moving north-to-south from Shoreditch High Street and Great Eastern Street into Bishopgate in much higher numbers.

Primary Impacts: Crime and Disorder, Public Safety

Four incidents of violence and disorder (brawls) were observed, including two involving police response and one intervention by street wardens.

Incidents of physical incapacitation and illness through drink were observed on all seven visits. On three occasions, these incidents were seen to involve attendance by the London Ambulance Service.

The prevalence of intoxication, high footfalls and density of attractions was seen to create road traffic and glass safety issues on busy pavements and vehicular thoroughfares.

Patron intoxication was partly fuelled by the availability of relatively cheap alcohol from off-sales outlets, located in amongst the entertainment premises. Nonetheless,

there was no evidence to suggest that visitors were *only* accessing their alcohol from off-sales premises; those making off-sales purchases were clearly involved in ‘nights out’ and were dressed accordingly.

There are notably few restaurants providing seated dining and many late-night takeaway food outlets. This is a factor in delayed pedestrian dispersals from the area, as well as adding to the significant challenge of on-street waste management.

Secondary Impacts – Public Nuisance, Protection of Children from Harm

The potential for public nuisance impacts is a by-product of the sheer numbers of pedestrians attracted to a small geographical area and their levels of intoxication.

Discarded off-sales alcohol purchases, together with late-night takeaway food detritus, create major waste management challenges for Hackney if the streets are to be cleansed before daylight. Male on-street urination and the fouling of pavements and doorways through vomiting were recorded behaviours on a number of occasions, on all seven visits to the area, requiring the flushing of surfaces. This was despite the provision of plastic ‘Kros’ urinal installations in two locations.

Shoreditch was unique in this research in appearing to have an attraction value for the very young; some groups of ENTE patrons appeared ambiguously close to the legal drinking age. A subset of these groups were involved in on-street consumption of off-sales supplied alcohol.

Shoreditch Overview

Shoreditch is now a mainstream nightlife attraction, due in part, to media and social media exposure. It is **a late-night activity draw for young adults from across London and the South East; as well as to young foreign visitors to London.**

There is an intensity to Shoreditch, due to the size of the crowds and the focus of licensed premises on ‘wet-sales’ (alcohol) and competitive drinks price promotions, that makes it more ‘stressed’ than other areas of Hackney. In London, Shoreditch was found comparable only to the most intense hot-spots of Westminster and Camden, as recorded by the author, in recent years. This intense atmosphere contrasts notably with Shoreditch by day. In the day-time, the area is generally tranquil with comparatively low pavement footfall.

Shoreditch continues to be an area in flux, undergoing substantial and rapid re-development; both commercial and residential. **There have been important changes since LBH last adapted its Statement of Licensing Policy to reflect the situation ‘on-the-ground’ and there are significant further developments in the pipeline likely to fuel demand for further Licensable Activities.** Major residential / leisure developments and hotels, for example, are re-shaping the built environment, filling-in ‘brown field’ spaces, transforming the remaining post-industrial buildings and structures, and in some cases, moving towards a ‘City-style’ high-rise streetscape.

Whilst the ENTE has expanded, it has not diversified. Street food markets are a notable local feature, however, these strongly incorporate the sale of alcohol, particularly cocktails. ‘Slower’ seated table-service dining has a remarkably - perhaps uniquely - low presence in Shoreditch, when one considers the numbers of licensed premises.

As noted, alcohol off-sales are another feature which fuel visitor intoxication: access to **relatively cheap late-night off-sales from independent shops located in amongst the nightlife allows large additional quantities of alcohol (eg. bottles of spirits / wine) to be consumed before, during and after visits – or attempted visits – to entertainment venues.** This is a factor more apparent in East London than Central London due, probably in large part, to the lower levels of rent paid by businesses, at least historically; this has allowed more ‘corner shops’ to survive, whilst at the same time, the major supermarket ‘convenience store’ formats have yet to emerge in numbers.

The project had a particular focus on the ‘Shoreditch Buffer’ areas, as defined in the client’s Brief and associated mappings. The ‘Buffer’ zones are areas within which recent ENTE expansion has occurred. This focus on the Buffers differentiates the work from previous research and helps up-date the evidence base in light of the continued geographical spread of the Shoreditch ENTE in recent years.

The Shoreditch Buffer presents as an area in which Hackney Council’s governance of the ENTE abuts that of other London Boroughs. **Islington and Tower Hamlets, in particular, have jurisdiction over substantial neighbouring ENTEs that merge with the Shoreditch Buffer.**

The two footfall count points were identified as key entry and exit points to Shoreditch at night from nearby public transport hubs. Both count points lie within the Shoreditch Buffer.

Old Street was an observed site of Nitrous Oxide Gas and other recreational drug sales by local youth, who were approaching and supplying ENTE patrons, particularly in the post 01.00 period.

Future trajectory of Shoreditch

The eventual introduction of Night Tube services on the Northern Line at Old Street is certain to further fuel the popularity of Shoreditch as a nightlife destination.

There are pipeline developments known to be increasing the full-time and short-term residential presence in Shoreditch; both in terms of homes and hotel beds.

New apartments blocks are being constructed in close proximity to licensed premises with high standards of sound insulation and a buyer profile that understands and seeks what lifestyle options the area currently affords. Given the high property prices involved and the nature of the area’s ‘lifestyle offer’ the typical buyer of a Shoreditch apartment (assuming they are not an absent foreign investor) is likely to be a young, wealthy professional who wants to be closely connected geographically to their work, peer networks and social life.

As to the future of Shoreditch, much depends on whether these new arrivals choose to stay and for how long of their life course. Many will leave, but some may stay, as has occurred in other post-industrial urban re-developments, such as Central Manchester. One issue for the 'liveability' of Shoreditch is the current lack of green space, which is restricted only to the small area of Hoxton Square.

Whether the longer-term future of Shoreditch is as a 'nightlife resort', or a consolidated partly-residential area, with improved community facilities and a more 'mature' ENTE offer, there is a clear and immediate need to maintain and enhance the level of supervision of the ENTE and its expansion. This is due to the drink-led profile of the licensed premises in and around the SPA and the culture of recreational poly-substance use amongst the large young adult customer base currently attracted.

Recommendations

Shoreditch SPA Boundaries

The author is of the opinion that the Shoreditch SPA should be retained and that there is clear observational evidence to support expansion of the SPA boundaries to include parts of the 'Shoreditch Buffer'.

In the author's opinion, any extension to the Shoreditch SPA should be incremental and justified by reference to proven (retrospective) patterns of recent ENTE development and evaluative judgment as to the effects of such continued expansion on the Licensing Objectives, rather than including areas into which further expansion of the ENTE is merely anticipated.

On the basis of the premises' audit and footfalls conducted as part of this research it can be seen that there has not been 'displacement' of ENTE activity into areas of Shoreditch that were formerly un-connected to the SPA and spatially distinct from it; rather, new development has occurred along the major pedestrian corridors (the thoroughfares) within the Buffer zone that ENTE patrons use to access and leave the SPA.

The results of this research provide a component of the evidence-base for extending the Shoreditch SPA, as follows:

Shoreditch High Street: south as far as the Borough Boundary.

Boundary Street/Redchurch Street/Bethnal Green Road: all east to the Borough Boundary.

Great Eastern Street: all of the western pavement; plus the eastern pavement south of Curtain Road.

Old Street: all of the north pavement, as far as the Old Street Roundabout; plus the south pavement as far as the Borough Boundary.

Leonard Street: as far as junction with Mark Square.

City Road: north from Old Street Roundabout, as far as junction with East Road.

Terminal Hours in Shoreditch

The Council may consider amendments to 'Policy LP13 - Special Policy Area - Shoreditch SPA', with regard to the hours of operation of licensed premises, as follows:

Restaurants

Permitted: Sun-Thurs up to midnight and Fri and Sat to 01:00.

Policy requirements:

Must be bona fide restaurants with seated table-service-only, where alcohol is served only to tables by waiter/waitress and served only as ancillary to a full table meal.

Operating Schedules would need to indicate a suitably large proportion of floor space dedicated to kitchens/food preparation.

No serving of alcohol to customers over the bar, or to 'holding' areas for customers waiting for tables, or having departed tables.

Cafés / coffee shops / restaurants, with no alcohol sales

Permitted: Sun-Thurs up to 01:00 and Fri and Sat to 03:00.

Policy requirements:

Must serve seated customers by waiter/waitress service only.

No hot food or drink to takeaway beyond 23:00 hrs.

Live Music Venues and Theatres

Permitted: Sun-Thurs up to 00:00 and Friday and Sat to 01:00

Policy requirements: sale of alcohol must be ancillary to the entertainment / performance.

Disc Jockey performances fall outwith the definition of 'live' music/performance.

Events than run beyond 23:00 to admit pre-booked customers only.

Cinemas

Permitted: Sun-Thurs up to 00:00 and Friday and Sat to 01:00

Policy requirements: sale of alcohol must be ancillary to the film screening / performance.

Must serve seated customers by waiter/waitress service only.

Hotels

Permitted: No set hours for room service and bars serving the hotel's overnight guests-only.

Private event spaces / function rooms / public bars / hotel residents' guest list. Proposed facilities and arrangements to be justified by the Applicant with reference to Policy LP13 and attached to the Premises Licence as enforceable Conditions.

Justification for recommended hours

A pre-SPA phase of 'market-led' clustered development in Shoreditch, combined with the market-positioning of licensed premises, has produced a micro-climate of 'wet-sales-driven' licensed offers which are heavily concentrated in one small area of the Borough. The area has become a 'party' destination with a largely homogenous / mono-cultural night-time offer, focused around drinking by thousands of young adult visitors.

It is unlikely that the existing licensed premises will reduce in number, or change their modes of operation to any significant extent.

Despite the large number of licensed premises, Shoreditch has markedly few bona fide restaurants and very limited diversity of offer.

There are therefore two alternatives for the LBH in formulating its next Statement of Licensing Policy in response to the current and future situation in Shoreditch:

1. Do Nothing. LP13 wording remains as it is (but with the suggested boundary extensions added). New entrants to the area remain restricted to those applicants who can successfully make the case for being a genuine exception to the SPA policy. The current ENTE will require an on-going commitment of disproportionate public resources to manage negative impacts on the Licensing Objectives within a small area of the Borough. Standards of operation of current premises may be

gradually improved through advisory and enforcement action and through co-operation with industry actors such as the 'Pub Watch' group. This approach will require an on-going commitment of resources to sustain 'pressure' on less responsible operators and maintain the day-time amenity value of the area through additional night-time cleaning etc.

2. Facilitate a change of ENTE culture within Shoreditch. Introduce the SPA boundary extension. Permit new licensed premises if they offer alternatives and do not conform to the current pre-dominant 'wet-led' profile / functionality. The aim is here to introduce 'balance' and choice, thus tapping the potentially broader customer base. There are established urban planning concepts to be drawn upon underpinned by research to indicate that mixed-use, cosmopolitan spaces are safer and more welcoming and feature protective, 'self-policing', aspects introduced by improving and broadening access and attraction opportunities. Shoreditch will continue to require disproportionate support from public services in the short to medium-term, but these demands may ease over time as the culture of the area's nightlife changes.

Possible Objections to Option 2

Pedestrian footfall in the area may further increase. The total amount of alcohol sold and consumed in the area may increase (even though consumed as ancillary to food, or attending a performance). The total number of licensed premises may increase.

The council is promoting gentrification (by wanting to attract 'older', 'more mature' audiences etc.).

LBH should not be promoting one form of 'night culture' in preference to another.

Possible responses

Current policy and practice is not addressing the causes of the Shoreditch ENTE management challenge. Existing licensed premises are unlikely to close or change their modus operandi. The pattern of negative impacts is well-established and self-regulatory and policing approaches have not been able to bring about sustained change. The potential to 'dilute' the drinking culture by introducing alternative attractions and audiences is a positive aspect that is likely to outweigh potential negatives. Soho is a good example of how an Hours Policy, applied over the long-term within an SPA, may have helped facilitate a culture change away from the bar and club scene and toward a more mixed ENTE, with a higher proportion of food-led offers and a broader appeal.

The LBH does not promote gentrification through its licensing policies. The nature and price-point of any new offers will be determined by the proposals put forward by applicants. The current Shoreditch ENTE is highly gentrified and socially exclusive; it targets affluent young adult professionals with disposable income, including City

workers and IT technicians. Many of the food businesses to have emerged in Dalston, for example, have offers that are affordable by London-standards and are used extensively by a broader range of local residents.

There is no particular reason why the LBH should support the bar/club scene (the status quo) in preference to facilitating other night-time uses/functions/cultures which offer the possibility of broadening the area's appeal. The night scene, as it is, is highly socially selective and provides only a limited range of attractions for a limited number of Hackney residents; many users are not Hackney residents and many Hackney residents do not drink alcohol. The Council's responsibility is to promote the Licensing Objectives and to ensure that local night-time businesses and business developments also support these Objectives.

Dalston

Key themes:

Late-night culture of music venues and dining at Turkish Restaurants

Night v day social disparity / gentrification

Transition through property development / enhanced transport links

Key Licensing Objective: Public Nuisance

In Dalston, in comparison to Shoreditch, it was found that a more limited number of licensed premises exerted the most influence over the social and environmental conditions observed; the researcher did not conduct a full audit of licensed premises in Dalston, but audited all the post-01:00 operating premises, plus all others found to have a significant footprint in the area.

Limited evidence was found to suggest geographical spread of the Dalston ENTE beyond the boundaries of the current SPA. Dalston Lane and Ashwin Street were the only locations outside of the SPA containing ENTE premises and these premises were included in the project audit. The author is of the opinion that the current SPA boundary remains an appropriate mapping of the Dalston nightlife activity zone at the time of writing.

In Haggerston, there is a further cluster of 10 licensed premises situated near to the Regent's Canal Bridge on the A10. Six of these premises operate to 02:00 or later at the weekends; this is an unusually high proportion.

The Dalston ENTE does not overlap LB boundaries, being fully contained within Hackney; this makes the situation less complex than in Shoreditch.

In Dalston, there are 39 licensed premises in or directly around the SPA which have closing times of 01:00, or later. This figure does not include off-licences. **These later-hours premises include: 7 nightclubs, 18 late-night bars, 5 late-night refreshment premises, 2 public houses, 5 seated restaurants, 1 events hall and 1 snooker club/bar.** There are 7 small convenience stores with off licence alcohol sales to 01:00 or later.

As is often the case in Hackney, but in Dalston especially, many of the licensed premises are hybrid spaces, used in various ways throughout their operating hours, from use as a bar/cocktail bar, event space, casual dining restaurant and de facto nightclub. Such hybrid premises are allocated above to the categories deemed most appropriate, based upon observation, social media feeds and marketing.

The Dalston ENTE has more diversity of offer than the Shoreditch ENTE and appears more integrated with the local residential community, serving their entertainment needs, as well as those of the area's many visitors (although issues of gentrification arise). Unlike in Shoreditch (or in the other locations for this research) there is a late-night dining scene at seated-service, mostly Turkish, restaurants. Dalston also has a more 'alternative' and diverse club scene; with LGBT venues, jazz venues and 'underground' electronic dance music clubs. These types of venue offer an alternative to mainstream and/or gentrified nightlife and allow the area to retain its 'edge' ie., its character and reputation for cultural activity.

Measurement of footfall gave tentative indications of a strong evening economy (up to approx. 500 persons passing the count point at the epicentre of the Dalston ENTE on Kingsland High Street in the 21:00-21:15 period), with roughly comparable footfall to the Shoreditch Buffer at 03:00-03.15 on weekends (see Appendix 2).

Dalston was found to have a later-night culture than all the other areas, with the exception of Shoreditch. This was due mainly to the presence of nightclubs - often in basements - and the many Turkish Restaurants operating into the early hours of the morning. There is more focus on seated dining and on higher quality food take-outs at the Turkish Restaurants than in typical LNR takeaway outlets (the Turkish restaurants are the only table service restaurants open beyond 01:00).

As in Shoreditch, ENTE patrons have access to relatively cheap alcohol from off-sales outlets, located in amongst the entertainment premises. The high prevalence of post-01:00 off-sales outlets are a feature of Hackney nightlife that departs from comparable areas in, for example, Camden and Westminster.

By retaining diversity and offering late-night dining Dalston escapes the worst excesses of an alcohol-focused nightlife, as seen in Shoreditch. In comparison to Shoreditch, the dress of Dalston ENTE patrons is more casual and their street behaviour generally more relaxed; in and around licensed premises **there is less focus on drinks promotions and drinking to intoxication.**

No incidents of physical violence, robbery, or incapacitation through intoxication were observed in Dalston. Male on-street urination and vomiting was observed. Noise incidents - such as shouting and screaming during customer movements and dispersals - appeared to be the most prominent negative impacts in terms of the Licensing Objectives (constituting likely Public Nuisance for nearby residents).

There is an informal economy of Nitrous Oxide Gas sales on Kingsland Road / Kingsland High Street supplied to patrons who are leaving venues, especially in the early morning, 03.00-04.30 period.

In Dalston, as in Shoreditch, there is an extra tier of community protection in the form of weekend night-time Street Wardens (part-funded through a voluntary levy contribution by local licensed businesses). The Wardens were a visible presence during the research in the heart of both SPAs.

Dalston is undoubtedly a noisy location late at night, with many noise ‘incidents’, as well as a generally high ambient noise level, especially along the pavements of the A10. Potential conflicts of interest between local residents and ENTE businesses and patrons were more immediately apparent than in Shoreditch. Dalston is a District Town Centre - a lively community, with many amenities and a high day-time footfall. There is a substantial residential presence in long-established flats and apartments to the upper floors of properties on Kingsland Road / Kingsland High Street / Stoke Newington Road and in low-rise terraced housing directly to each side of this arterial route. There are also major new residential apartment blocks, particularly in the vicinity of the Dalston Kingsland and Dalston Junction stations, although these recent developments will no doubt have advanced levels of sound-proofing and may house residents who may have actively chosen Dalston, at least in-part, for its night-time ‘vibrancy’.

There is certainly a feel of gentrification and rapid change to the area, with a number of more upmarket restaurants and health food shops emerging amongst the stores selling ‘everyday items’. This shift is likely to accelerate, alongside the ‘luxury’ residential developments, in anticipation of Dalston’s connection to Crossrail 2, which will, for the first time, open the possibilities of rapid transport links to Central London.

Dalston has a large number of licensed premises, many of which have little potential impact on the Licensing Objectives. The approach adopted in terms of auditing premises for this research was to assess and list only those premises with a ‘foot print’ in the late-night, post-00.30 hrs period and/or those of particular significance. Late-hours trading is generally accepted, in both licensing practice and research literatures, to have the most potential to impact on residents in terms of public nuisance and on other statutory licensing concerns, such as crime and disorder and associated emergency health outcomes.

Future trajectory of Dalston

Dalston has seen some of the highest increases in property values in London over the past decade, due to the area’s improved and improving transport links to Central London, its proximity to The City, fashionable reputation and local amenities (including its nightlife). This has caught the attention of property developers and attracted an influx of relatively affluent incomers, including, new residents, investors and entrepreneurs. Managing these transitions to produce outcomes that are fair and equitable to longer-standing residents is no doubt a major challenge for the Council, of which licensing will play no small part.

Community consultation on licensing seems especially important in Dalston; however, it is essential that a robust methodology is used which can ensure that such exercises are not ‘highjacked’ by groups who have a particular financial or lifestyle interest in producing a de-regulated zone. This process is known as ‘astro-turfing’, wherein public policy is influenced by lobby groups posing as ‘(false) grass-roots movements’. In reality, de-regulation, however this manifests in licensing and planning terms, is likely to open the door to the major corporate leisure chains, more so than to preserve and enhance Dalston’s existing appeal, as established by local independent businesses.

Recommendations

Dalston SPA Boundaries

The author is of the opinion that the Dalston SPA boundaries remain justified and appropriate and that the licensing landscape does not currently justify any extension to the Dalston SPA.

Terminal Hours in Dalston

The Council may consider amendments to ‘Policy LP14 - Special Policy Area - Dalston SPA’ to include new permitted hours for clearly-defined types of Licensable Activity, which mirror the proposed approach in respect of Shoreditch, as set out above.

Justification for recommended hours

In our research, Dalston was observed to have a vibrant dining scene which operated contemporaneously with the bar and club scene, up until around 01:00 hours.

This ‘food scene’ was not seen to impact negatively on the Licensing Objectives. The author regards the dining scene as an asset to Dalston; which likely helps moderate social behaviour on the streets at night, as appears to be the case in Stoke Newington (an adjoining area with many food-led licensed premises and relatively lower recorded night-time crime and disorder).

Customers of the restaurants and of the club/bar scene in Dalston were found to be, for the most part, mutually exclusive.

It is important that the LBH is supportive of the ENTE, whilst at the same time performing its statutory duties with regard to the Licensing Objectives. Supporting more diversity of businesses and audiences for night-time entertainment that are not

impactful on the Licensing Objectives would be a progressive approach, which may also help reduce crime and disorder and the fear of crime through 'natural surveillance' and guardianship (established principles in urban place management).

Although the number and density of licensed premises can impact the Licensing Objectives, it is important to also weigh considerations of the functionality of the premises that constitute the cluster. Alcohol-related harms tend to rise in areas where alcohol-led businesses dominate and especially when combined with late-hours trading, wherein the Blood Alcohol Concentrations of those patrons who do not choose to moderate their drinking continues to rise alongside continued alcohol availability.

It seems likely that there is further unmet demand for non-alcohol-led night-time entertainment in Dalston; an area which retains a feel of diversity and creativity and which has a high proportion of young, economically active, residents from a range of backgrounds and different cultural heritages who seek access to nightlife.

Central Policy Aim: Dalston does not become the 'next Shoreditch'. Further licensed development pressure in this location is inevitable, however, LBH has the opportunity, via its SPA Policies, to shape the next stages of such development in order to retain and enhance less well known aspects of the location's current appeal.

Engineering / directing change is not a case of making 'moral assessments' as to more or less desirable cultural activities at night, it is simply a case of pursuing an evidence-led and risk-based approach to promotion of the national Licensing Objectives, based upon local level assessments, as commended in statutory guidance.

Licensing Policy should serve the interests of the whole local community and it is there imperative that Licensing Consultation exercises for Dalston be designed and implemented so as to gain feedback from a sample of respondents that is representative of the relevant Borough postcodes in demographic terms.

Broadway Market / London Fields

Key themes:

Expansion - evening trade - non-traditional venues - outdoor drinking

Key Licensing Objectives: Public Nuisance, Public Safety

In this dynamic, rapidly re-developing area, the ENTE was found to operate beyond the geography indicated on the mapping provided in the Council's Brief, which showed only the strip of Broadway Market. In particular, it was apparent that there were a number of important night-time entertainment venues in those streets located between London Fields (park) and Mare Street. In addition, the supply of alcohol from off-sales premises to persons then consuming alcohol on London Fields (park) was identified as a necessary component of the research.

In the Broadway Market / London Fields ENTE cluster there are 8 licensed premises which have regular closing times of 01.00 hrs, or later. This figure does not include off-licences. These later-hours premises comprise: 1 nightclub, 3 late-night bars, 1 late-night refreshment premises and 3 public houses. There are 3 convenience stores with alcohol off licences permits to 01:00 or later.

The London Fields area has a fashionable bar and events-space scene that is developing around the London Overground rail line in formerly light-industrial-use spaces such as the railway arches, yards and warehouses. Premises in these streets are trading to later hours than premises on Broadway Market and there is a greater focus on drinks and dance-space; with Broadway Market being largely food-led at table service restaurants.

Thursday evenings ('after work') and Sunday evenings were especially important in this location and particularly so during periods of warmer weather. This was due to the number of alfresco dining opportunities in a pleasant, largely traffic-free, environment and the proximity of London Fields (park) and the Regent's Canal towpath, both of which are popular for picnics and other gatherings during leisure-time.

Footfalls were recorded at the junction of Broadway Market and Dericote Street. Large footfalls of up to approx. 700 people were recorded over 15-minutes in the evening and night-time period, falling to very small numbers in the late-night, post-01:00, hours (see Appendix 2).

The area was found to have an alfresco night culture, encouraged by the green spaces of London Fields and the Regent's Canal, and the opportunities to purchase off-sales alcohol at a number of prominent (large) neighbourhood stores.

The area does not generally have a late-night-early morning public drinking culture, or many large-capacity venues (there is one dedicated nightclub space). There is only one late-night hot food takeaway. On Broadway Market few premises open beyond 01.00, even at the weekend. **The current primary licensed function of the area is seated dining; although there appears to be an emerging bar and**

temporary events scene to the east of London Fields. The Mentmore Terrace and Westgate Street areas were observed to have lower footfalls than Broadway Market in the earlier time periods and higher footfalls between 01:00 and 03:15 (although precise measurements were not recorded).

As with many areas, a small number of venues are busiest and most impactful with regard to activity after 23:00 hours. In Broadway Market these are: Edgars, Off Broadway and The Cat and Mutton Pub, with late opening off licences at the top and middle of Broadway Market also attracting late-night street presence.

As in Shoreditch, there is a propensity for licensed businesses to colonise former light-industrial units, for example, the railway arches of Mentmore Terrace and Helmsley Place. In this area, to the east of the rail line, a late-drinking and club scene has developed with the most significant venues being the very popular Night Tales cocktail bar (NT's, Netil Place/Westgate Street) and rooftop terrace at NT 360, whilst the Mangle nightclub (Warburton Road) and The Brewhouse (Helmsley Place) can be very busy through until 03:00-03:30 at the weekend. Bordering London Fields, The Pub on the Park was extremely popular, with events at Proof also impactful in this area.

Two minor altercations were observed on Westgate Street involving the customers of the bars around Netil Place. These incidents did not give rise to a police response and there appeared to be no physical injuries. The incidents were of a nature, however, to have possibly disturbed local residents and/or caused alarm and distress to passers-by. The incidents also gave rise to shouting and blockage of the road.

Generally it was the case that in comparison to Shoreditch and Dalston, street behaviour by the patrons of licensed premises was quiet and relaxed. Exceptions to this occurred occasionally in the case of **outdoor drinking on London Fields, which in warm weather can involve 'mass gatherings' and is notably supplied by the local stores who provide off-sales. These gatherings are often accompanied by the lighting of disposable barbeque pans, which scorch and litter the park, thereby degrading the environment for other users.** London Fields is an attraction for alcohol-dependent 'street drinkers', as well as for informal gatherings by young adults seated on the grass and on benches. The use of Nitrous Oxide Gas (NoS), alongside drinking alcohol, was notable in the park. In other parts of the Borough NoS consumption was found to be associated with the Hackney 'club scene'.

The potential for anti-social behaviour, public nuisance and large-scale littering relating to outdoor drinking is particularly important in this area in the warmer months. The issue cross-cuts matters as diverse as the degradation and accessibility of the park and canal towpath and noise escape from licensed premises and Temporary Events.

London Fields is also popular with families with young children during daylight hours and community conflicts over use of the park for 'drunken gatherings' during hot weather was a feature of media reporting by the London Evening Standard in 2016. The Council had responded to these concerns by introducing a number of security and waste management interventions over the summer months.

There are further potential conflicts of interest between local residents and ENTE businesses. The area has a substantial residential community, present in flats and apartments to the upper floors of properties on Broadway Market, in blocks of flats and terraced housing to the west of Broadway Market and London Fields and in new residential developments to the east of the park, in proximity to London Fields Station. The latter developments are likely to have advanced levels of sound-proofing and house residents who may have actively chosen the area, at least partly, for its 'vibrancy'.

The area has a 'gentrifying' feel, notable due to the types of products and services to be found and their relatively high price-points. Development pressure is no doubt fuelled by the desirability of the green space, including access to the Regent's Canal, the characterful built environment, and excellent transport links to The City, Shoreditch and Liverpool Street.

Broadway Market / London Fields has a large number of licensed premises, but most currently have little routine impact on the Licensing Objectives. The early-morning trading period is generally accepted to have the most potential to impact on residents and on statutory licensing concerns and there is little activity in this time period, currently.

Future trajectory of Broadway Market / London Fields

In Broadway Market, a general shift by licensed premises to later trading hours, or more 'wet-led' trading formats, might change the relaxed ambience of the area, extending dispersal times and negatively impacting on residential amenity. **Events with pop-up bars and sound systems held in 'non-traditional licensed spaces' (often partly open-air) are a fashionable feature of the local social scene and therefore the relative tranquillity of the area could be notably affected by large volumes of TENS.**

Recommendations

It is recommended that the Council watch closely the number and nature of licensing applications received for the Mentmore Terrace, Helmsley Place and Westgate Street areas, as a larger bar/club scene may be emerging in these locations, just at a time when the number of local residents is also increasing due to new housing developments. This particular location appears to be the mostly likely candidate for future SPA designation if the current pace of development continues.

The author is of the opinion that the licensing landscape does not currently justify the creation of a SPA.

One approach that may be helpful is to enhance enforcement and training activity in relation to the off-sales stores around Broadway Market who supply much of the alcohol consumed in the public realm, including supply to the alcohol-dependant street drinkers regularly seen at the south entrance to the

park. This may be in the form of multi-agency visits, which provide a supportive and advisory function to the premises in the first instance.

Stoke Newington

Key Themes

Evening and day-time trade – seated restaurants and traditional pubs – large numbers of premises

Key Licensing Objective: (Potential) Public Nuisance

The research found the ENTE of this location to be spread across a wider area than that indicated on the boundary map included in the Brief for this project, which showed the strip of Stoke Newington High Street and part of Stamford Hill on the A10, plus a small section of Stoke Newington Church Street, leading west from the A10, as far as Kersley Road. On visiting the area at night it was apparent that there were also a number of ENTE venues, forming part of the ‘village’ cluster of licensed premises, further west along Stoke Newington Church Street, as far as the roundabout at the junction with Albion Road.

There are 19 licensed premises within the Stoke Newington ENTE area with closing times of 01.00, or later. This figure does not include off-licences. **These later-hours premises comprise: 1 restaurant, 2 nightclubs, 4 late-night bars (one of which is an ‘events space’ open only sporadically), 4 late-night refreshment premises, 1 private members’ club and 7 public houses.**

There are 6 premises serving alcohol, with advertising opening hours later than 01:00. These premises are dispersed spatially throughout the area, rather than forming a tight cluster. There are 6 convenience stores with off licence alcohol sales permits to 01:00 or later.

Licensed premises were more ‘conventional’ than those found in other areas (apart from Hackney Central) in that they all inhabited buildings that formed part of the High Street frontage. A further conventional element is the high proportion of restaurants with more formal seated dining and waitress/waiter service (only one of which remained open as late as 01:00). Stoke Newington also had the highest proportion of traditional public houses open in the late-night period in comparison to the other 4 areas. The bar/club scene here is relatively un-developed.

Stoke Newington generally has a different, more sedate, nightlife culture than the other areas researched in this project; it does not typically form part of the Hackney bar/club scene popular with young adult residents and visitors in the southern areas of the Borough.

A further contrasting feature with Shoreditch, for example, is that Stoke Newington is active, as a High Street, during the day. Most licensed premises trade during the day-time and there is less focus on the night-trade exclusively.

Footfalls were recorded at the junction of Stoke Newington Church Street and Stoke Newington High Street. The results illustrate the importance of evening-night hours' trading in this location (approx. 400 persons recorded at 21:00-21:15), with the movements recorded being mostly those of the customers of restaurants and pubs; chiefly, restaurant premises closed by 00:30, at the latest (see Appendix 2).

Future trajectory of Stoke Newington

Stoke Newington has a developed ENTE which has been in place for many years, having expanded gradually as the area's reputation as a 'dining destination' has grown. With over 100 licensed premises offering food and/or drink, it seems unlikely that the 'village' can accommodate many more premises than it already has without losing other local high street day-time amenities, thereby detracting from its overall appeal as a balanced urban centre. This is an issue for consideration by Hackney's Planning Department, more so than in terms of licensing policy, as on the basis of this research, little impact on the Licensing Objectives was recorded.

Whilst the size of the licensed estate and the high residential presence make Stoke Newington a prima facie candidate for designation as a SPA, this research found no evidence of routine negative cumulative impacts on the Licensing Objectives. The most likely reasons for this are the high proportion of food-led businesses and the relatively early closing times of the majority of venues. Stoke Newington has a more relaxed night-time culture than the other areas covered by this research, with less focus on the bar and club scene and on patrons drinking to intoxication.

Given the size of the licensed estate, any general shift in the night-time culture of the area, wherein licensed premises moved any from seated dining toward a more alcohol-led trading format, could give rise to negative cumulative impacts upon the Licensing Objectives.

Recommendations

Evidence was not found to justify the creation of a SPA, currently.

Licensing enforcement action can be taken against individual licensed premises on a case-by-case basis, should the need arise.

Temporary Events Notices (TENs) may be an issue requiring particularly careful deliberation in Stoke Newington. Increased early-morning footfalls and any associated public nuisance incidents are likely to be more noticeably impactful for residents in the typically-quiet streets of Stoke Newington than in other areas where a late-night bar / club scene is in regular operation.

Hackney Central

Key Themes:

A few key late-night venues – a high proportion of Late-Night Refreshment (takeaway) premises – venues and patrons are spatially dispersed.

Key Licensing Objectives: (Potential) Public Nuisance

In Hackney Central there are approximately 80 licensed premises in the ENTE area, 22 of which have closing times of 01.00, or later. This figure does not include off-licences. **These later-hours premises include: 2 nightclubs, 3 late-night bars, 9 late-night refreshment premises, 7 public houses and 1 members' club. There are 3 convenience stores / supermarkets with off licence permits for alcohol sales to 01:00 or later.**

Licensed premises in Hackney Central (and in Stoke Newington) are more 'conventional' than those found in the other three areas for this research, in that they almost all inhabit buildings that form part of the High Street frontage. A further conventional element is the high proportion of traditional public houses.

Late-night refreshment premises form a higher proportion of licensed businesses in the area, compared to the other four areas. These premises are mostly on or around Mare Street.

Hackney Central's ENTE was generally more dispersed than other areas, such as Dalston and Stoke Newington. A few significant venues dominated the weekend late-night (after midnight) scene. Hackney Central had fewer bar/nightclub-style late-hours trading venues than the other areas included in this research (with the exception of Stoke Newington).

Footfalls were recorded outside the Hackney Empire on Mare Street, which was identified as the epicentre of the ENTE. Numbers of pedestrians were generally lower, though more consistent, throughout the counting-period, than those recorded at other count points for this project. Numbers did not exceed 475 persons during any 15-minute period (see Appendix 2).

The Hackney Central ENTE has three distinct sub-areas:

The central/northern section of Mare Street, Morning Lane, Graham Road and Amhurst Road constitute one area. It is here that the larger bars/clubs and pubs are located, together with a number of eateries and key landmark entertainment venues, the Hackney Empire and the Hackney Picturehouse.

Richmond Road is a further distinct sub-area, with a quieter, more 'up market' cluster of eateries and wine bars that correspond with the bohemian Broadway Market area, that they border.

Lower Clapton Road, to the north of Mare Street, has a slightly darker, more 'edgy' feel than the other areas. This feel is accentuated by lower-level illumination from street lighting and a higher proportion of boarded or grated frontages to shops and other day-time business premises.

As a result of the above, Hackney Central has a more dispersed nightlife culture than the other areas researched in this project; as such, whilst individual licensed premises and events may attract large numbers of patrons, the area as a whole has not developed as a major ENTE 'destination' within the Borough.

There are a high proportion of Late-Night Refreshment premises - located in the Mare Street area - offering hot takeaway food in the late-night hours and these premises are associated with delayed dispersals of 'clubbers' from the area, as well as some problems with littering.

No incidents of physical violence were observed in Hackney Central.

There is a notable presence of homeless people begging in the Mare Street area and in and around St. John's/St. Augustine's Church Yard and Gardens. More aggressive begging is evident on Lower Clapton Road.

Future trajectory of Hackney Central

Whilst the total size of the licensed estate makes Hackney Central a prima facie candidate for designation as a SPA, this research found no evidence of routine negative cumulative impacts on the Licensing Objectives. The most likely reasons for this are the dispersed nature of the licensed entertainment premises, the fact that late-trading premises are relatively few in number and the generally lower footfalls recorded in comparison with the other areas visited in this research (with the exception of Stoke Newington).

A slower pace of gentrification and less developed transport links suggest that new licensed developments do not have the potential to emerge quite as rapidly in Hackney Central as in the other areas for this study.

Recommendations

No evidence was found to justify the creation of a SPA, currently.

Licensing enforcement action can be taken against individual licensed premises on a case-by-case basis, should the need arise.

Licensing issues which cross-cut the five areas

1. Off-Licences: operating hours and locations

A general issue in Hackney that emerges from the licensed premises' audits in the five areas is that **the Borough appears to have a large number of convenience stores / supermarkets which trade late that are also licensed to continue selling alcohol into the early hours of the morning. A further general feature is that many of these stores are located in and amongst the licensed entertainment / food and drink premises.** These hours were not found by the author in his recent work in comparable areas of London, such as Westminster and Camden, where off-sales tend to cease in areas with 'nightlife', mostly by 23:00 and typically, entirely, by 01:00.

National and more local evidence (from Camden) suggests that, **on-average, unit consumption of alcohol amongst those ENTE visitors that remain in-situ, increases hour-by-hour up until 03.00 and beyond.** In Hackney, those ENTE patrons who are so-minded have access to relatively cheap off-sales alcohol from local stores to supplement that purchased and consumed in the 'on-trade'. The author provides an account of just such activities in the Full Technical Report, as observed in the Shoreditch SPA.

It is not possible, nor would it be necessarily justified, for the Borough to retrospectively cut-back the hours held by off-sales premises in nightlife hubs. However, it is recommended that off-sales premises be included in any assessments involving the development of new SPA and 'Special Hours' policies as applied to future premises' applications.

2. Off-Licences: licensing compliance

It was not part of the Brief for this research to examine issues of compliance in respect of the Premises Licences of particular licensed premises. Nonetheless, when the author compared his notes with the information on the premises' audits it became clear that in some instances breaches of relevant licensing Conditions may have been observed, including instances of selling alcohol beyond permitted hours. These observations were reported to the client and suitable checks conducted.

The alcohol availability issue has greatest resonance for the most committed of drinkers; those ENTE patrons who seek out off-sales sources before and after leaving on-trade premises and alcohol-dependant street drinkers from the homeless population. **Non-compliance with licensing hours by off-sales outlets provides access to additional consumption opportunities for these 'hard-drinking' sub-groups; potentially fuelling public drunkenness on public transport and pedestrian journeys in the course of exits from central locations.**

It is important that a general culture of compliance with permitted trading hours and other issues concerning licensing law and server responsibilities is achieved. Multi-agency compliance visits, test purchases and additional server training may be considered in order to support premises in achieving compliance with their licences and in some cases further action may be needed, involving formal enforcement.

Despite the general points raised above, the author notes that none of the incidents of crime, disorder and public nuisance observed during the course of this research appeared to involve persons who were the customers of off-sales premises-only. All instances involved persons who appeared to be in the locations with the primary purpose of visiting on-trade premises.

3. Late-Night Levy (LNL) and its suitability for Hackney

The Council **consulted on the suitability of adopting a LNL in Hackney in 2016.** The findings of the LNL consultation were not available at the time of writing and have not informed this report. The author did not have access to consultation responses, nor did this research influence the drafting of the LNL consultation in any way. The author is of the opinion that the local consultations provide the most appropriate weighing of considerations in relation to LNL. **This research was conducted wholly independently of the LNL consultation and the author does not seek to offer recommendations specific to this particular place management mechanism, based on the findings of this study alone.**

4. Temporary Event Notices: suitability to particular locations and non-standard partly-‘open-air’ venues

One aspect that emerged from the research was that Broadway Market (the street and immediate area) and Stoke Newington were heavily residential areas, with closing times of licensed premises that were generally comparatively early. Furthermore, the ENTE of these locations was primarily food-based at seated restaurants, giving rise to fewer instances of noise nuisance associated with intoxicated persons departing. These factors are of note in that when late-night drink/entertainment events are inserted into these areas it is likely to be more noticeable to residents than would be the case in other areas of the Borough in which residents live permanently in close proximity to a late-night bar/club scene and/or in which ambient noise levels are generally high. This is a factor the Council may wish to consider in relation to TENs applications and repeated TENs applications, in particular. The issue of weighing what Licensable Activities may be considered ‘reasonably acceptable’ in ‘particular locations’ has been underlined in recent years by The Court of Appeal (*eg., Hope and Glory [2011]; Taylor v Manchester [2012]*).

In Shoreditch, Dalston and London Fields there has been a clear shift toward the utilization of former light-industrial plots, such as goods yards, warehouses and railway arches as licensed premises, operating either permanently, or semi-permanently, as part of the ENTE. Many of these premises house patrons in partly-open-air spaces, or within temporary structures which offer weather protection, but

which are not conventional buildings that benefit from sound proofing. The operation of these types of premises is very likely to involve higher levels of ‘noise escape’ than would be the case were the same activities to be housed in a conventional building structure; whilst, in some cases, offering slight acoustic control benefits in comparison to the fully open air ‘beer garden’. It may be useful for the Council to keep a register of these types of premises, one which creates an alert whenever a TENs application is made. TENs applications from such premises may require additional levels of scrutiny to avoid giving rise to late-night public nuisance noise impacts resulting from amplified music and other sounds being very audible in the vicinity.

5. Rapid development: tracking Borough trends in the growth of new ENTE hubs and expansion of existing hubs

It is recommended that the Council, with the findings of this report and other evidence in mind, **monitor the number and location of new Premises Licence applications and licence variation applications for late-night drink-led uses and for LNR in key areas of the Borough.** This research has identified emergent clusters of ENTE activity in **Haggerston, London Fields and on Kingsland Road in Hoxton.** **The report also highlights further development along pedestrian corridors into and out of the Shoreditch SPA.**

The author would suggest that all new applications / variations for post-midnight Sales-of-Alcohol (on-trade and off-trade) and LNR are flagged, recorded by post code, and the resulting statistics reviewed, on a six-monthly basis. **This will enable LBH to identify and track ENTE development trends that are not always apparent when processing large numbers of applications from locations Borough-wide.**

6. Cross-borough place management

Whilst the majority of licensed premises in Shoreditch are licensed by Hackney, the nightlife of the area is a partly cross-borough phenomenon and the contribution of premises and activity in Islington and Tower Hamlets should not be underestimated. The ENTE of the area is developing strongly along access corridors and this sense of Shoreditch (Hackney) merging with other Borough jurisdictions is likely to accelerate with the embedding of Night Tube, new hotels in the Buffer zone, and other developments that are ‘filling the gaps of activity’ between licensed premises’ clusters.

From the point of view of the consumer the integrated nature of the area, when viewed in terms of attraction value, involves making use of premises and services in ways that crisscross borough boundaries. As a result, **any hot-spot mapping of alcohol-related incidents occurring within Hackney boundaries-only will not show the full picture. There will often be elements of cross-borough spatial merging involved in any true assessment of the ENTE and its social impacts.**

It is important for the LBH to view these cross-border influences in terms of the limits of Hackney's jurisdiction and to consider how the Licensing Policies and general place management approaches of adjoining Authorities may be impacting on Hackney. **These factors require an insight into how different parts of the Borough function as 'places', rather than as abstract spaces on a map. The observational research reported here provides some insight into these underlying qualitative factors and indicates potential parameters for cross-borough mapping and collaboration on ENTE themes; particularly in key areas such as Bethnal Green Road, Redchurch Street, Old Street (West) and Shoreditch High Street / Bishopgate.**

Night Tube services from Liverpool Street are becoming embedded in visitor behaviour changes and it is suggested that this factor, together with the possibility of new night services from Old Street, is referred to in the drafting of the 2017 Statement of Licensing Policy. It should be emphasised that the Council's Licensing Policies were devised on the basis of recent historical evidence, mostly collected prior to introduction of the TfL night service.

7. Private Sector income streams for integrated place management

Notwithstanding the outcome of the LNL consultation there may be opportunities for LBH to encourage and support the business community in making voluntary contributions to partnership measures and initiatives to be applied to the public streets and other shared spaces. There is already a privately-funded street warden scheme, which provides a high visibility patrolling presence in Shoreditch and Dalston on weekend nights. This patrol were regularly observed during the research, including on occasions in which they were engaged in dealing with the public in incidents of disorder and physical incapacitation - in collaboration with the MPS and London Ambulance Service - as well as when simply offering guidance and advice to visitors.

Business Improvement Districts (BIDs) may be another avenue worth exploring. A BID is a defined geographical area within which local businesses have voted to invest collectively to improve their trading environment. BIDs operate usually for periods of five years, which can run successively. BIDs provide additional or improved services as identified and requested by local businesses. Services often include additional safety and cleansing and broader environmental measures. BIDs are business-led organisations, funded by members, who pay an agreed levy previously approved by ballot.

There are several BIDs currently operating in London that encompass main ENTE areas and which draw members that include bar/pub/restaurant operators. Amongst the most prominent of these are 'Heart of London' in Westminster (Leicester Square) and 'Camden Town Unlimited' (CTU). Established in April 2006 and now in its third term, CTU has taken an active interest in ENTE issues within central areas of Camden Town; these being of key concern to many of its members. CTU part-funded projects have so far included time-limited commitments to provide street marshal patrols at night (the 'Quiet Streets' initiative) and improvements to the streetscape of Camden High Street (the 'Naked High Street' initiative). The latter

initiative helped introduce wider footways, narrower carriageways, level loading bays, new tree plantings and a public art installation.

There is an opportunity LBH to provide leadership to the private sector on issues of place management. The business community should be encouraged to adopt Hackney’s vision for the ENTE, as informed by the Council’s investment in public and stakeholder consultation, data analysis and research. In the case of Corporate Social Responsibility (CSR) schemes devised and directed by the ENTE business community, the Council’s direct role may be more limited, but should seek to ensure that CSR schemes offer high standards of accountability and include transparent and rigorous project evaluation¹.

8. Specific aspects of Licensing Policy

a) Policy ‘LP 4 Crime and Disorder’ sections (e) and (f) p.31

Section (e): LBH may wish to consider that recent research by London South Bank University has questioned the effectiveness of ‘point-of-sale’ safer drinking material in bar-type environments², thereby replicating the wider evidence-base.

The author suggests that current policy wording be replaced with a reminder to licence holders that Home Office Guidance concerning the mandatory conditions, as applied to free-poured (non-pre-packaged) drinks, currently advises that, at point-of-sale:

“10.51

The responsible person (see paragraph 10.39) shall ensure that the following drinks, if sold or supplied on the premises, are available in the following measures:

Beer or cider: 1/2 pint

Gin, rum, vodka or whisky: 25ml or 35ml

Still wine in a glass: 125ml

10.52

*As well as making the drinks available in the above measures, the responsible person must also make customers aware of the availability of these measures by displaying them on printed materials available to customers on the premises. **This can include making their availability clear on menus and price lists, and ensuring that these are displayed in a prominent and conspicuous place in the relevant premises (for example, at the bar). Moreover, staff must make customers aware of the availability of small measures when customers do not request that they be sold alcohol in a particular measure.** (author’s emphasis)*

¹ Hadfield, P. and Measham, F. (2015) ‘The outsourcing of control: Alcohol law enforcement, private sector governance and the evening and night-time economy’, *Urban Studies*. 52(3): 517-37.

² Frings, D., Guleser, E., Albery, I., and Moss, T. (2017) ‘Evaluating the interactive effects of responsible drinking messages and attentional bias on actual drinking behaviours’ *Alcohol Insight*, 139. London: Alcohol Research UK.

10.53

This condition does not apply if the drinks in question are sold or supplied having been made up in advance ready for sale or supply in a securely closed container. For example, if beer is only available in pre-sealed bottles the requirement to make it available in 1/2 pints does not apply.

10.54

The premises licence holder or club premises certificate holder must ensure that staff are made aware of the application of this condition.”³

Justification: The purpose of the Mandatory Conditions is to ensure that consumers can make informed choices as to the strength of the alcoholic beverages they purchase and consume. Clear information as to available measures on menus and at the bar is the best way to ensure that customers are made aware of their choices. I would suggest that wording to this effect is included within the Licensing Policy.

Compliance with the Mandatory Conditions is likely to help promote safer drinking through informed choices, together with helping reduce the need to enforce other aspects of the Licensing Act, such as the hard-to-deal-with Sections 141 and 142 (sale of alcohol to a person who is drunk and proxy purchase of alcohol for a person who is drunk, respectively).

b) Prevention of Public Nuisance requirements

Para 26.3 (p.33)

I would suggest re-drafting of the second sentence, as follows:

“...it is important that applicants can demonstrate how they will effectively manage the exit and dispersal of their patrons through the use of an appropriate Dispersal Policy and Transport Policy which seeks to minimise public nuisance”.

³ Home Office (2017) *Revised Guidance Issued under Section 182 of the Licensing Act 2003*. April. London: Home Office. p. 83-4.

Appendix 1: Project Locations Maps

See appended document

Appendix 2: Footfalls recorded in each project area

Location 1a: Shoreditch High Street / Great Eastern Street junction (west pavement and junction)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Fri 15 July	416	456	442	474	245	171	256
Fri 19 Aug	669	637	656	551	308	272	217
Fri 16 Sept	763	761	1040	978	521	480	257
Fri 14 Oct	737	623	1165	776	628	453	254

Night Tube launches on the Central Line, offering services from Liverpool Street on Fridays and Saturdays.

Location 1b: Old Street, Fire Station (north pavement only)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Sat 16 July	409	491	890	688	223	383	212
Thurs 10 Nov	574	636	624	613	252	241	189

Location 2: Kingsland High Street, near Dalston Superstore (both pavements)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Sat 20 Aug	240	177	296	280	303	356	256
Thurs 13 Oct	538	562	506	427	192	109	193
Sun 16 Oct	416	438	387	220	134	89	34

Location 3: Broadway Market junction with Dericote Street (both pavements and junction)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Thurs 14 July	382	719	401	166	70	32	27
Sun 21 Aug	314	422	271	146	37	21	15
Thurs 15 Sept	326	603	340	129	45	26	17
Sat 12 Nov	629	292	246	341	131	129	62

Location 4: Stoke Newington Church Street / Stoke Newington High Street (both pavements and junction)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Thurs 18 Aug	208	183	146	142	82	39	14
Sat 15 Oct	406	292	458	345	228	250	212

Location 5: Mare Street, near Hackney Empire (both pavements)

Date	21.00- 21.15	22.00- 22.15	23.00- 23.15	00.00- 00.15	01.00- 01.15	02.00- 02.15	03.00- 03.15
Sat 17 Sept	382	305	312	304	248	225	171
Fri 11 Nov	395	296	474	410	230	149	214



Hackney's Evening and Night Time Economy – a Cost Benefit Analysis

Prepared for
London Borough of Hackney

Hackney's Evening and Night Time Economy – a Cost Benefit Analysis

For London Borough of Hackney

Prepared by Ortus ER's Economic Research Team

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I Executive Summary

This document sets out the findings of a Cost v Benefit (CBA) analysis undertaken on the Evening and Night Time Economy (ENTE) for the London Borough of Hackney (the Council). The Council initially commissioned Trends Business Research (TBR) to carry out the work. However, when TBR ceased to trade, the project was completed by Ortus Economic Research (Ortus) who include members of the original team from TBR.

The project ran in parallel with another piece of work which focused on the behavioural and licensing aspects of the ENTE, led by Dr Philip Hadfield. Dr Hadfield also contributed to this work. The two reports should be viewed together as they are intended to be complementary.

The brief identified the need to develop a robust CBA framework and to use this to understand the contribution of the ENTE to Hackney's economy.

We defined the ENTE using Standard Industrial Classification (SIC) codes¹. For our purposes and in line with previous research, the ENTE comprises three components:

- **Core:** Food, drink and entertainment.
- **Indirect:** Accommodation, retail, parking and cabs.
- **Supporting:** Care, infrastructure and public transport.

Following development of our CBA framework we analysed a range of data collected from Hackney Council, together with information from our Trends Central Resource (TCR) dataset and other sources.

1.1 Results

The results show that for every £1 of cost bourn by the public purse it receives £3.97 in revenues. Thus, the ENTE can be said to generate a return of four times the costs incurred. Total revenues for Hackney are estimated at £93m and the costs £24m for 2015.

However, the position is complicated by an asymmetry between the destination of relevant costs and revenues. Specifically, local ENTE costs are met by three main parties; the Council, the Metropolitan Police Service and the National Health Service (especially by Emergency Medicine and Ambulance Services), whereas the majority of revenues accrue outside the Borough to HM Treasury. This means that from a local authority perspective, the ENTE generated costs of £3.6m, while returning only £2.1m in 2015 (see Figure 1, below for an illustrative summary).

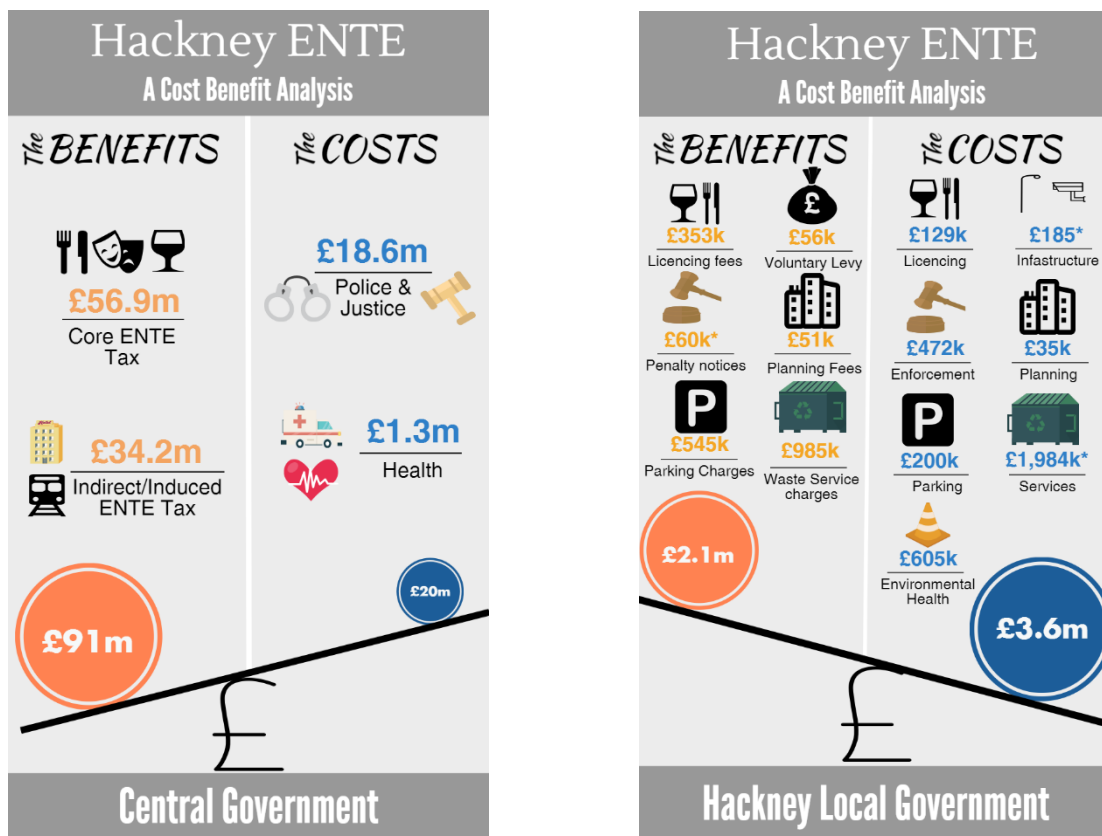
While the CBA is comprehensive in its capture and analysis of tangible costs and revenues, there are a number of issues that cannot be monetised or quantified, so are not accounted for. These include the emotional impacts of anti-social behaviour, the tacit encouragement of drinking alcohol, the creation of crime/fear of crime in the streetscape, as well as littering and fouling of the pavements and light and noise pollution for residents. Likewise, benefits such as attracting investment, residents and visitors and the positive aspects of family and friends enjoying the food, entertainment and responsible drinking provision in the Borough are not included. The Borough was a world-renowned

¹ See section 4.2.1 Measuring the ENTE

creative culture - similar to that of other regenerated urban areas, such as East Berlin - to which the ENTE plays no small part.

In addition to the revenues generated by the ENTE, it also provides employment and creates wealth. In 2015, there were 1,375 firms in the ENTE in Hackney. They generated some 4,720 jobs, £219m in turnover and £111m in output². These represented 6.7% of all Hackney's businesses, 4.2% of employment, 1.0% of turnover and 1.2% of GVA.

Figure 1: Summary of the costs and benefits accruing from Hackney's ENTE



While drink and entertainment have shown only limited growth over the ten-year period 2005 to 2015, food has grown strongly, achieving an annualised increase in employment of 4% and GVA of 11%. Overall the number of ENTE businesses increased from 845 to 1,375, employment from 3,540 to 4,720 and GVA from £49m to £111m.

In addition to considering the borough-wide data, additional analysis was conducted into activity across a number of designated sub-areas. These included: Shoreditch, Dalston, Hackney Central, Stoke Newington and Broadway Market. The results showed the largest concentrations of licensed premises to be in Shoreditch and Dalston. The ENTE Behaviour Study which Hackney Council commissioned concurrently to this work, provides further details as to the composition of the businesses located in these five sub-areas; providing a detailed street-by-street 'premises audit', supported by on-line desk research verification. This shows that, as of 2016, the highest proportion

² Output as defined by Gross Value Added,

of ENTE food offers v total number of premises were concentrated in Stoke Newington, Broadway Market and Dalston.

Shoreditch has a concentration of venues classified here as 'drink' or 'food' and has the highest levels of ENTE employment, turnover and GVA³. However, 'entertainment' is more evenly concentrated around the borough. Shoreditch has 23% of all drinking establishments and around a third of the drink sectors employment, GVA and turnover, suggesting that the bars and pubs here are generally larger and have more 'traffic' than in other parts of Hackney. As such, core ENTE employment is heavily concentrated in this area.

The Core ENTE in other urban centres, including Broadway Market, is mostly centred on food, with a smaller proportion of drinking establishments and no entertainment. For example, 75% of establishments in Broadway Market operate in 'food' activities, with the remaining quarter being 'drink'. By contrast, Hackney Central has a relatively large share of the 'entertainment' sector, including iconic venues, such as the Hackney Empire, Hackney Picturehouse and the Moth Club. In Stoke Newington 70 out of a total of 90 businesses are recorded in the 'food' category.

In relation to our CBA it is possible to see how a variety of social harms linked to the Licensing Objectives map onto a number of the 'cost' items for Hackney highlighted by this analysis, such as the costs of policing, waste management, environmental health and licensing enforcement etc. Whilst we cannot state these links as 'causal' to strictly scientific standards, the links are such that they are likely to meet the 'balance of probabilities' test applied in civil matters, including the administrative laws that govern routine local authority policy and practice.

The Behaviour Study, produced concurrently to this report, adopts a licensing-focused approach, looking in detail at the same sub-areas of the Borough discussed here: Shoreditch, Dalston, Hackney Central, Stoke Newington and Broadway Market/London Fields. The Behaviour Study found few links between the provision of food in seated restaurants or the provision of entertainment and negative consequences for ENTE patrons and residents, as defined by the Licensing Objectives. Indeed, in areas such as Stoke Newington comparatively little alcohol-related crime and disorder or public nuisance, was recorded, despite the area having a high concentration of licensed premises. It is therefore important to consider the 'functionality' of ENTE venues such as the extent to which they are drink- or food-led, their size/capacity and hours of trading hours in terms of the likelihood of negative social outcomes (and likely associated economic costs to the public purse).

As well as being the highest generator of GVA, Shoreditch - with its large late-night venues, many of which are drink-led, at least in the later hours – is the biggest generator of social and economic costs. Readers may note that the data underpinning the CBA relies upon businesses offering self-definitions of their activities. Due to the perceived benefits of presenting oneself as a 'food' business when dealing with regulatory authorities, especially when making applications in a Special Policy Area (in licensing terms) then one can see that the proportion of businesses classified as food operators in Shoreditch is: a) an over-estimate when validated against qualitative assessments of true / current

³ Explanatory note on data categories. The data underpinning the Economic Profile analysis is drawn from published company data sources, such as Companies House, and is also collected directly from some businesses (particularly those that are unincorporated, or are branches of companies based elsewhere). The activity descriptions eg., 'food' or 'drink' are therefore provided by the businesses themselves. This self-defining of business activity can result in inconsistencies between these data and others, for example, the Licensing Database. Some businesses that primarily sell drink, but also food, may self-describe as restaurants when completing official paperwork, or responding to enquiries (potentially because the regulatory environment is less arduous). This effect is likely to blur the boundaries between the 'food' and 'drink' sub-sectors in the Economic Profile analysis and thereby may result in inflation in the estimates of the number of food businesses. This is the most likely explanation for why the economic profiling of Shoreditch identifies the area as containing a concentration of 'food' businesses although the area is not commonly regarded as a key dining destination within the Borough.

business functionality at night and b) a likely product of the long-standing regulatory landscape and the input of specialist legal advisors skilled in completing official paperwork on behalf of their client base. The Council has recently completed its public consultation on a new Area Action Plan, entitled 'Future Shoreditch' and it will be important to consider the results of this exercise in terms of future land use planning in this part of the Borough.

From an economic strategy perspective, it makes sense to promote those aspects of the ENTE that generate fewer costs in relation to the production of benefits. This is also a stance which sits well with the Borough's Licensing Policies and provides consistency and overlap, allowing the Council to present a considered and unified approach that has a broad evidence base. Although we are unable to 'prove the point' to strictly scientific standards, this assessment, in effect, points to food and entertainment as 'safer bets' in terms of a cost v benefit calculus guided by a test of the 'balance of probabilities' as to the maximisation of benefits v the minimisation of costs.

A key recommendation of this report is that the Council considers a long-term strategic vision for the ENTE in Hackney which synchronises the existing evidence and expertise of officers and representatives working across the various disciplines of economic strategy, planning, licensing, tourism, policing, environmental health and public transport, together with public and stakeholder consultation.

As background, one can see that from an economic development perspective, 'food' (notwithstanding some errors of business category self-assignment) is already the largest and fastest growing sector within the Hackney ENTE in terms of numbers of firms, employment turnover and output (GVA). It also generates the greatest GVA per firm and per employee. Food start-ups are responding to consumer demand and would, therefore, appear to offer potential for further growth and economic contribution; any growth will also be enhanced by knock-on effects in the non-Core ENTE and supply chain. A number of hospitality firms that started in Hackney, have in recent years built on their success and opened outlets across the Capital. London's Global City status creates demand for a wide range of culinary offerings that are likely to continue to provide potential for exciting new business opportunities that draw further attention to Hackney as an exciting leisure destination.

The smallest sector of the three ENTE components, 'entertainment' provides complementary activities to both food and drink. The entertainment sector covers a wide scope of activities, with the vast majority, such as culture and sport, being considered positive for local communities, as well as being special draws for visitors. Such attractions provide support for surrounding businesses by generating additional footfall for an area; some have unique and especially valued aspects and are therefore worthy of particular Council support to ensure their sustainability.

1.2 Structure of this Report

This report contains nine sections, including this summary. Following the summary, Section 2 provides an introduction to the report and the ENTE. Section 3 presents details of the CBA framework and an overview of legislation governing the ENTE. It explains the development of our CBA research design, along with the legal and statutory context of ENTE development.

Section 4 describes the study and sets out the methods used - how the CBA is broken down into its key components and the way data were collected. It also presents the limitations to the method and the need to take account of those items not included in the formal CBA.

Sections 5 and 6 set out the profile of the ENTE in relation to the borough as a whole and then for the sub-areas.

Section 7 provides a comprehensive description of the findings of the CBA and its component parts.

Finally, section 8 draws together conclusions regarding the impact of the ENTE and the CBA methods, and then sets out a limited number of recommendations.

2 Introduction

2.1 Background

The Evening and Night Time Economy (ENTE) is increasingly capturing the attention of researchers, policymakers, private business and public agencies, the media and the wider community.

Throughout history, towns and cities have had some manifestation of an 'economy' that operates in the evening and at night. In ancient Greece (and probably before) people traded objects and services beyond the end of the commonly understood 'working day'. In Asia, night markets selling domestic goods, medicines and food have existed for thousands of years.

However, in the 21st century leisure or 'post-industrial' age, the transactional nature of the evening and night has appeared to grow in its importance to the functioning of towns and cities. So, whilst not having the same weight of economic contribution as activity during the daytime, what happens 'after dark' has great strategic interest than ever before.

This makes the importance of measuring the location, make up and economic significance of the ENTE relevant to a range of policy makers and planners. This is particularly true in Western and Western-influenced nations, where regenerated post-industrial areas have developed a strong focus on leisure consumption linked to the rise of complimentary changes such as the increase in city centre living, agglomeration of industries attracting mobile young professionals in the new economies and the rise of urban tourism.

The first conceptualisation and research into the 'night-time economy' or NTE, as it quickly became known, appeared in the early 1990s, when a small number of cultural and urban theorists identified that European town and city centres, after dark, had their own unique qualities. While these qualities did not entirely separate them from the 'day-time', it was clear that they produced certain distinct sociological phenomenon and raised issues different to those that drove urban governance and city management during the day. These early studies focused on the liberating, consumer-oriented and urban planning aspects of the NTE.

However, since the late 1990s, and partly in reaction to the pro-ENTE-liberalisation agenda influenced by the early studies, there has been considerable research into the ENTE by academics from sociological, criminological, public health and epidemiological backgrounds. These studies often focused on the costs, 'negative externalities' or 'negative impacts' associated with activity after dark. This includes both quantifying crime and disorder, as well as measuring police, justice and health overheads and the operational costs of managing the ENTE. Much of this was linked to increasing alcohol and drug fuelled 'excess' in Western towns and cities, driven, in part, by certain business practices such as drinks price promotions, the fashion for sweet free-poured cocktails and shots, and the development of heavy concentrations of similarly-functioning drink-led premises in tight geographical clusters. More recently, there has also been emphasis on low-level externalities such as chronic noise nuisance for local residents.

So, whilst there is now a large body of analysis on the 'cost' impacts of the ENTE, other than the early attempts to posit 'the 24hr city' as 'a good idea', particularly in urban planning and regeneration

terms, very little work has been dedicated to placing these specialist studies into a broader concept of the significance and strategic potential of the Evening and Night Time Economy.

The many potential benefits of a vibrant ENTE have been under-emphasised in the research. There have been no studies of the wellbeing and mental health benefits that may come from enjoying a city's ENTE provision; the freedoms associated with release from the work of 'daytime'; the regeneration of post-industrial cities; the attraction and retention of students, high skilled workers, high growth companies, tourism; and the prestige of cultural production and the hosting of global events. These factors are rarely, if ever, quantified. Likewise, few studies have set out to answer the challenging question of: "What sort of an ENTE might we want"?

Whilst supporting the importance of understanding and measuring ENTE costs, and noting the best practice that is appearing in planning, licensing, town centre management in managing and improving the night time economy, it is with only a little irony that we note that the least investigated part of the night-time economy is the 'economy' part. The part which generates jobs and tax revenues and which provides context for both personal and collective opportunity to 'play' as well as to 'work'.

2.2 ENTE Activities

Measuring ENTE economic activity requires an agreed definition of its components. In the past, ENTE economics were too under-researched for there to have been debate about its makeup. The definitions used here have been applied in major research studies in the UK and Australia and are based upon the publicly accepted Standards Industrial Codes (SIC) used by the Office for National Statistics (ONS) and by the ABS⁴ in Australia. The full ENTE definition used in this study can be found in Table 1 (core ENTE) Table 2 (indirect ENTE) and Table 3 (supporting ENTE). The activities are all leisure-based services (not simply drink based) accessed by members of the public; whether local inhabitants, employees working in the area or visitors of one classification or another⁵.

The ENTE definition sits in a broad and consistent definition of both its local supply chain and the local economy. This provides clarification of the significance of the ENTE role to the overall local economy. It is a serious and problematic misconception that all ENTE activities are in some way driven by alcohol consumption. It could be argued that this misconception is beginning to change in relation to the evening economy and in areas which have a high concentration of ethnic minority residents from communities who display little or no demand for alcohol (see for example in relation to Arab / North African night culture in Edgware Road, Westminster, Rusholme in Manchester or in parts of Bradford). There are opportunities for perceptions to change further in relation to the night-time hours where demand for suitable non-alcoholic attractions and alternatives arise.

Our definition is divided into 'Core' and 'Non-Core' (Supporting and Indirect Services) businesses which sit within a wider and common definition of a local economy. The three key constituents of 'Core' ENTE businesses are:

- Drink led
- Food led
- Entertainment led

They are defined by a combination of 5 digit SIC classification and described business activity. 'Non-Core' ENTE describes the activities in broad sector classifications that are connected through

⁴ Australian Bureau of Statistics

⁵ Business, International or Domestic Tourism

service provision to Core activities to a greater or lesser degree e.g. Non-Drink Retail; Accommodation; Transport; Hospital and Police Services and other public service provision.

All the Core activities constitute a material part and a driving catalyst of the leisure economy. However, they do not include activities such as retail trading which remains primarily a day time activity, or hotels and guest houses which, whilst providing overnight accommodation, are more usually on the fringes of leisure activity provision and, therefore, sit within our wider Non-Core or supply chain definition. Nonetheless there are clearly linkages between the Core and Non-Core activities, eg with late night shoppers patronising Core ENTE establishments.

Likewise, non-leisure activities which operate at night such as hospitals, bakeries and logistics are not included. The focus of the ENTE is very much on leisure activities.

3 Cost Benefit Framework

3.1 Cost Benefit Analysis

A conventional cost benefit analysis will seek to attribute and value all aspects of a particular activity, and allocate those aspects to one side of an equation or the other. In the ENTE such simplicity is not always possible. There is a subjectivity stemming from the differing interest and perspectives of those who participate in this subject, driven by the view that A may be an undesirable cost to society whilst in fact it has 'economic benefit'. An example of this would be the 'cost' to the public purse of CCTV surveillance which may exist to identify 'wrong doing', but provides jobs in a specialist industry which can be seen as a benefit to society and may provide 'public reassurance'.

As a consequence, we have sought to identify as costs all those services paid for by the public purses, eg the costs of policing, ambulance services, street cleansing etc.

These 'Costs' are generally collected under the headings of:

- Police and Justice Services
- Ambulance and Hospital Services
- Subsidised Transport Services
- Local Authority Services (Lighting; Litter; Parking; Special Event Management, etc.)

Conversely, we have identified all the revenues collected by the public sector from consumers or businesses in the course of 'enjoying' or delivering ENTE services.

The revenues fall into three main categories:

- Taxes and duties collected by Central Government and paid to the Exchequer, eg VAT and alcohol duties.
- Local taxes, eg NNDR.
- Fees for services, eg licensing fees, rubbish collection charges etc.

This study is not tasked with identifying and assessing non-tangible cost impacts such as the 'disturbance' caused to residents through excessive noise or non-tangible benefits such as the improvement in 'sociability' which might result from the provision of ENTE services. We note that a study in 2012 by the Greater London Authority⁶ initially set itself the task of measuring both the cost impact of noise and the benefit of socialising and were unable to measure either due to the complexities of analysing cause and effect⁷.

Whilst it is theoretically possible to design a Randomised Control process for the assessment of any cost or benefit impact, some costs and benefits require a specialised approach which is not envisaged within our brief. None of the costs of the ENTE are any more than sub-sets of services provided to the general public on a 24/7 basis. The notion that there may be need for special categorisation only follows from the view that, in some way, these costs would not be incurred were it not for the impact of entertainment or leisure on anti-social behaviour around the populace that engages with the ENTE. It is true to say, however, that particular costs will increase in response to demand in the

⁶ Alcohol Consumption in the Night Time Economy WP55 – September 2012

⁷ This is not to say that there is neither benefit nor cost

case of agglomerations of ENTE premises and other spaces that attract high footfalls. For example, the Council has needed to organise additional cleansing services in response to outdoor drinking and fast food consumption in Shoreditch at night and in London Fields (park) during the warm summer months.

Nonetheless, we have sought to take a consistent and systematic approach to identify all the costs and revenues paid by or accruing to the public purse arising from the operation of the ENTE within Hackney. While data on many of the costs and revenues are not routinely captured and allocated to the ENTE, they are real and are incurred. As a consequence, a degree of interpolation or estimation has been required. We have attempted to disaggregate items into the smallest, discrete elements possible, which has minimised the need for any 'guesstimation' and mitigated against its impact.

3.2 Legislation

Under the Licensing Act 2003 (LA2003), certain activities, such as the Sale of Alcohol and the Provision of Entertainment, cannot take place lawfully without authorisation from a Council Licensing Authority. Licensable Activities are permitted on a case-by-case basis, as listed with various conditions attached, on certain forms of licence, or notice (Premises Licences, Late-night Refreshment licences, Temporary Events Notices etc.).

Late-Night Refreshment (LNR) licences are required for premises serving hot food and drink to the public between 23.00 and 05.00, for consumption on or off premises to which the public has access.

A Temporary Event Notice (TEN) can be used to temporarily extend the hours or activities permitted by a Premises Licence or Club Premises certificate. Individual licensed premises may obtain a TEN up to 15 times per calendar year. TENs can also be used to hold one-off licensable events at unlicensed premises without the need for a Premises Licence, Club Premises Certificate or the presence of a Personal Licence holder, provided certain criteria are met.

In Guidance to the LA 2003 (as amended) "Cumulative impact" refers to the potential impact on the promotion of the four statutory Licensing Objectives (1. the prevention of crime and disorder, 2. prevention of public nuisance, 3. public safety and 4. the protection of children from harm) of a large number of licensed premises concentrated in one area. Cumulative impact is the concept used to describe how in some areas, alcohol-related social harms arise, not because of the activities of individual businesses, but because there are a large number of licensed premises within a small area. The area has 'destination status' which generates large footfalls and 'churn' of patrons to, from, and between premises with associated 'impacts' on the local environment.

Where local evidence exists to suggest that the number of licensed premises in an area is a problem (in terms of the Licensing Objectives), the Council can decide to control the numbers of new venues and variations to the licensing of existing venues in that area. This is known as a Cumulative Impact Policy (CIP) as set out in the Guidance accompanying Section 182 of the LA 2003, issued by the Home Office. Before a Council can introduce a CIP policy it must undertake a consultation with local businesses and residents. Once a CIP is in place,

new licensing applications pertaining to areas within the boundaries of the CIP will need to provide evidence that they will not add to the problems that already exist in that area. Thus, the existence of a CIP reverses the burden of proof, whereby, under normal circumstances, licences are granted unless the Council receives objections ('Relevant Representations') to consider.

'Special Policy Area' (SPA) is the term used by the London Borough of Hackney to refer to those parts of the Borough that are designated under the CIP. There are currently two areas, which are known as the 'Shoreditch SPA' and the 'Dalston SPA'. The SPAs cover only a small proportion of the Borough geography; maps showing the SPA boundaries are included in Hackney's Statement of Licensing Policy.

Further amendments to the LA 2003 are due to be introduced in the Policing and Crime Act 2017 and other changes may follow the Government's response to the 2017 House of Lords' Select Committee Report into the efficacy of current licensing laws. However, none of the amendments and proposed amendments from the HoL involve changes to the four Licensing Objectives, or to the continued existence of CIPs.

Licence Review is the mechanism whereby a licensed premises may have its Premises Licence reviewed by the council's Licensing Authority if the authority receives a formal request for this (a Relevant Representation) from the Police (or other public agency on the list of Responsible Authorities), or from an Interested Party (such as a local resident or business owner). Reviews can only be made in the case of a representation that the premises in question has breached the conditions of its licence and/or has operated in a way which resulted in crime and disorder, or otherwise acted against the Licensing Objectives. Licence Reviews address issues with licensed premises on an individual case-by-case basis and are not a suitable vehicle for Council's to rely upon when making long-term strategic decisions concerning the 'shape' of the ENTE locally.

The Late-Night Levy (LNL) provides a framework to derive private sector financial contributions to the costs of policing and other crime prevention interventions, as directed by councils and local police forces. The levy is set out in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011 (as amended). LNL charges can be applied to those licensed premises operating between the hours of midnight and 6am, subject to exceptions determined locally with reference to the national statutory guidance. Hackney Council has proposed to adopt a LNL, which is expected to raise approximately £362,000 per year towards the cost of managing the late-night economy of the Borough. A public consultation on these proposals closed on 7 May 2017 and details have yet to emerge as to the next steps in taking forward the LNL proposals in Hackney.

In terms of strategic options for shaping development of the ENTE, the other main tools are those of Planning and Urban Design to guide development proposals and decision-making in individual cases and to provide an overall vision for the Borough and its constituent geographies. The Hackney Development Plan Document (Local Plan) provides an over-arching Borough-wide spatial strategy known as the Core Strategy. Local Plans must also take account of [Regional Planning Policy](#). The London Plan (July 2011) indicates that Dalston, for example, is not only an important 'Major Town Centre', it is also an 'Area of Intensification' meaning that continued transformational re-development is anticipated.

The Local Plan is broken down into Area Action Plan (AAPs) providing comprehensive spatial strategies for co-ordinated development and design in each sub-location. The AAPs are intended to reflect local aspirations for the future of each area, to guide development and provide confidence and certainty to developers, residents and other public sector bodies. There are currently AAPs for six areas of the Borough, including Shoreditch, Dalston and Hackney Central. The Council has recently completed public consultation on a new AAP for Shoreditch, entitled 'Future Shoreditch'. The results of this exercise were not available at the time of writing.

The AAPs integrate policies for the development and the use of land, for example, by guiding the allocation of Use Class Orders and Planning Conditions to certain sites. Planning permission cannot be revoked so these allocations influence the general nature of each area and how it functions over the long term. Central Government offers Planning Policy Guidance (PPG) documents for Town Centres, which includes advice on urban design principles and crime prevention techniques applicable to the ENTE. There is clear opportunity for Hackney to develop a more integrated 'area management approach' which derives evidence and expertise from both the planning and licensing fields and which is in dialogue with broader strategic concerns for the Borough economy.

4 The Study

4.1 Aims

The aims of this study are as follows:

- To produce an economic analysis of the ENTE in Hackney in terms of firm numbers, employment, turnover (revenue) and Gross Value Added (GVA).
- To estimate the government revenue (in terms of taxes, levies and fees) generated by the ENTE both at a local and national level.
- To estimate the costs created by the ENTE (such as policing, health, services and enforcement) at both a local and national level.
- To use this analysis to form a comprehensive Cost Benefit Analysis (CBA) Framework of the Hackney ENTE.
- To make recommendations based on the CBA.

4.2 Methods

4.2.1 Measuring the ENTE

The economic analysis of Hackney's ENTE draws on a longitudinal dataset of businesses referred to as Trends Central Resource (TCR). TCR is one of the most extensive bodies of data on enterprises in the UK. It was developed by TBR⁸ following original research undertaken 25 years ago to demonstrate the importance of the job creation role of small firms. It contains data on nearly 3 million live firms and organisations in the UK, together with historical information on a further 5 million organisations going back to the 1970s. TCR contains information on the location, industrial classification, line of business, employment and financial performance of firms. TCR uses a combination of Standard Industrial Classification (SIC) and declared line of business in order to classify firms to our night-time economy definition and various sub-categories.

The evening and night-time economy is split into core ENTE and non-core ENTE (comprising of indirect and supporting activities):

- **Core:** Food, drink and entertainment.
- **Indirect:** Accommodation, retail, parking and cabs.
- **Supporting:** Care, infrastructure and public transport.

A summary of the Core ENTE can be seen in Table 1, Table 2 shows the Indirect ENTE, and Table 3 the Supporting ENTE. However, the main focus of this study is the Core ENTE and all measures of benefits will be based on this category. However, we include data relating to the Indirect and Supporting ENTE within Hackney to allow comparisons with previous research carried out in this field.

⁸ Trends Business Research (TBR) initiated the study and carried out much of the analysis. Following the firm's closure the work was completed by Ortus Economic Research. Ortus retains access to TCR.

We carried out the analysis by measuring the number of firms, employment, turnover and GVA (gross value added) in the Hackney ENTE at three time points (2005, 2010 and 2015). Data for the Hackney ENTE was extracted from TCR, following this, validation was performed on the dataset (using information found on the web and at Companies House) and analysis was carried out on the four measures (firm counts, employment, GVA and turnover) for the three time-points.

Table 1: Core ENTE Definition

Sector	Segment
Drink	Bars & Café Bars Pubs Social Clubs
Entertainment	Bowling alleys Casinos Gambling establishments (e.g. bookmakers, fruit machine operators) Cinemas Gyms / Leisure Centres Night Clubs Snooker Halls Sports Venues Theatres, Concert Halls & Performance Venues
Food	Restaurants Takeaways

Source: Ortus 2017

Table 2: Indirect ENTE

Sector	Segment
Accommodation	Hotels Short-stay Other accommodation (e.g. camping grounds, boarding houses)
Food & Drink Retail	Alcohol Specialist Food Specialist Supermarkets / General Stores Tobacco Specialist
Other Retail	Culture/Recreation Electronics Fashion Health/Medical Household
Media Coverage	Advertising Media News agencies
Transport	Hackney Cab Hire

	Private Cab Hire Parking
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Source: Ortus 2017

Table 3: Supporting ENTE

Sector	Segment
Care	Medical Cover
	Police
Infrastructure	Environmental
	Town Centre Management
Transport	Hackney Cab Hire
	Parking
	Private Cab Hire

Source: Ortus 2017

4.2.2 Measuring the Benefits of the ENTE

4.2.2.1 Central Government Revenues

The ENTE generates a number of revenue streams for both local government and for HM Treasury. The ENTE provides tax revenue through VAT and gambling duties on goods and services provided by the ENTE, excise duty on alcohol, employee taxes and National Insurance contributions by those employed by the ENTE, National Non-Domestic Rates (i.e. business rates) from ENTE venues, business levies on the ENTE. Finally, the ENTE will also provide revenues indirectly due to taxes paid by the supply chain of the ENTE and revenue induced by the ENTE.

One of the main sources of revenue generated by the ENTE is Value Added Tax (VAT) paid on goods and services provided by the ENTE. This was calculated as 20% (17.5% in 2005 and 2010) of all GVA generated in the food, drink and entertainment segments of the core ENTE⁹.

There were two exceptions to this; the gambling and cinema components of the entertainment sector. Gambling is not subject to VAT but is subject to a rather complex array of gambling duties. However, a report by HM Customs and Excise estimated that 22% of all gambling sales are paid in duties to the Treasury¹⁰. We therefore estimated the tax revenue from gambling as 22% of all sales (turnover).

For the cinema sector, ticket sales are exempt from VAT but food and drink sold on the premises are taxed at the standard rate of VAT. We therefore calculated a weighted average of VAT paid according to the amount of expenditure on tickets vs food and drink by cinema-goers^{11,12} and applied this to the GVA generated by cinemas.

The second source of income is excise (or alcohol) duty; this taxation is more complex. Taxes are applied per litre to drinks sold according to the type of drink (e.g. beer, wine, spirits etc.) and the alcohol content¹³. Excise duty is technically paid by the brewery component of the supply chain, however, this duty will drive up the costs of drink and so we applied this revenue to the core ENTE.

⁹ VAT applied to GVA rather than turnover because VAT is paid on the value of sales minus the costs of all taxable purchases, i.e. the amount by which the item has increased in value at each stage of the transaction.

¹⁰ [Revenue from Gambling Duties](#), 2000, HM Revenue and Customs.

¹¹ [YouGov Survey of expenditure on Sundries by cinema goers](#).

¹² [Stephen Fellows study on the average cost of cinema tickets](#).

¹³ [GOV.UK Tax of shopping and services](#).

We first calculated a weighted average of excise duty paid on drinks by estimating the average costs and alcohol content of different drinks^{14,15,16}, estimating the average amount of excise duty paid on each type of drink and then weighting these estimates according to the ratio of drinks sold (i.e. % made up by beer, wine, spirits and soft drink sales) in pubs, bars and restaurants¹⁷. This gave an estimated rate of excise duty to apply to drinks sales in bars/pubs, licenced restaurants and licenced clubs. Bars, pubs and clubs were assumed to generate 80% of their revenue from drinks while restaurants were estimated to derive 23% of their sales from drinks¹⁸.

A further source of income to the Treasury is Corporation tax. Estimates were based on HMRC Tax & NIC Receipts by HMRC & the Office of National Statistics¹⁹, who report corporation tax of around 3% of GDP (varying according to the tax year). We applied this to GVA in each of the core ENTE segments.

In addition, both Central Government and local authorities generate revenues from Non-Domestic rates (i.e. business rates). These are collected from businesses by local authorities according to the rateable value of business premises (i.e. rental value) and the type²⁰. These business rates are then allocated back to the local authorities via a Formula Grant²¹ based on the council's circumstances, needs and ability to raise resources locally. Since there is no direct link between business rates' revenues and what the council receives back from Central Government, we have classified business rates as a Central Government revenue rather than a local government revenue. However, the position is changing as local authorities retain an increasing portion of business rates.

The final source of revenue to the Treasury is income tax. We estimated an average contribution to income tax and National Insurance contributions (both employer and employee) for each year based on the ONS survey of Average Weekly Earnings for the Wholesale, Retail, Hotel and Restaurant sector²² and published government sources on the amount of income tax and NIC by income bracket^{23,24}. The estimated employment in each ENTE sector was multiplied by our estimated tax/NIC contribution per employee to derive income tax generated by each ENTE sub-sector.

In addition to the contribution of the Core ENTE, the sector will indirectly generate income through its supply chain (indirect effects) and the income generated by the sector (induced effects) which will then be spent in other parts of the economy. Indirect and induced effects on GVA were calculated using multipliers taken from the ONS input-output tables for GVA. The indirect effects were calculated using ONS input-output multipliers rather than from the non-core ENTE because this allows analysis which is more consistent with widely established methods for calculating indirect effects. This method also allows the determination of induced effects using the same methodology. We then worked out the estimated tax revenue from this additional GVA using a similar approach to the Core ENTE. A weighted VAT rate was applied for the supply chain and income tax and corporation tax were calculated from taxation revenue per GDP from the report on the HMRC Tax & NIC receipts published by HMRC/ONS.

¹⁴ [Good Pub guide, Average Beer Prices.](#)

¹⁵ [Statistica, Average wine prices.](#)

¹⁶ [Average ABV in beer, wine and spirits.](#)

¹⁷ [Wine and Spirit Trade Association Market Overview 2015 .](#)

¹⁸ [Analysis by Fourth Analytics 2016.](#)

¹⁹ [HMRC Tax & NIC Receipts, 2016, KAI Data Policy and Coordination \(HMRC\) & ONS](#)

²⁰ <https://www.gov.uk/calculate-your-business-rates>

²¹ [A Guide to the Local Government Finance Statement in England](#), Dept for communities and local government, 2013.

²² [Average Weekly Earnings by Sector](#), Monthly Wages and Salaries Survey, ONS.

²³ [Income Tax Liabilities by Income Range](#), Survey of Personal Incomes, ONS.

²⁴ [National Insurance Contributions 1999/2000 to 2016/17.](#)

4.2.3 Local Government Revenues

There are various sources of revenue for local government that can be generated by the ENTE. These are as follows:

- Licencing fees from pubs and restaurants
- Planning fees for new food drink and entertainment establishments
- The Voluntary Levy (to be replaced by the Late-Night Levy)
- Council parking charges (parking fees and Penalty Notices) for ENTE visitors
- Enforcement of Penalty Notices (food/noise/planning contravention, commercial waste individual Penalty Notices) associated with the ENTE
- Commercial paid-for waste services associated with the ENTE
- Hire/rental of council owned venues for ENTE purposes
- ENTE related sponsorship

These were all estimated from figures supplied to us by the London Borough of Hackney.

4.2.4 Measuring the Costs of the ENTE

4.2.4.1 Local Government Services Costs

Local government incurs costs as a consequence of the ENTE operating within the area. By consulting with the London Borough of Hackney, these were ascertained to be as follows:

- Costs associated with administering licencing, such as drink, late-night refreshment and Temporary Event Notices (TENs).
- Costs of enforcement of licences.
- Costs of planning.
- Costs to environmental health.
- Costs of maintaining physical infrastructure related to the ENTE.
- Costs of services (such as waste collection, cleansing, and community safety) associated with the ENTE.
- Public transport costs.
- Parking (i.e. costs of enforcement).

For each of these areas we estimated the costs generated by the ENTE through consultation with the London Borough of Hackney.

4.2.4.2 Police and Justice Related Costs

The ENTE, by drawing large crowds, increases the burden on the police through additional incidents of antisocial behaviour, disorderly conduct, assaults etc., often related to excessive drinking. The key elements of this analysis were:

- a) To estimate the additional costs to the Metropolitan Police Service (MPS).
- b) To estimate what percentage of these costs should be attributed to the ENTE.
- c) To estimate how much MPS time is allocated to policing the ENTE in Hackney.

The Policing and Justice-Related costs to the MPS were based on the Commissioner of Police of the Metropolis (CMP) statement of accounts for 2014/15²⁵. This report splits policing costs into the following services:

- Local policing
- Dealing with the public
- Criminal justice arrangements
- Road policing
- Specialist Operations
- Intelligence
- Investigations
- Investigative support
- National policing
- Community Safety & Crime Reduction

We then applied the likely expenditure due to ENTE activities for each of these categories to estimate the overall costs of the ENTE to the Metropolitan Police Service. This was done through a combination of desk research and advice from Steve Bending, Head of Safer Communities at the London Borough of Hackney²⁶. These figures were then apportioned for Hackney according to the

²⁵ [CMP Statement of Accounts Audited 2014-2015](#)

²⁶ He is also a former Borough Commander of the Metropolitan Police Service.

proportion of all crimes in the MPS jurisdiction that were committed in Hackney as recorded in MPS Crime Figures²⁷.

4.2.4.3 Health-Related Costs

The ENTE places a burden on the NHS mostly through increased incidents of accidents, assaults and alcohol poisoning associated with the ENTE. The two main areas likely to be affected by the ENTE are ambulance call outs and A&E admissions. Figures on alcohol-related ambulance call outs for Hackney were acquired from the London Ambulance Service. We estimated the costs of the ENTE to the ambulance service by multiplying the annual number of alcohol-related call outs in Hackney between the hours of 6am and 6pm by the average cost of an ambulance call out to the NHS²⁸.

It was not possible to obtain estimates of ENTE-related A&E visits in Hackney and so the cost of alcohol-related A&E visits were estimated from a report for the Greater London Authority²⁹ and apportioned based on the proportion of the London population that lives in Hackney³⁰. This was then apportioned according to the proportion of alcohol-related ambulance call outs between the hours of 6pm and 6am, as this is likely to reflect the pattern of alcohol-related A&E admissions. It would be possible to obtain more precise costings for Hackney were the local Accident and Emergency Departments to adopt something akin to the 'Cardiff Model' of data collection, whereby assault patients complete a questionnaire which records where they consumed their last drinks.

4.3 Limitations

Due to the unavailability of some datasets, it was necessary to make estimates for a number of the costs and benefit. Nonetheless, the detailed and granular approach adopted leads us to believe that the cost and benefit data generated are robust.

4.3.1 Benefits of the ENTE

The estimates of the benefits of the ENTE were based on the employment, turnover and GVA generated by firms in the ENTE. These figures were derived from the TCR database. While this is a highly comprehensive record of firms above the VAT threshold, there are always issues with incorrect, missing or duplicated records in any database. While care was taken to validate the dataset that formed the analysis there was the potential for error. TCR is considered the prime resource for this type of work as it captures a significant proportion of firms operating below the VAT threshold, which is useful for micro and small enterprises operating in the food and entertainment sectors.

The estimates of tax revenue were derived using analytical models that linked data on employment, GVA and turnover with estimates on the likely tax generated per employee or £ of GVA/turnover generated. This was not possible for all taxes, for example the tax paid by workers in the ENTE. In this case, an estimate was made using the median salaries of those workers in the Wholesale, Retail, Hotel and Restaurant sector and extrapolating the likely income tax/NI paid by these workers and their employers. Likewise, there was no data available on the amount of excise duty paid by an average pub, so an estimate was made using the best available data. Similarly, for corporation tax,

²⁷ Metropolitan Police Crime Figures

²⁸ DoH Transforming the NHS Ambulance Services, 2012, National Audit Authority – figure adjusted for inflation.

²⁹ On the Wagon, Tony Arbour, Greater London Authority

³⁰ Mid-year population estimate 2015, ONS

there was no available estimate for the ENTE and so published figures of tax paid per £ of GVA were used as the best estimate available.

Another challenge with estimating the benefits of ENTE regards business rates (NNDR) paid by businesses in the ENTE. Although business rates are collected by the Borough, they are then remitted to HM Treasury which reallocates them to local authorities via a Formula Grant³¹ based on the council's circumstances, needs, and ability to raise resources locally. While local authorities currently retain 50% of business rates and are due to retain 100% by 2020, the current position is not totally clear as a degree of redistribution still pertains.

4.3.2 Costs of the ENTE

Again, many of the cost figures have been estimated from the best available data. For the financial burden placed on the police, while we have good data on the overall costs of Policing the Metropolitan area, we were required to estimate the costs generated by the ENTE and the amount of burden generated in Hackney based on the best available data and estimates.

While we have good estimates of the alcohol-related ambulance call outs in Hackney, we do not have a direct measure of costs (as the costs will be placed on the local health services as a whole). As such, we had to multiply the call out incidents by average costs of an ambulance call out in the UK. We are therefore assuming that an ambulance call for an alcohol-related issue in Hackney will take up the same level of resources as an average ambulance call out in England, however, we do not have sufficient data to confirm this.

It was not possible to get estimates of ENTE-related A&E visits in Hackney, so the cost of drink related A&E visits were estimated from a report for the Greater London Authority and apportioned based on the proportion of the London population that lives in Hackney. However, this may over/underestimate the costs of the ENTE-related A&E admissions as these are not necessarily evenly distributed throughout London and are likely to be higher than average in Boroughs such as Hackney which have a thriving ENTE; although we have no way of verifying this. As noted above, local adoption of the Cardiff Model of data collection in hospitals would assist future analysis, as well as providing useful information on potentially problematic licensed premises toward which enforcement action may be directed.

Another problem with measuring health-related costs of the ENTE is that it is extremely difficult to pin down to what extent alcohol-related incidents can be attributed wholly to the ENTE. Binge drinking occurs not only in pubs and restaurants, but also at home and in the street, so our estimates may overstate the acute health-related costs of the ENTE. We have not attempted to quantify the impact of the ENTE on chronic alcohol health problems. The ENTE could be seen to exacerbate acute alcohol-related issues (i.e. binge drinking on nights out), however, it is far more difficult to attribute long-term health issues, like alcoholism and liver cirrhosis, and such an assessment is beyond the scope of this study.

4.3.3 Qualitative considerations

Another limitation of the study is that the costs and benefits are only measured quantitatively but the costs and benefits of the ENTE go beyond financial considerations. For example, the antisocial behaviour that can often be associated with the ENTE can have other negative effects on society; such as the annoyance and distress caused by nuisance drinkers in residential areas, as well as the detrimental effects on individuals involved in crime associated with the ENTE. Likewise, the negative

³¹ [A Guide to the Local Government Finance Statement in England](#), Dept. for Communities and Local Government, 2013.

effects on health of the ENTE go beyond the costs to the NHS caused by ambulance call outs and A&E admissions, as they can affect individual wellbeing and long-term health.

Similarly, the ENTE may enhance areas in ways that cannot be measured financially. The ENTE can improve the ambiance of an area, as well as providing spaces for social interaction, community cohesion, entertainment and the arts. These factors are beyond the scope of the CBA but must always be kept in mind when considering the value of the ENTE. A key factor in London's status as a world class city is its vibrant ENTE which attracts mobile workers and visitors from across the globe. Hackney, with its reputation for fashion, music and innovation, has undoubtedly achieved destination-status for ENTE patrons seeking entertainment in London.

5 Findings: Hackney's ENTE

5.1 Economic Profile

Latest data (2015) estimates 20,420 establishments operating in Hackney, employing approximately 111,430 people. In 2015, the Hackney economy generated £21,146m in turnover and a Gross Value Added (GVA) of £8,929m. There has been significant growth in these four aspects of the Hackney economy over the past 10 years. The number of firms has increased from 14,340 in 2005 to 20,420 in 2015, a growth of 42%. Despite a decrease in employment between 2005 and 2010 (-3%), there has been an overall increase in employment of 5% over the past decade (from 106,150 employees in 2005 to 111,430 employees in 2015). Total turnover generated in the borough was £15,134 m in 2005 which grew to £21,146m in 2015, an increase of 40%. There was also a 45% increase in GVA from £6,146m in 2005 to £8,929m in 2015.

The ENTE in Hackney accounts for 19% of all firms (3,905 firms). Collectively, these employ 19,810 people (18% of Hackney employment), generates a turnover of £1,721m (8% of Hackney turnover) and GVA of £799m (9% of Hackney GVA). The ENTE has grown significantly over the past 10 years with a 39% increase in the number of firms, 27% increase in employment, 44% increase in turnover and 79% increase in GVA. Despite this, as a proportion of the total economy, the contribution of the ENTE has remained relatively consistent over the time period (2009-2015).

As described previously, the ENTE can be defined as Core (Direct) and Non-Core (Indirect and Supporting). Whilst all three have grown since 2005 in terms of number of firms, employment, turnover and GVA, as a proportion of the total economy, their contribution has remained relatively constant. However, the contribution of Direct, Indirect and Supporting to the ENTE has changed over the time period (2005-2015) with Core and supporting accounting for a higher percentage of ENTE firms, employment, turnover and GVA in 2015 than they did in 2005. In contrast, the Indirect activities account for less of the ENTE in 2015 than they did in 2005. For example, in 2005 30% of ENTE firms operated in Core activities, 68% in Indirect and 3% in Supporting. In 2015, these figures changed to 35%, 61% and 4% respectively.

We estimate a total of 1,375 Core ENTE firms in Hackney (making up 7% of total Hackney firms), which collectively employ around 4,720 staff (4.2% of employment in Hackney). Overall, the ENTE generated turnover of £219m and GVA of £111m, contributing 1.0% and 1.2% to the total economy respectively (Table 4).

In addition, the supply chain of the core ENTE is estimated to employ a further 590 jobs (370 in food, 130 in drink and 90 in entertainment). These estimates are made using supply chain multipliers published by the ONS.

The Core ENTE also generates additional GVA from its supply chain. We estimate the Core ENTE supply chain contributes a further £30 million in GVA to the economy. The Core ENTE will also contribute additional GVA through induced effects (i.e. money spent by those employed in the Core ENTE). We estimate that this will generate a further £65 million in GVA to the economy.

Table 4: The size of the Core ENTE in Hackney – proportion of whole economy

	Firms	Employment	Turnover (£m)	GVA (£m)
Drink	1.6%	1.0%	0.3%	0.3%
Entertainment	0.7%	0.4%	0.2%	0.1%
Food	4.5%	2.8%	0.6%	0.8%
Total Core	6.7%	4.2%	1.0%	1.2%

Source: Ortus 2017. PN1703_LB_Hackney_ENTE_Economic_Profile_Final/S2

The Core ENTE is made up of three subsectors;

- Food
- Drink
- Entertainment

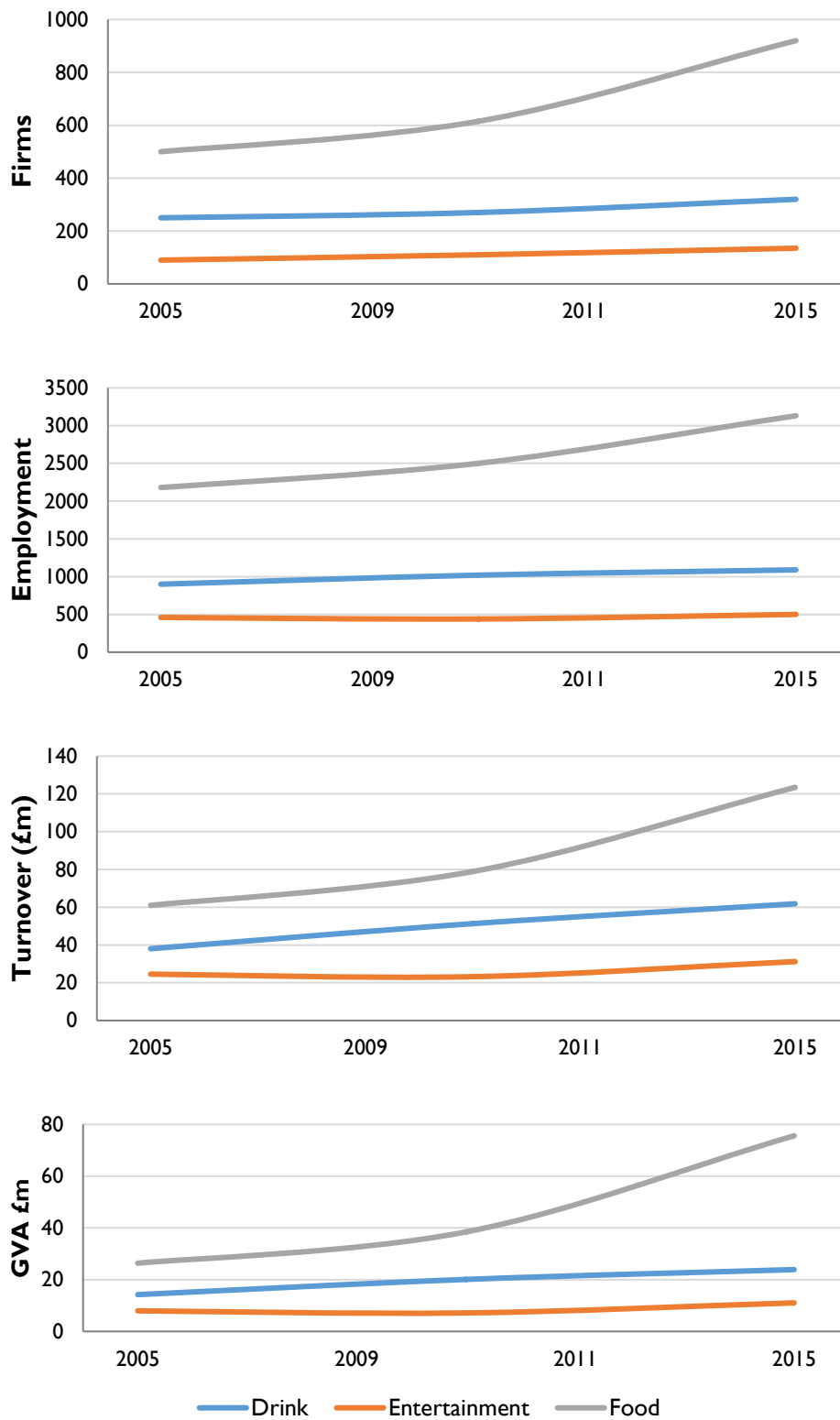
Food is the largest subsector of the Core NTE in Hackney in terms of number of firms (67% of Core NTE, 4.5% of total economy), employment (66% of Core NTE, 2.8% of total economy), turnover (56% of Core NTE, 0.8% of total economy) and GVA (68% of Core NTE, 0.6% of total economy) (Table 5). This subsector also experienced the largest growth in terms of firms (growth of 6% per year since 2005), employment (4% per year since 2005), turnover (7% per year since 2005, not correcting for inflation) and GVA (11% per year since 2005, not correcting for inflation). The smallest subsector in Hackney is entertainment which only contributes 10% of the Core NTE firms, 11% employment, 15% turnover and 11% GVA. Entertainment is also the slowest growing subsector of the Core NTE in Hackney. Whilst, all three sub-sectors have grown since 2005 (Figure 1), this appears to be in line with the broader growth of the Hackney economy. Consequently, the relative contribution of food, drink and entertainment activities to the Hackney economy has remained largely unchanged since 2005.

Table 5: The size of the ENTE in Hackney

	Firms	Employment	Turnover (£m)	GVA (£m)
Drink	320	1,090	62	24
Entertainment	135	500	31	12
Food	920	3,130	123	76
Total Core	1,375	4,720	219	111

Source: Ortus 2017. PN1703_LB_Hackney_ENTE_Economic_Profile_Final/S1

Figure 2: Trends in the Hackney Core ENTE

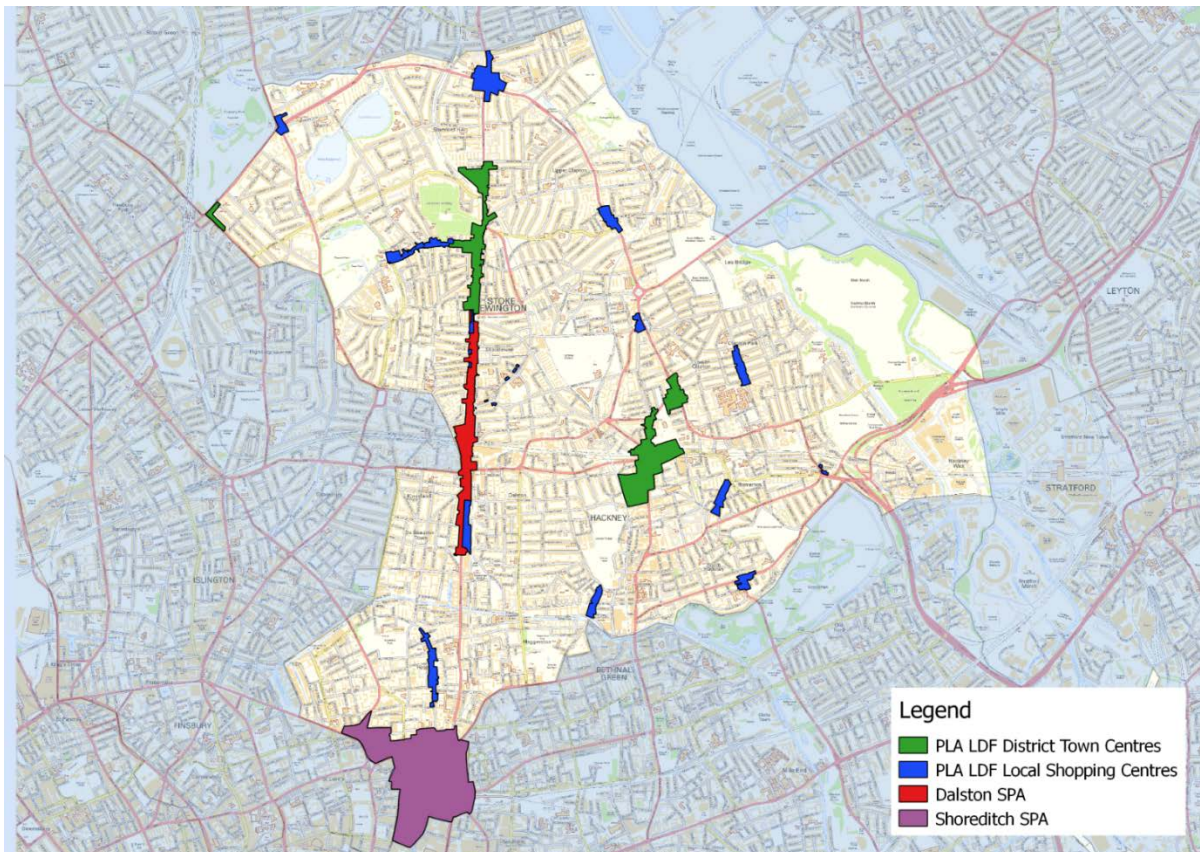


Source: Ortus 2017. PNI703_LB_Hackney_ENTE_Economic_Profile_Final/CI

6 Findings: Economic Profile of Sub-areas

We carried out further analysis on four sub-areas of Hackney as shown in Figure 2, below.

Figure 3: Four main areas in Hackney



Source: LB Hackney

These areas are not all contiguous, with some made up of multiple locations, eg the Town Centres and Shopping Centres.

Collectively, the five local areas investigated (Shoreditch, Dalston, Hackney Central, Stoke Newington and Broadway Market) account for about 40% of all Core ENTE firms in Hackney and around half of its associated employment, turnover and GVA.

The Hackney Core ENTE is largely concentrated in the South of Hackney around Shoreditch, as shown in Table 6, below.

Table 6: Local areas contribution to the Hackney ENTE; % of whole borough

	Firms	Employment	Turnover (£m)	GVA (£m)
Shoreditch	19%	27%	28%	30%
Dalston	11%	8%	7%	8%
Hackney Town Centre	4%	6%	6%	5%
Stoke Newington Town Centre	7%	8%	8%	8%
Broadway Shopping Centre	1%	2%	2%	2%
Shopping Centres	13%	12%	12%	11%

Source: Ortus 2017. PN01316R_LB_Hackney_ENTE_Profile_Local_Areas_Final/SI

A fifth of all Core ENTE firms (255 firms out of a total of 1,375) and around a quarter of all pubs and bars are located in Shoreditch (Table 7). This area generally has larger firms (in terms of employment, turnover and GVA) compared with the rest of Hackney and these firms show higher productivity (GVA/head of employment) than the rest of the Hackney Core ENTE. For example, GVA/head in Shoreditch is £26.6k/employee, whereas in Dalston the figure is £23.1k/employee.

Overall, over a quarter of Hackney Core ENTE employment and turnover is contributed by Shoreditch firms and almost a third of the Hackney's GVA for the sector is generated in Shoreditch. Dalston also makes up a smaller but significant proportion of Core ENTE firms in Hackney. Similar to Shoreditch, the largest contributor to the Core ENTE in Dalston, is 'food' which (as self-defined) accounts for 80% of establishments, 70% of employment, 60% of turnover and 69% of GVA.

Table 7: Local areas contribution to the Hackney ENTE

	Firms	Employment	Turnover (£m)	GVA (£m)
Shoreditch	255	1,260	60	33
Dalston	145	360	16	8
Hackney Central	55	250	12	6
Stoke Newington	90	400	17	9
Broadway Market	20	90	4	2
Shopping Centres	175	570	106	52
Whole Borough	1,375	4,750	219	111

Source: Ortus 2017. PN01316R_LB_Hackney_ENTE_Profile_Local_Areas_Final/SI

Table 8: Local areas contribution to the Hackney food establishments

	Firms	Employment	Turnover (£m)	GVA (£m)
Shoreditch	155	830	34	23
Dalston	115	250	10	6
Hackney Central	35	160	6	4
Stoke Newington	70	310	12	7
Broadway Market	15	70	3	2
Shopping Centres	530	1,510	59	34
Whole Borough	920	3,130	123	76

Source: Ortus 2017. PN01316R_LB_Hackney_ENTE_Profile_Local_Areas_Final/SI

Table 9: Local areas contribution to the Hackney drinking establishments

	Firms	Employment	Turnover (£m)	GVA (£m)
Shoreditch	75	340	20	7
Dalston	25	70	4	2
Hackney Central	15	40	2	1
Stoke Newington	15	80	4	2
Broadway Market	5	20	1	0
Shopping Centres	185	540	31	12
Whole Borough	320	1,090	62	24

Source: Ortus 2017. PN01316R_LB_Hackney_ENTE_Profile_Local_Areas_Final/SI

Table 10: Local areas contribution to the Hackney entertainment establishments

	Firms	Employment	Turnover (£m)	GVA (£m)
Shoreditch	25	100	7	3
Dalston	5	40	3	1
Hackney Central	10	80	4	2
Stoke Newington	5	10	1	0
Broadway Market	-	-	-	-
Shopping Centres	90	230	17	6
Whole Borough	135	500	33	12

Source: Ortus 2017. PN01316R_LB_Hackney_ENTE_Profile_Local_Areas_Final/SI

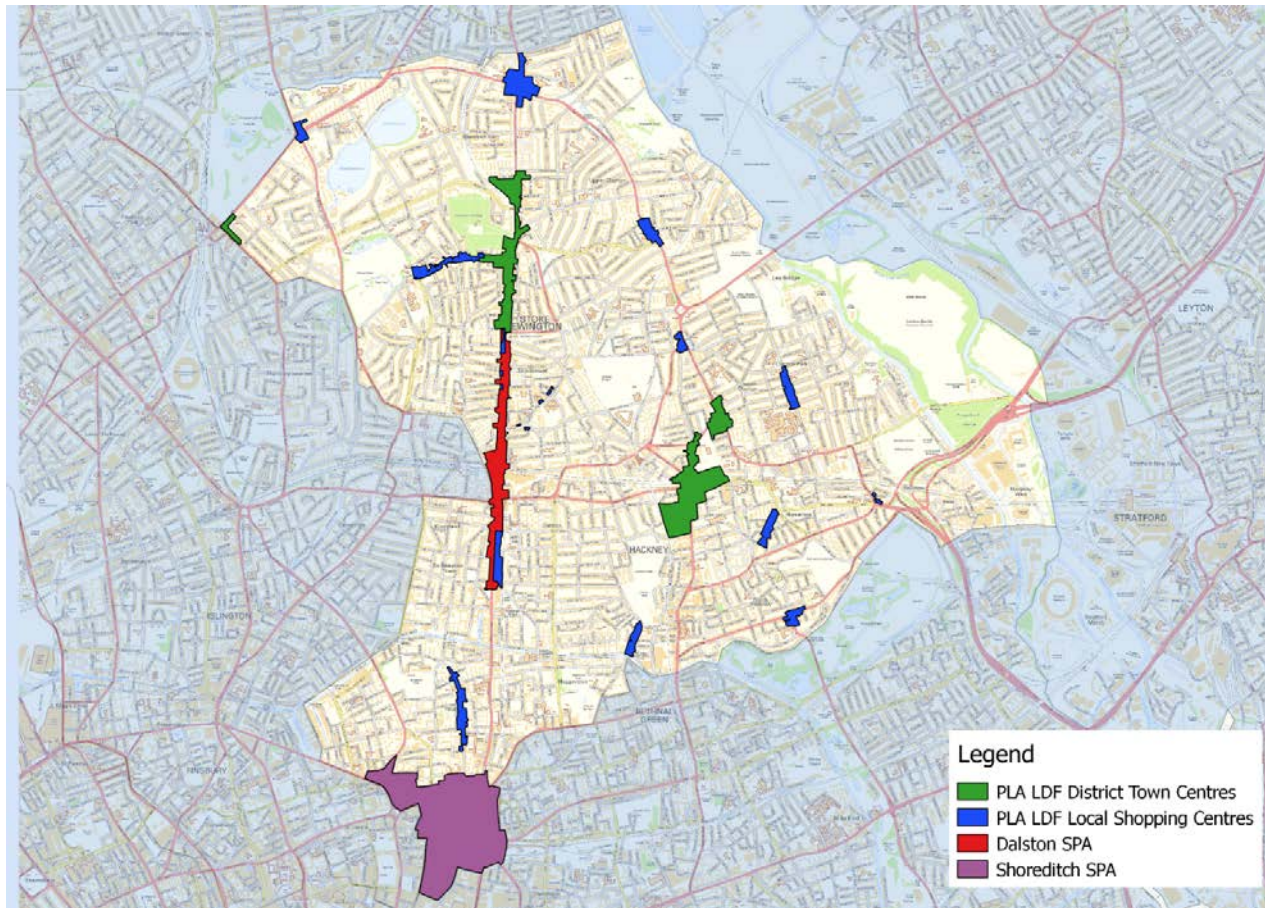
Shoreditch has a particular concentration of food and drink (in terms of employment, turnover and GVA (Table 8 and Table 9). However, entertainment is more evenly concentrated around the borough. Shoreditch has only 23% of all drinking establishments but has around a third of the drink sectors employment, GVA and turnover, suggesting that the bars and pubs here are generally larger and have more 'traffic' than in other parts of Hackney; as such, Core ENTE employment is heavily concentrated in this area (Figure 4).

The Core ENTE in Hackney urban centres, including Broadway Market, is mostly centred on food, with a smaller proportion of drinking establishments and no entertainment. For example, 75% of establishments in Broadway Market operate in food activities, with the remaining quarter being drink. By contrast, Hackney Central has a relatively large share of the entertainment sector including the Hackney Empire (see Hackney ENTE local areas workbook for more details). Stoke Newington is a major destination for dining in the Borough, with 70 firms, out of a total of 90 overall, self-defining as 'food' businesses.

See the maps presented below for further details:

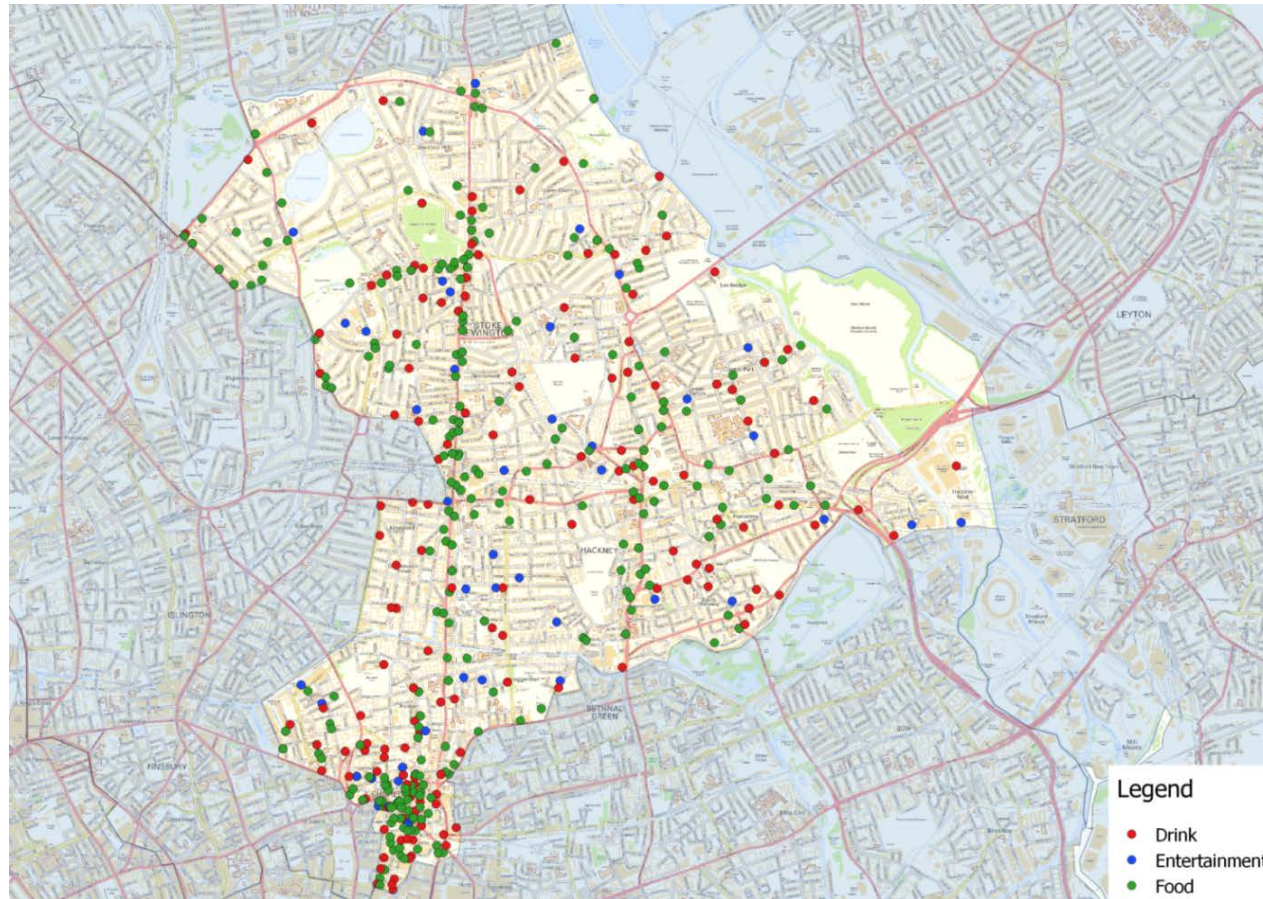
- Figure 3: The four sub-areas of Hackney
- Figure 4: Spatial distribution of the core ENTE firms in Hackney (2015)
- Figure 5: Core ENTE Employment Density by Lower Super Output Area

Figure 4: The four sub-areas of Hackney



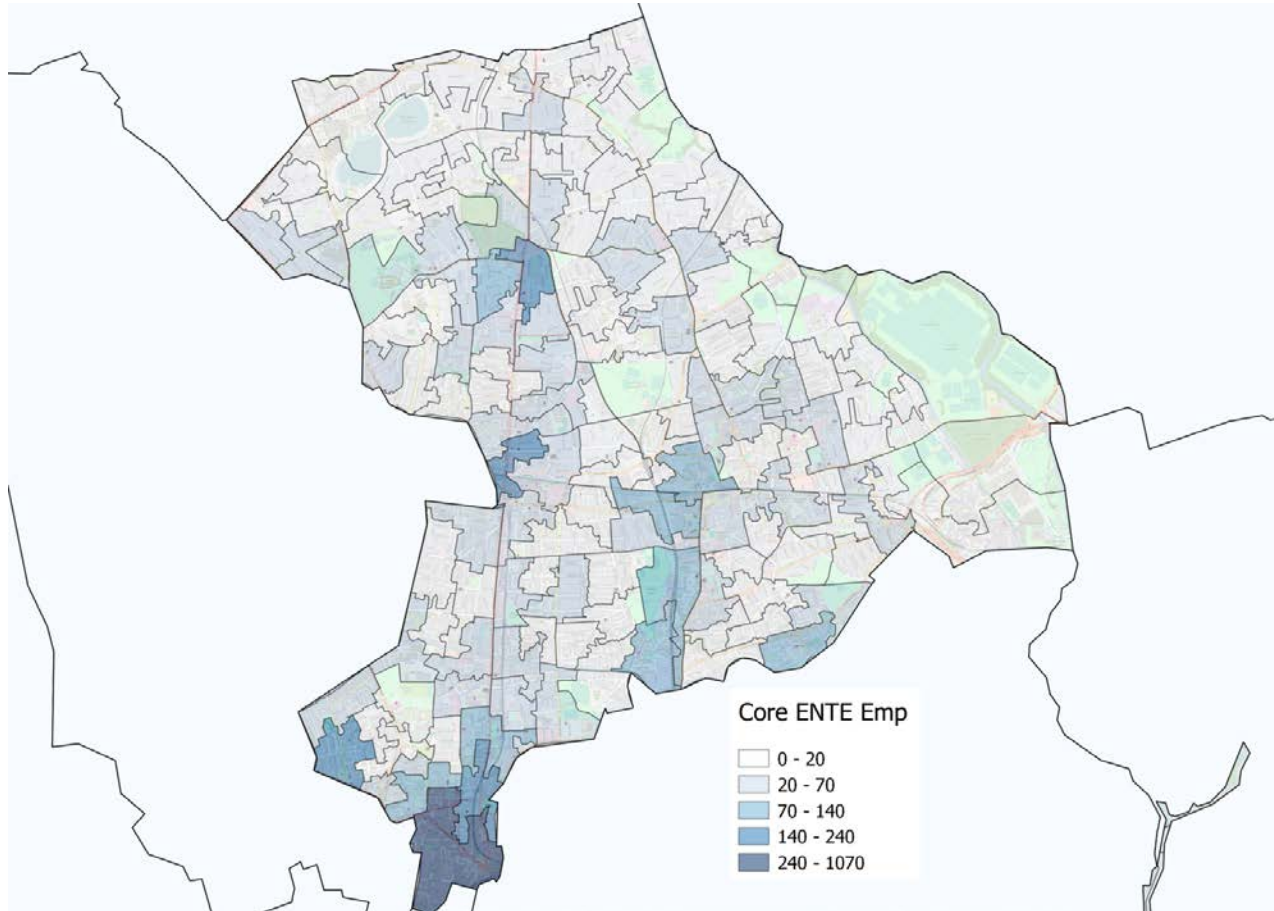
Source: LB Hackney

Figure 5: Spatial distribution of the core ENTE firms in Hackney (2015)



Source: Ortus 2017. PNI1703_LB_Hackney_ENTE_Economic_Profile_Final/M1

Figure 6: Core ENTE Employment Density by Lower Super Output Area



Source: Ortus 2017. PN1703_LB_Hackney_ENTE_Economic_Profile_Final/M1

7 Findings: Cost Benefit Analysis

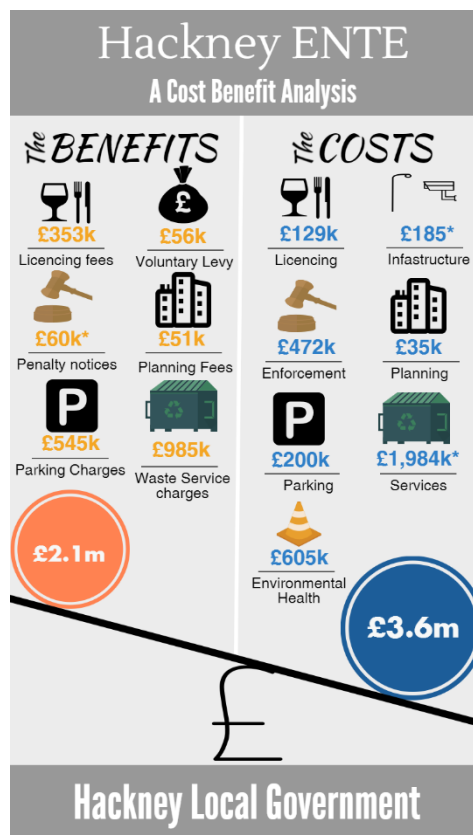
7.1 Summary of Findings

The total costs of the Hackney ENTE (including costs to the police and justice system, the NHS and costs to the borough council) were estimated to total £23.5 million. The benefits of the Hackney ENTE, however, were estimated to total £93.2 million. The ratio of benefits to costs of the ENTE was therefore 3.97 and generates a net gain of £69.7 million. The costs and benefits of the evening and night-time economy impact at both a local and national level, as such we have split the analysis into a local government CBA and a Central Government CBA.

7.1.1 Local Government Cost Benefit Analysis

We estimate the total benefit to the borough council of the Hackney ENTE to be £2.1 million. The ENTE is estimated to cost the council approximately £3.6 million. This means that the borough council makes a loss of around £1.5 million due to ENTE activities with a ratio of benefits to costs of the ENTE of 0.57. The CBA to the LB Hackney is summarised in the infographic below (Figure 6).

Figure 7: Infographic summarising the local government costs and benefits of the Hackney ENTE

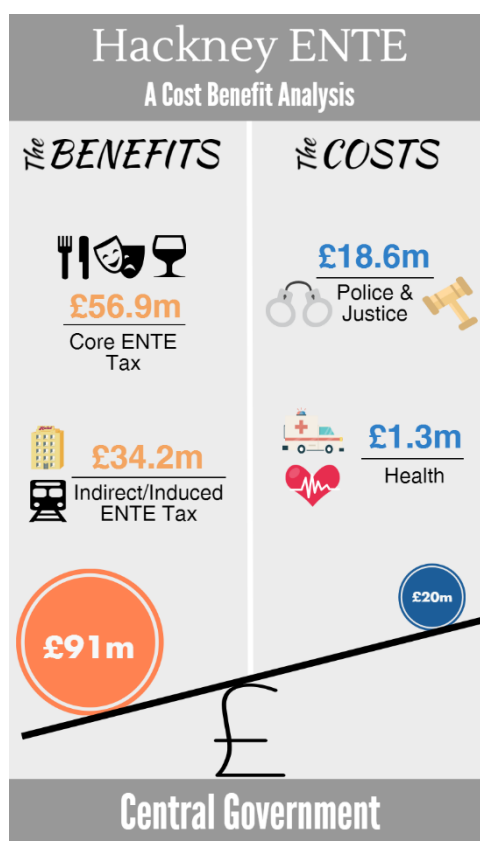


Source: Ortus 2017

7.1.2 Central Government Cost Benefit Analysis

We estimate the total benefit to Central Government of the Hackney ENTE to be £91.1 million. By comparison, Hackney’s ENTE is estimated to cost Central Government around £19.9 million. For 2015, the ratio of benefits to costs of the ENTE at the national level is therefore 4.58, which generates a net gain of £71.3 million. The CBA of the Hackney ENTE to UK Central Government is summarised in the following infographic (Figure 7).

Figure 8: Infographic summarising the central government costs and benefits of the Hackney ENTE



Source: Ortus 2017

7.1.3 Additional Benefits

Over and above the benefits shown above the ENTE is responsible for generating jobs, valued added and spending within the borough, as set out in section 5.1, Table 5:

	Firms	Employment	Turnover (£m)	GVA (£m)
Drink	320	1,090	62	24
Entertainment	135	500	31	12
Food	920	3,130	123	76
Total Core	1,375	4,720	219	111

Source: Ortus 2017. PN1703_LB_Hackney_ENTE_Economic_Profile_Final/S1

7.2 Local Government Costs

The costs borne by Hackney Council are set out in Table 11.

Table 11: Local Government Costs³²

Department	Item	Cost
Licensing	Food & Drink	£59,253
	Late Night Refreshment	£1,573
	TEN	£68,367
Enforcement	Licensing	£140,790
	Licensing Policy Development/Community Engagement	£1,500
	Licensing Adjudication and Application Processing	£291,328
	Licensing legal work	£38,521
Planning	Planning costs - development planning	£4,849
	Planning costs - development control	£30,223
Environmental Health	Food safety/hygiene	£26,109
	Noise abatement	£578,402
Infrastructure	Street lighting	£0
	CCTV	£0
	Street scene	£25,000
	Parks waste management	£160,000
Services	Waste collection & disposal	£1,214,000
	Cleansing	£674,000
	Community safety wardens (ENTE o/time)	£56,000
	Community relations and assurance	£15,000
	Community safety messaging	£15,000
Public transport	Engagement with ENTE providers	£10,000
	Buses/Overground	£0
Parking	Taxi licensing	£0
	Enforcement costs	£199,745
Total Local Government Costs		£3,609,659

Source: Ortus/LB Hackney. PN01316R_Hackney_ENTE_Costs_Benefit_Analysis_Final/S3

7.3 Policing Costs

The Hackney ENTE is estimated to cost around £18.6 million to the Police and Justice system, see Table 12. This is the largest cost by far, making up 79% of all ENTE-related costs. Over half of this (£10.2 million, 55%) is spent on the ENTE related local policing but substantial proportions are also spent on ENTE-related investigations (£3.0 million, 16%), dealing with the public in ENTE issues (£1.7 million, 9%), ENTE-related criminal justice arrangements (£1.4 million 8%), and ENTE-related intelligence (1.5 million, 8%).

³² All costs data provided by LB Hackney and TfL. The inclusion of zero costs in some categories appear to result from difficulty in disaggregating costs, or these being incurred anyway, with no additional costs for the ENTE.

Table 12: Policing Costs

Service	Estimated Expenditure in Hackney (£)	% of ENTE costs
Local policing	£10,186,000	55%
Dealing with the public	£1,699,000	9%
Criminal justice arrangements	£1,414,000	8%
Road policing	£151,000	1%
Specialist Operations	£478,000	3%
Intelligence	£1,465,000	8%
Investigations	£2,955,000	16%
Investigative support	£205,000	1%
National policing	£0	0%
Community Safety & Crime Reduction	£16,000	0%
Total ENTE related costs	£18,569,000	100%

Source: Ortus 2017. PN01316R_Hackney_ENTE_Costs_Benefit_Analysis_Final/SI

7.4 Health Costs

The Hackney ENTE is estimated to cost the NHS around £1.3 million per year due to acute responses to drink-related issues between the hours of 6am and 6pm. The majority of this comes from increased pressure on A&E departments due to drink related issues (£876k, based on London averages) while an additional £440k is estimated to be spent on ambulance call outs for ENTE related incidents.

7.5 Local Government Benefits

The benefits of the ENTE to local government revenues are summarised in Table 13. The ENTE is estimated to contribute over £2m to the London Borough of Hackney every year. The largest source of revenue to the council from the ENTE is the money generated from commercial waste (£985k, 48% of total revenue). This obviously also incurs a cost which will be addressed in the next section. The next largest contribution from the ENTE (£544,675, 27% of total) is from parking charges to Hackney ENTE visitors in the form of Pay and Display charges and Cashless parking charges (89%), followed by enforcement penalty notices for unpaid parking or illegal parking (11%). Licencing fees from pubs and restaurants contribute around £353k in revenue to the council (17% of the total). Smaller revenues are generated from other areas such as planning fees (£51k) and the Voluntary Levy (£56k) which provides street warden patrols in Shoreditch and Dalston at weekends. At the time of writing it seems likely that the voluntary levy will soon be replaced by a Late-Night Levy on premises operating between midnight and 6am, with some exceptions (see Section 3.2 above). The LNL is expected to raise around £362,000 per annum toward the costs of managing the Hackney ENTE.

Table 13: Local Government revenue from the Hackney ENTE

Local Government Income Source	Value
Licensing fees	£353,368
Planning fees†	£51,262
Venue hire + rents	£0
Voluntary levy (to be replaced by Late Night Levy)	£56,000
Parking charges	£544,675
<i>Enforcement penalty notices</i>	£482,156
<i>Pay and display/cashless parking</i>	£62,519
Enforcement penalty notices	£60,000
<i>Food, noise, planning contravention</i>	£25,000
<i>Commercial waste</i>	£25,000
<i>Individuals</i>	£10,000
Commercial paid-for waste services	£985,000
ENTE related sponsorship	£0
Total Revenue	£2,050,305

Source: Ortus 2017. PN01316R_Hackney_ENTE_Costs_Benefit_Analysis_Final/S6

7.6 Central Government Benefits

The Central Government revenues from the ENTE are summarised in (Table 12). In total, the ENTE in Hackney is estimated to generate around £92m per year to the Exchequer.

The largest ENTE contribution to Central Government is from VAT (and gambling duties) on goods and services with an estimated £40.5 generated. Food is by far the largest generator to Core ENTE VAT receipts (£15.1m, 89% of core VAT) with drink and entertainment contributing £4.8m and £3.6 respectively). For the entertainment sector around half of these receipts are estimated to be from gambling duties. We also estimate that a further £17m in VAT is generated from the Core ENTE through indirect and induced effects. These are taxes generated through the supply chain of the ENTE and from VAT paid by those who make their living through the ENTE.

The next largest contributor of the ENTE to Central Government is income tax/national insurance contributions of workers in the ENTE. Again, employees in the food-led ENTE are estimated to contribute around £12m in taxes with employees in the drink industry contributing around £4.2m and employees in the entertainment industry contributing £1.9m. A further £14.8m of income tax is generated by those in the ENTE supply chain (indirect effects) or the additional employment generated by induced effects of the ENTE.

Business Rates are estimated to generate a further £6.5m in revenue. While this is collected by local authorities it is absorbed into a central fund which is then contributed back to local authorities in the form of a Formula Grant. While these funds are ultimately spent at the local level, there is no direct link between how much an authority brings in and how much it receives; as such, we have included this revenue under Central Government expenditure.

Excise duty also makes a small but significant contribution to central revenues at £6.2m per year. Unsurprisingly, the majority of this is generated from the drinks industry but a substantial portion is received from the food sector due to drink sales in licenced restaurants with a small proportion estimated from the entertainment sector, through drink sales in night clubs.

Finally, Corporation Tax (made on the profits of ENTE businesses) is estimated to contribute around £2.8m to the Exchequer. A further £2.4 is estimated to be generated from the ENTE supply chain and through the induced effects of the ENTE sector on the broader economy, making a total of £5.21m.

Table 14: Central Government revenue from the Hackney ENTE

ENTE Segment	Central Government Revue Stream (£m)					
	VAT/ gambling duties	Excise (alcohol) Duty	Income tax/ NI	Corp. Tax	Business Rates	Total Revenue
Drink	4.78	4.14	4.19	0.6	1.44	15.16
Entertainment	3.59	0.07	1.92	0.28	0.61	6.48
Food	15.12	2.07	12.04	1.90	4.15	35.29
<i>Total Core ENTE</i>	<i>23.49</i>	<i>6.28</i>	<i>18.16</i>	<i>2.78</i>	<i>6.21</i>	<i>56.93</i>
Indirect/Induced effects	17.01	n/a	14.79	2.41	n/a	34.21
Total ENTE revenue	40.51	6.28	32.95	5.19	6.20	91.14

Source: Ortus 2017. PN01316R_Hackney_ENTE_Costs_Benefit_Analysis_Final/S6

8 Conclusions and recommendations

8.1 Conclusions

Our conclusions are in two parts; assessing the impact of the ENTE on Hackney and its economy, and a consideration of the methodology of undertaking a cost benefit analysis on the ENTE.

8.1.1 The impact of the ENTE in Hackney

The evidence gathered and analysed by this study indicates that the ENTE in Hackney generates a positive return for the public purse. However, the situation is not straightforward as the revenues and costs are incurred asymmetrically. Government in the form of HM Treasury receives significantly more from the ENTE than it incurs in costs. The position for Hackney Council is somewhat different as it sees far greater costs than revenues.

This situation, unsurprisingly, leads to significant differences in perspective as to the merits and liabilities of the ENTE. For example, at the local level there are real concerns regarding the costs of cleaning, anti-social behaviour and noise abatement enforcement. For HM Treasury, the focus is on ensuring the collection of taxes and hence a general desire to promote the economic aspects of the sector.

As far as Hackney Council is concerned the ENTE is responsible for £3.6m in costs while only generating £2.1m in revenues. However, this ignores the positive impacts of the jobs and wealth generated by the nearly 1,400 firms operating in the Borough. Likewise, it takes no account of the taxes including business rates, which are recycled back to Hackney from Central Government.

Clearly not all costs and benefits have been captured. The intangible and unquantifiable issues associated with the ENTE are well documented and cover the impacts of antisocial behaviour, the tacit encouragement of drinking alcohol, creating conditions for crime/fear of crime as well as light and noise pollution, etc. Thus, the cost benefit analysis could be seen as presenting an overly optimistic view of the ENTE. However, as not all costs are incorporated into the analysis, the same is true for the benefits. No account has been taken of attracting businesses and investment to the Borough by dint of its appealing ENTE, the benefits of being part of a truly global city, derived in part from the Capital's world class ENTE and the positive social aspects of dining out, entertainment and responsible drinking.

8.1.2 Methodological issues

The development of a practical framework for undertaking cost benefit analysis in the ENTE is, as far as can be seen, a novel approach. It certainly builds upon prior work undertaken in the UK and Australia. Moreover, the approach is consistent with standard methodologies in its use of type I and type II multipliers to assess indirect and induced impacts. In fact, future studies may develop this further to Green Book³³ standards by taking account of economic displacement and leakage.

A key feature of the method was the decision to take a rigorous approach to measuring costs and benefits from a standard perspective, viz. the public purse. Hence the decision to define the benefits of the ENTE as revenues derived by the public sector, eg taxation as well as paid for services delivered by the local authority. As such, the turnover and employment created by the ENTE are not, in themselves, included in the formal CBA.

³³ HM Treasury's Green Book is the national standard for undertaking economic appraisals.

There were two major challenges in undertaking the CBA; identifying and accessing key data, and acquiring appropriate factors and coefficients to estimate figures, where direct measurement was not possible, eg tax revenues from the ENTE. These were addressed through help from the client and third parties with an interest in the outcome, persistence, and familiarity with economic modelling.

To minimise the potential inaccuracies associated with modelling and estimation, efforts were made to disaggregate data into the finest detail possible. In this way errors tended to be limited and not magnified.

Overall the method is considered robust and fit for purpose in that it presents a cost benefit analysis that is clear, consistent and can be replicated³⁴.

8.2 Recommendations

The recommendations mirror the conclusions in that they seek to consider the impact of the ENTE in Hackney along with the method of conducting a CBA.

8.2.1 Impact of the ENTE in Hackney

Following the acknowledgement, above, of the benefits and detriment associated with the ENTE it is clear that efforts are needed to enhance the positive and mitigate against the negative impacts.

Hackney Council, as the licensing authority, has significant powers of control over the ENTE. Licensing as a regulatory framework is shaped largely by the four Statutory Licensing Objectives (the prevention of crime and disorder, the prevention of public nuisance, public safety, and the protection of children from harm) which guide local authority policy and practice. Hackney is currently in the process of re-drafting its licensing policies following a lengthy process of evidence gathering, research and community consultation. Economic factors are not and cannot be seen as the key drivers of licensing policy; a principle re-iterated in the 2016 House of Lords review of the Licensing Act.

In relation to CBA, it is possible to see how a variety of social harms linked to the Licensing Objectives map onto a number of the 'cost' items for Hackney highlighted by this analysis, such as the costs of policing, waste management, environmental health and licensing enforcement etc (whilst we cannot state these links as 'causal' to scientific standards, the links are such that they are likely to meet the 'balance of probabilities' test applied in civil matters, including the administrative laws that govern routine local authority policy and practice).

The Behaviour Study produced concurrently to this report adopts a licensing-focused approach, looking in detail at the same sub-areas of the Borough discussed here: Shoreditch, Dalston, Hackney Central, Stoke Newington and Broadway Market/London Fields. The Behaviour Study found few links between the provision of food in seated restaurants and the provision of entertainment and negative consequences for ENTE patrons and residents, as defined by the Licensing Objectives. Indeed, in areas such as Stoke Newington comparatively little alcohol-related crime and disorder or public nuisance, was recorded, despite the area having a high concentration of licensed premises. It is therefore important to consider the 'functionality' of ENTE venues such as the extent to which they are drink- or food-led, their size/capacity and hours of trading hours in terms of the likelihood of negative social outcomes (and likely associated economic costs to the public purse). One can therefore see that, as well as being the highest GVA generator, Shoreditch - with its large late-night venues, many of which are drink-led, at least in the later hours – is the biggest generator of social and economic costs. Readers may note that the data underpinning the CBA relies upon businesses offering self-definitions of their activities. Due to the perceived benefits of presenting oneself as a 'food' business when dealing with regulatory

³⁴ Replication is dependent on accessing granular, firm level data as this is the basis for estimating GVA, a key input to much of the modelling.

authorities, especially when making applications in a Special Policy Area (in licensing terms) then one can see that the proportion of businesses classified as food operators in Shoreditch is a) an over-estimate when validated against qualitative assessments of true business functionality and b) a likely product of the long-standing regulatory landscape.

From an economic strategy perspective, it would make sense to promote those aspects of the ENTE that generate fewer costs in relation to the production of benefits. This is also a stance which sits well with the Borough's Licensing Policies and provides consistency and overlap, allowing the Council to present a considered and unified approach. Although the case cannot be 'proved' to scientific standards, this assessment, in effect, points to food and entertainment as 'safer bets' in terms of a cost v benefit calculus guided by the 'balance of probabilities' as to the maximisation of benefits v the minimisation of costs.

A key recommendation of this report is that Council consider a long-term strategic vision for the ENTE in Hackney which synchronises the existing evidence and expertise of officers and representatives working across the various disciplines of economic strategy, planning, licensing, tourism, policing, environmental health and public transport, together with public and stakeholder consultation.

As background, one can see that from an economic development perspective food is already the largest and fastest growing sector within the ENTE in terms of firms, employment turnover and output (GVA). It also generates the greatest GVA per firm and per employee. Food start-ups are responding to consumer demand and would, therefore, appear to offer potential for further growth and economic contribution; any growth will also be enhanced by knock-on effects in the non-Core ENTE and supply chain. London's Global City status creates demand for a wide range of culinary offerings that are likely to continue to provide potential for exciting new business opportunities that draw further attention to Hackney as a leisure destination.

The smallest sector of the three ENTE components, 'entertainment' provides complementary activities to both food and drink. The entertainment sector covers a wide scope of activities, with the vast majority, such as culture and sport, being considered positive for local communities, as well as special draws for visitors. Such attractions provide support for surrounding businesses by generating additional footfall for an area; some have unique and especially valued aspects and are therefore worthy of particular Council support to ensure their sustainability.

8.2.2 CBA method

While the CBA method adopted for this project is considered ground breaking, there are opportunities for further enhancement. These include:

Adoption and promotion of the CBA model to help better understand the ENTE and to quantify those areas of greatest benefit and cost, so that they may be addressed. The CBA framework is also considered valuable in that it provides an overall view of the ENTE and its various components, so can help in managing the trade-offs between parties with alternative perspectives.

Encouraging organisations such as Hackney Council to record relevant data so that it can be captured and used in future iterations of the CBA.

Considering disaggregating the three component sectors into greater detail, eg:

Food

- Restaurants
- Take-aways

Drink

- Bars
- Pubs
- Social clubs

Entertainment

- Leisure activities, eg bowling alleys, cinemas, night clubs
- Cultural, eg theatres, concert halls
- Gambling, eg casinos, bookmakers etc
- Sport, eg gyms, leisure centres and sports stadia

However, this will require reliable and good quality firm-level data for modelling purposes. For the borough as a whole, BRES and IDBR extracts should provide some insights.

Consideration may also be given to addressing issues such as leakage, eg how activity may leach out into other areas and displacement, where one economic activity is replaced by another, eg drink-led businesses may be able to pay higher rents than other types of activity and hence drive them out. This could lead the CBA to be considered Green Book compliant.

9 Appendix

9.1 Glossary

Abbreviation/Term	Explanation
CBA	Cost Benefit Analysis is a semi-technical mechanism that seeks to establish the costs and benefits accruing to an activity or investment. It seeks to be neutral and provide an objective assessment.
Core ENTE	Activities that make up the core of the night time economy. See Table 1. Examples include: restaurants, food take-aways, pubs, clubs, theatres and cinemas.
Density	This considers the concentration of economic activity within a given geographic space. For example, it may consider the number of enterprises per square kilometre. Density is a useful measure of intensity and general vibrancy. Conversely, density in respect of, say drinking establishments, may indicate a potential problem arising from alcohol-related anti-social behaviour.
Displacement	An economic term that captures the impact of one economic activity pushing out another. Where this happens, the resulting economic benefit needs to be adjusted to take account of only net benefits, as some are lost with the departing business.
Employment	Number of employees associated with the firms/businesses delivering services.
ENTE	Evening and Night Time Economy
Establishment	Business or other organisation involved in the ENTE.
Excise	A tax levied on certain types of goods or services, eg alcohol, tobacco and gambling.
HM Treasury Green Book	The Treasury guidance on undertaking economic appraisal. Methods which conform to the guidance are referred to as 'Green Book compliant'.
GVA	Gross Value Added is a measure of output analogous to Gross Domestic Product (without taking account of subsidies and taxation). In this work, it is calculated by summing: gross profit, payroll costs and amortisation and depreciation. Note there are several methods for calculating GVA.
HMRC	Her Majesty's Revenue and Customs, the arm of central government responsible for taxation.
HM Treasury	The UK department of Finance.
Indirect	Economic activity associated with a core activity. Typically, the term 'indirect' refers to supply chain activities, especially when considering economic impact appraisal. This is often estimated using a Type I multiplier.
Indirect ENTE	Activities associated with the ENTE but which may take place mainly during the day, eg retailing or are only partially involved, eg overnight accommodation. See Table 2. Examples include: taxis, hotels, food retailing, and regulatory services.
Induced	Economic activity associated with a core activity. Typically, the term 'induced' refers to the effect of spending by those working in a sector. This is often estimated using a Type II multiplier.
Late Night Levy	The Late Night Levy is a discretionary power which local authorities in England and Wales can use (following consultation) to charge licensed premises opening late at night a levy (or tax) to cover costs associated with managing the late night economy.

Leakage	Economic term referring to activity that 'leaks' out of one area into another so that not all of its benefits are retained.
Licensing Act 2003	The Act of Parliament that covers the licensing of the sale and supply of alcohol. Permission to carry on some or all of these licensable activities is now contained in a single licence, responsibility for issuing licences now rests with local authorities, eg Hackney Council.
NIC	National Insurance Contributions are an employment tax levied on employers and earners.
NNDR	National Non-Domestic Rates, also known as business rates. The rate is set by national government, though the tax is collected by local authorities. The revenues are shared between local authorities and HM Revenue, though the portion retained by the local authority is increasing.
ONS	Office of National Statistics, the publisher of national statistics, or official data.
Sales turnover	Revenues generated from economic activity.
SIC	Standard Industrial Classification, 2007. System of classifying economic activity. This ranges from broad sectors down to detailed sectors. The level of detail is denoted by the number of digits, with a single digit being the most aggregated (least detailed) and five digit the most detailed.
Supporting NTE	Activities mainly in the supply chain. See Table 3. Examples include: food and drink manufacturing and distribution, catering, food and drink wholesaling and music.
TCR	A database of UK businesses that contains some 3m records and a range of relevant information about each company. It is used by Ortus to analyse sectors and activity taking place within bespoke geographies.
VAT	Value Added Tax is an ad valorem consumption tax that seeks to capture the value added at each step of a process that delivers a product or service from the producer to consumer. The general rate of VAT is 20%. In 2005 and 2010 it was 17.5%.
Voluntary Levy	A voluntary levy on ENTE businesses in Hackney. Around 40 businesses are involved generating approximately £56,000 per annum.

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LATE NIGHT LEVY BOARD COMMENCEMENT AND IMPLEMENTATION	
LICENSING COMMITTEE 8 FEBRUARY 2018	CLASSIFICATION: Open If exempt, the reason will be listed in the main body of this report.
WARD(S) AFFECTED All Wards	
GROUP DIRECTOR KIM WRIGHT	

1. INTRODUCTION

- 1.1 On the 26th July 2017 the Council resolved to implement a Late Night Levy across the Borough the details of which are set out below. As part of the decision the council also resolved that a management board should be set up by the relevant Director and that the Licensing Committee should have a report on the agreed terms of reference.
- 1.2 This report presents the proposed terms of reference for the Management Board referred to as the Late Night Levy Board. The Terms of Reference are appended to this report.

2. RECOMMENDATION(S)

2.1 The Licensing Committee is asked:

- (i) to note the contents of the report and appendices.**

3. BACKGROUND

- 3.1 Established under the Police Reform and Social Responsibility Act 2011, the late night levy (“the levy”) is a discretionary power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011 (“the 2011 Act”). This enables licensing authorities to charge an additional annual fee to persons who are licensed to sell alcohol in the local area late at night. The revenue raised is then used as a contribution towards the costs of policing the late night economy.
- 3.2 The levy must be paid annually by each premises licence or club premises certificate holder to the local authority. After deductions for introducing and administering the levy, the rate of the revenue split will be at least 70% to the Mayor of London’s Office for Policing and Crime (MOPAC), with the remainder being retained by the Licensing Authority. However, the legislation does not prohibit the Local Authority and Police coming to a separate agreement relating to the funds raised for the Police and this is what has been achieved for the LB Hackney.
- 3.3 The local authority must use its portion of the levy on activities, which must be related to mitigating the impact of the supply of alcohol within the specified hours, namely:
- *The reduction or prevention of crime and disorder,*
 - *The promotion of public safety,*
 - *The reduction or prevention of public nuisance,*
 - *The cleaning of any relevant highway or relevant land in its area.*

- 3.4 On 4 April 2016 the Licensing Committee considered a report on the powers to introduce the levy. The Licensing Committee recommended that the Council should consult on the introduction of the levy.
- 3.5 On 20 July 2016 the Council resolved to consult on a proposal to introduce the levy following the recommendation of the Licensing Committee. The consultation commenced on 13 February 2017 and concluded on 7 May 2017.
- 3.6 On 21 June 2017 the Licensing Committee considered the outcome of the consultation. Having considered the options and responses, the Licensing Committee made a recommendation for the Council to introduce the levy.
- 3.7 On 26th July the full Council agreed to adopt the levy with following resolution:
1. *The Council agrees:*
 - (i) *To note and consider the contents of the report and appendices.*
 - ii) *To introduce the Late Night Levy in Hackney on 1 November 2017*
 - (iii) *That the following will apply to the Late Night Levy:*
 - *The late night supply period be from 00:01 to 06:00*
 - *That no exemptions categories are to be applied*
 - *That no reduction categories are to be applied*
 - *The proportion of net levy payments to be paid to the Mayor of London's Office for Policing and Crime (MOPAC) will be 70%.*
 2. *The Council also agrees:*
 - (i) *That the Group Director for Neighbourhoods and Housing creates a management board in accordance with paragraph 4.5 of this report and reports back to the Licensing Committee an agreed terms of reference, and*
 - (ii) *To delegate to the Director of Legal to carry out and make any necessary constitutional changes that are required to the terms of reference of the Licensing Committee to bring recommendation 2.2(i) above into effect.*
- 3.8 Following the decision to introduce the levy and after relevant consultations it was resolved that a local management board will be established which would be responsible for making recommendations and overseeing how the revenue is spent. Critically it was determined that representatives from licensed premises liable to pay the levy would be invited to participate in this arrangement. The resolution was

communicated to MOPAC who agreed with this approach. It was also agreed that all the funds raised as a consequence of the levy would be spent only within the Borough.

- 3.9 The structure adopted is very similar to the arrangements in other authorities that have introduced the levy, such as Newcastle City Council and the London Borough of Islington. The Licensing Committee will oversee the establishment and operation of the Board. The administration of the board will be within the responsibility of the licensing section.

4 COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

- 4.1 This report presents the proposed terms of reference for the Management Board referred to as the Late Night Levy Board
- 4.2 The administration of the Board will be within the responsibility of the Licensing Service. The Board will be responsible for making recommendations and overseeing how income from the levy is spent.
- 4.3 70% of the levy after deducting administration costs is payable to the Mayor of London's Office for Policing and Crime (MOPAC). The remaining 30% will be retained by L.B Hackney. MOPAC has agreed that funds raised in Hackney from the Levy will only be disbursed to operations and activity within the Borough related to the impact of the night time economy.
- 4.5 The Licensing Service estimates that premises that are authorised and intend to sell alcohol between midnight and 6am, would generate a maximum gross income of £330,000 from the Late Night Levy. The actual income may reduce if there are a higher than expected number of operators applying to operate outside the levy period.

5. COMMENTS OF THE DIRECTOR OF LEGAL SERVICES

- 5.1 The introduction of the Police Reform and Social Responsibility Act 2011 ("the 2011 Act") allowed the Council to raise revenue to tackle the problems of crime and disorder that are caused by the night time economy by imposing a Late Night Levy ("the Levy") on those premises that are licensed for alcohol sales between midnight and 6.00 am. The powers to introduce the Levy come specifically within the 2011 Act and not by way of an amendment to the Licensing Act 2003.
- 5.2 Any levy imposed currently applies to all those in the borough that hold a licence to supply alcohol for the hours that the Levy operate from.
- 5.3 The legislation states that no less than 70% of the revenue raised must be given to the local policing body for the purpose of reducing or

preventing crime and disorder. The accompanying regulations stipulate that the revenue retained by the Local Authority, which can be no more than 30%, must be used on matters relating to crime and disorder, public safety, public nuisance and the cleaning of any relevant land or highway as a result of the NTE.

- 5.4 The 2011 Act does not prohibit the Local Authority and Police agreeing a separate agreement relating to the funds raised for the Police.
- 5.5 Following the consultation coming to an end on 7th May 2017, Full Council pursuant to Schedule 1 of The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 decided to introduce the Levy on 1st November 2017.
- 5.6 The Late Night Levy Board (“the Board”) has been established to advise and oversee how the levy monies are to be spent. However, the Board has no actual decision making powers and will be providing recommendations to the relevant officer to determine how the levy monies should be spent.

APPENDICES

Appendix 1: Structure and Terms of Reference of the Late Night Levy Board

EXEMPT

Not applicable.

BACKGROUND PAPERS

See Appendix

Report Author	Robert Gardner Enforcement & Business Regulation Manager robert.gardner@hackney.gov.uk ☎ 020 8356 8567
Comments of the Group Director of Finance and Corporate Resources	Philip Walcott Group Accountant philip.walcott@hackney.gov.uk ☎ 020 8356 2396
Comments of the Director of Legal Services	Butta Singh Senior Lawyer – Licensing and Corporate butta.singh@hackney.gov.uk ☎ 020 8356 6295

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Appendix 1: To Licensing Committee

London Borough of Hackney

Late Night Levy Governance and Terms of Reference

2018

1 Context

- 1.1 Established under the Police Reform and Social Responsibility Act 2011, the late night levy (“the levy”) is a discretionary power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011 (“the 2011 Act”). This enables licensing authorities to charge an additional annual fee to persons who are licensed to sell alcohol in the local area late at night. The revenue raised is then used as a contribution towards the costs of policing the late night economy.
- 1.2 The levy must be paid annually by each premises licence or club premises certificate holder to the local authority. After deductions for introducing and administering the levy, the rate of the revenue split will be at least 70% to the Mayor of London’s Office for Policing and Crime (MOPAC), with the remainder being retained by the Licensing Authority. However, the legislation does not prohibit the Local Authority and Police coming to a separate agreement relating to the funds raised for the Police and this is what has been achieved in the case of LB Hackney.
- 1.3 The local authority must use its portion of the levy on activities, which must be related to mitigating the impact of the supply of alcohol within the specified hours, namely:
- the reduction or prevention of crime and disorder,
 - the promotion of public safety,
 - the reduction or prevention of public nuisance,
 - the cleaning of any relevant highway or relevant land in its area.
- 1.4 On 4 April 2016 the Licensing Committee considered a report on the powers to introduce the levy. The Licensing Committee recommended that the Council should consult on the introduction of the levy.
- 1.5 On 20 July 2016 the Council resolved to consult on a proposal to introduce the levy following the recommendation of the Licensing Committee. The consultation commenced on 13 February 2017 and concluded on 7 May 2017.
- 1.6 On 21 June 2017 the Licensing Committee considered the outcome of the consultation. Having considered the options and responses, the Licensing Committee made a recommendation for the Council to introduce the levy.
- 1.7 On 26th July the full Council agreed to adopt the levy with following resolution:
1. *The Council agrees:*
 - (i) *To note and consider the contents of the report and appendices.*
 - (ii) *To introduce the Late Night Levy in Hackney on 1 November 2017*
 - (iii) *That the following will apply to the Late Night Levy:*
 - *The late night supply period be from 00:01 to 06:00*

- *That no exemptions categories are to be applied*
- *That no reduction categories are to be applied*
- *The proportion of net levy payments to be paid to the Mayor of London's Office for Policing and Crime (MOPAC) will be 70%.*

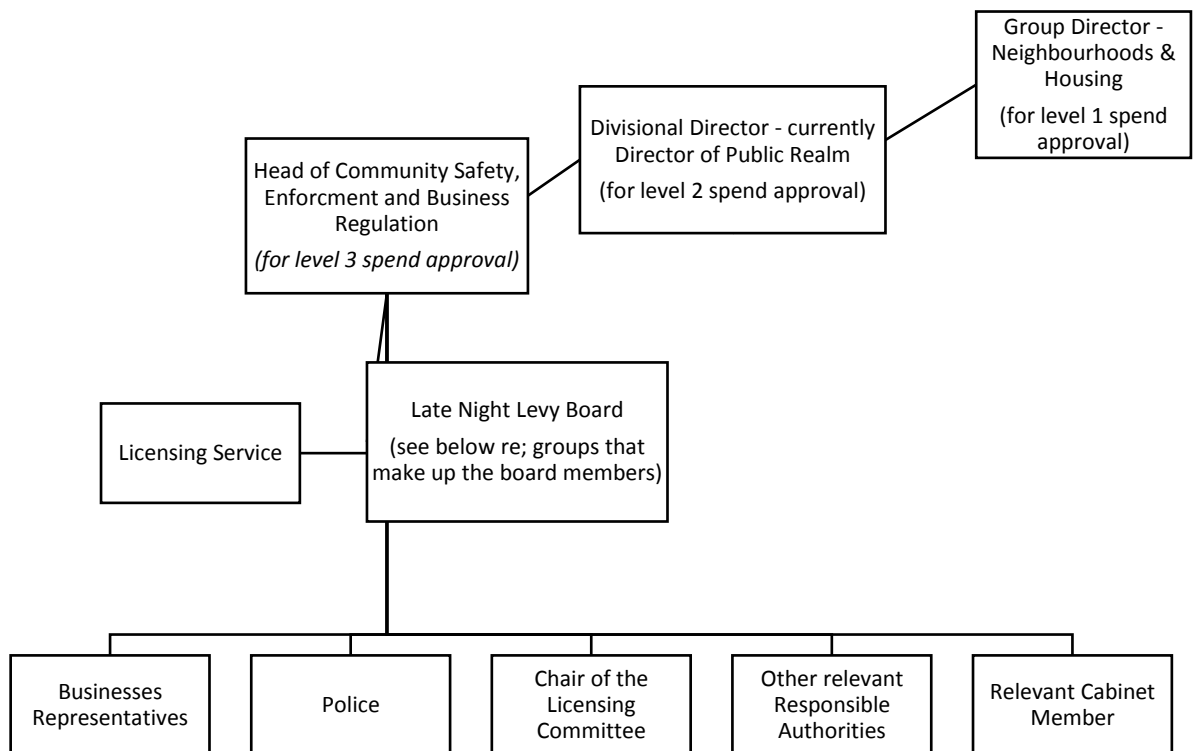
2. *The Council also agrees:*

- (i) *That the Group Director for Neighbourhoods and Housing creates a management board in accordance with paragraph 4.5 of this report and reports back to the Licensing Committee an agreed terms of reference, and*
- (ii) *To delegate to the Director of Legal to carry out and make any necessary constitutional changes that are required to the terms of reference of the Licensing Committee to bring recommendation 2.2(i) above into effect.*

1.8 Following the decision to introduce the levy and after relevant consultations it was resolved that a local management board will be established which would be responsible for making recommendations and overseeing how the revenue is spent. Critically it was determined that representatives from licensed premises liable to pay the levy would be invited to participate in this arrangement. The resolution was communicated to MOPAC who agreed with this approach. It was also ensured between the Council and MOPAC that all the funds raised in Hackney as a consequence of the Levy would only be disbursed to operations and activity within the Borough.

1.9 The structure adopted is very similar to the arrangements in other authorities that have introduced the levy, such as Newcastle City Council and the London Borough of Islington. The Licensing Committee will oversee the establishment and operation of the Board. The administration of the board will be the responsibility of the Licensing section.

2 Proposed Structure and Governance Model for Late Night Levy Board



- 2.1 The LNL Board provides strategic and operational oversight of the delivery of the services to be funded by the levy. The board also agrees recommendations and proposals relating to changes and developments of new programmes and initiatives concerning the services funded by the levy. The Board will also have the remit to make reasoned recommendations directly to the Head of Community Safety, Enforcement and Business Regulation to create or disband associated services, as they see fit in relation to changing circumstances regarding how the levy monies are to be spent. With the Boards recommendations, key decisions will then be made within the Council's current constitutional and governance structure without any change being required given that the decision as to how these levy monies are to be spent is ultimately that of the Head of Community Safety, Divisional Director or Group Director, dependent on the related spend level.
- 2.2 The Diagram above represents the relationship of the Board to the Head of Community Safety, Enforcement and Business Regulation, Divisional Director or Group Director, dependent on the related spend level. The relevant officer will have the authority to approve the provision of services as funded by the levy. As all of the most affected parties are represented on the Board, it will be the single body that will advise the relevant officer on the best way to organise and deliver those services. The relevant officer will be expected to give the matters raised and any recommendations by the board full and proper consideration and as such will be expected to give written reasons if they are to depart from the Board's recommendations.

3 Late Night Levy Board Membership and Terms of Reference

3.1 Terms of Reference

- 3.1.1 The Board will provide strategic direction for the commissioning of services relating to the proceeds of the late night levy (LNL).

3.2 Membership

2 x Business Group Representatives (can be expanded to 4)

1x Enforcement and Business Regulation Manager

1x Community Safety Partnership Manager

1 x Licensing Team Leader

1 x Metropolitan Police Service

1 x Cabinet Member Late Night Economy (Community Safety)

1 x Licensing Committee Chair (who will also chair the Board Meeting In their absence the Deputy Chair or other nominated member of the Licensing Committee

Along with supporting officers and other guests from time to time.

The basic quorum of the Board will include the Chair and senior representation from the Police and the Licensing Service.

3.3 Frequency of Meetings

- 3.3.1 To be decided by the Board but no more than quarterly and hosted by the London Borough of Hackney unless otherwise decided.

3.4 Key Activities, Concerns, how decisions are made & who has the final say on any recommendations to be put forward:

- 3.4.1 It will advise on and make recommendations on the delivery of services funded by the levy to the Head of Community Safety, Enforcement and Business Regulation.
- 3.4.2 Take decisions related to critical activities and services funded by the levy as they impact upon the Night Time Economy (NTE)
- 3.4.3 Gain a broad understanding of the NTE and the various concerns and opportunities of it as they impact upon residents and businesses.
- 3.4.4 To ensure that services commissioned through the levy are working both effectively and efficiently and are confined to only the areas administered by the London Borough of Hackney with particular emphasis to those areas which contribute most through the NTL.
- 3.4.5 To take account of all relevant stakeholder concerns (particularly those businesses who contribute to the levy) and devise long term, medium term and short term strategies that relate to the delivery of commissioned activities and services and to advise the Head of Community Safety, Enforcement and Business Regulation accordingly.
- 3.4.6 To monitor developments and improvements in the NTE.
- 3.4.7 To manage and promote the image and reputation of the levy, locally and/or nationally when appropriate.
- 3.4.8 All Board members will have an input on any recommendations that are discussed and presented to them at the meeting. The Chair will have the final decision on what recommendations will be put forward to the Head of Community Safety, Enforcement and business Regulation, which will be via report drafted by the Licensing Section.
- 3.4.9 Firm linkages will be made with the Community Safety Intelligence Hub and any other Police Intelligence sources to ensure that all activities are properly resourced and tasked on an intelligence led basis.

3.5 Key Documents

- 3.5.1 Status reports prepared by the Licensing Service with key indicators and trends concerning commissioned activities. These are to be decided by the Board at its first meeting.
- 3.5.2 Statement of Licensing Policy.
- 3.5.3 Licensing reports as relevant to NTE activity.
- 3.5.4 Relevant Committee reports (especially Licensing Committee).
- 3.5.5 Circulated presentations and other material used at meetings to inform decisions.
- 3.5.6 Reference to the Community Safety plan as it refers to the late night economy.

3.6 Key Outputs

- 3.6.1 Strategic Recommendations to enable operational delivery via commissioned services that assist the Head of Community Safety, Enforcement and Community Safety to make informed decisions as to how the levy monies should be spent.
- 3.6.2 Yearly report to be prepared by the Licencing Section to delivered to the Licensing Committee.
- 3.6.3 Provide recommendations for the improvement of commissioned services paid for by the levy.
- 3.6.4 To reassure businesses, residents and other stakeholders that commissioned services are being run sensitively, efficiently and effectively.

3.7 Code of Conduct

- 3.7.1 Members of the LNL Board must:
- 3.7.2 Promote equality by not discriminating unlawfully against any person.
- 3.7.3 Treat others with respect.
- 3.7.4 Not do anything which compromises or which is likely to compromise the impartiality of those who work for, or on behalf of, the Local Authority.

3.8 Main Contact

- 3.8.1 The Licensing Team Leader currently David Tuitt.

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LICENSING COMMITTEE'S RESPONSE TO THE CONSULTATION ON THE LATE NIGHT LEVY

LICENSING COMMITTEE 8 FEBRUARY 2018	CLASSIFICATION: OPEN
WARD(S) AFFECTED All Wards	
GROUP DIRECTOR KIM WRIGHT	

1. INTRODUCTION

- 1.1 The late night levy (“the levy”) is a discretionary power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011 (“the 2011 Act”). This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy.
- 1.2 On 26 July 2017, the Council decided to introduce the Late Night Levy in Hackney on 1 November 2017. The following would also apply:
- The late night supply period be from 00:01 to 06:00
 - That no exemptions categories are to be applied
 - That no reduction categories are to be applied
 - The proportion of net levy payments to be paid to the Mayor of London’s Office for Policing and Crime (MOPAC) will be 70%.
- 1.3 The report to the Council state that a response to the public consultation held between 13 February and 7 May 2017 would be prepared.

2. RECOMMENDATION

2.1 The Licensing Committee is asked:

- (i) to note and consider the contents of the report and appendix.**

3. COMMENTS OF THE GROUP DIRECTOR, FINANCE AND CORPORATE RESOURCES

- 3.1 This report notes the Council decision to introduce of Late Night Levy in Hackney on 1 November 2017 following public consultation. The levy applies to premises authorised to sell or supply alcohol between midnight and 6 am.
- 3.2 The amount of the Late Night Levy is set at National Level and is collected alongside the annual licence fee. The Council retains 30% of income receipts after deducting administration costs.
- 3.4 The Licensing Service estimates that premises that are authorised and intend to sell alcohol between midnight and 6am, would generate a maximum gross income of £330,000 from the Late Night Levy. The actual income may reduce if there are a higher than expected number of operators applying to operate outside the levy period.
- 3.5 Income from the Late Night Levy contributes to the cost of policing the late-night economy in the Borough and administration costs arising from the Levy. A Late Night Levy Board will oversee how the income generated is spent in the Borough.

4. COMMENTS OF THE DIRECTOR OF LEGAL

- 4.1 The introduction of the Police Reform and Social Responsibility Act 2011 (“the 2011 Act”) allowed the Council to raise revenue to tackle the problems of crime and disorder that are caused by the night time economy by imposing a Late Night Levy (“the Levy”) on those premises that are licensed for alcohol sales between midnight and 6.00 am. The powers to introduce the Levy come specifically within the 2011 Act and not by way of an amendment to the Licensing Act 2003.
- 4.2 Any levy imposed currently applies to all those in the borough that hold a licence to supply alcohol for the hours that the Levy operate from.
- 4.3 The 2011 Act requires a statutory consultation to take place before any Levy can be introduced.
- 4.4 The statutory consultation came to an end on 7th May 2017 and Full Council pursuant to Schedule 1 of The Local Authorities (Functions and Responsibilities) (England) Regulations 2000 decided to introduce the Levy on 1st November 2017.
- 4.5 This report seeks to provide a response to the statutory consultation that took place before the Levy was introduced.

APPENDICES

Appendix 1 – Licensing Committee response to the consultation on the Late Night Levy

EXEMPT

Not applicable.

BACKGROUND PAPERS

None

Report Author	David Tuitt Business Regulation Team Leader – Licensing and Technical Support david.tuitt@hackney.gov.uk ☎ 020 8356 4942
Comments of the Group Director of Finance and Corporate Resources	Philip Walcott Group Accountant philip.walcott@hackney.gov.uk ☎ 020 8356 2396
Comments of the Director of Legal Services	Butta Singh Senior Lawyer – Licensing butta.singh@hackney.gov.uk ☎ 020 8356 6295

Late Night Levy

**Licensing Committee's response to the
consultation**

1. INTRODUCTION

- 1.1 The late night levy (“the levy”) is a discretionary power, conferred on licensing authorities by provision in Chapter 2 of Part 2 of the Police Reform and Social Responsibility Act 2011 (“the 2011 Act”). This enables licensing authorities to charge a levy to persons who are licensed to sell alcohol late at night in the authority’s area, as a means of raising a contribution towards the costs of policing the late-night economy.
- 1.2 On 4 April 2016 Hackney’s Licensing Committee considered a report on the powers to introduce the levy. The Licensing Committee recommended that the Council should consult on the introduction of the levy.
- 1.3 On 20 July 2016 Hackney Council started a consultation on a proposal to introduce the levy from 1 November 2017 following the recommendation of the Licensing Committee. The consultation commenced on 13 February 2017 and concluded on 7 May 2017.

2. CONSULTATION

- 2.1 A total of 1124 letters were sent to relevant persons as part of the consultation process. Also enclosed with the letter was a statutory notice of the consultation, some background information and details of the online consultation. A summary document was also prepared and paper copies of the consultation questions were made available.
- 2.2 A total of 71 responses were received during the consultation period. This consisted at 62 survey responses and 9 open-ended submissions sent direct to the Licensing Service.

3. DECISION

- 3.1 On 21 June 2017 the Licensing Committee considered the outcome of the consultation. Having considered the options and responses, the Licensing Committee made a recommendation for the Council to introduce the levy.
- 3.2 On 26 July 2017, Full Council considered the outcome of the consultation. Having considered the options and responses, it was decided to introduce the levy as follows:
 - The late night supply period be from 00:01 to 06:00
 - That no exemptions categories are to be applied
 - That no reduction categories are to be applied
 - The proportion of net levy payments to be paid to the Mayor of London’s Office for Policing and Crime (MOPAC) will be 70%.

- 3.3 The report to Full Council also stated that a full response to the consultation will be prepared and considered by a future Licensing Committee.

4. SUMMARY OF RESPONSES

- 4.1 The overall response from the 62 online consultation respondents was slightly more in support of the late night levy. The percentage difference stands at 4.92% which suggested there was an even mix of support and opposition for to the introduction of the late night levy.
- 4.2 The majority of respondents stated they were 'Hackney residents', and of these just over 69% supported the introduction of a late night levy. This means that just under 31% of Hackney residents opposed the introduction of a late night levy.
- 4.3 Of the 21.74% of 'premises licence holder' respondents, just under 93% of those are opposed to the introduction of a late night levy. Of the 13.04% of 'trade or other Hackney business' respondents, there is a fairly even mix of support and opposition. Those who support account for 44.44% (4) and those who oppose account for 55.56% (5).
- 4.4 N16 postcode area had the highest percentage of respondents who supported the late night levy, with E8 have the highest percentage of respondents who opposed it.
- 4.5 The ranking question asking respondents to indicate their preferences for how the Council and Police should spend the revenue raised by the levy, clearly showed two preferred options which ranked higher than the others. These were '*Additional police officer patrols across the borough*' and '*Joint patrols and operations by police and council officers including wardens, so that there is maximum coverage of the borough and best use of resources*'.

5. KEY THEMES

Financial Implications

- 5.1 The amount of levy payable is dependent on the non-domestic rateable value of the premises. This is the same as the existing licence fee structure under the Licensing Act 2003 that is set by central government.
- 5.2 A number of responses raised the additional financial burden as a potential negative impact of the levy. References were made to the levy as an unfair tax which could in some cases lead to unsurmountable expense for businesses. These costs are also exacerbated by the recent increases in business rates. However, premises in the lowest fee band (Band A) would face an additional annual cost of £299, or £5.75 per week. Whilst premises in the highest

fee band (Band E) would be required to pay an additional £1493, or £28.71 per week. These costs are considered to be very low, and it is felt that the potential to use the income to put in place additional measures to tackle the negative harm caused by availability of alcohol late night far outweighs the small cost to businesses.

- 5.3 One respondent made reference to the potential change to licence fees being considered by the Government. However, changes to fees have been under consideration for some years now and are yet to be amended despite a number of previous consultations on the matter.

Business Improvement Districts

- 5.4 A number of responses made reference to Business Improvement Districts (BIDs) as a more suitable alternative to the levy.
- 5.5 A BID is a defined area in which a levy is charged on all business rate payers in addition to the business rates bill. This levy is used to develop projects which will benefit businesses in the local area. The maximum period that a BID levy can be charged is for 5 years.
- 5.6 There is no limit on what projects or services can be provided through a BID. The only requirement is that it should be something that is in addition to services provided by the local authority. Improvements may include, but are not limited to, extra safety/security, cleansing and environmental measures.
- 5.7 A BID can be set up by the local authority, a business rate payer or a person or company whose purpose is to develop the BID area, or that has an interest in the land in the area.
- 5.8 As highlighted during the consultation, there are no BIDs in Hackney at the current time, but this is not to say that one could not be set up in the future. If a BIDs is set up, there is nothing to stop further consultation on the levy to consider either a reduction to businesses within the BID area or withdrawal of the levy altogether.

Other Authorities

- 5.9 It was noted that some responses made reference to the low number of local authorities that have adopted the levy provisions. Specific references were made to the decision made by Cheltenham Borough Council to withdraw the levy in the area. However, of the low number of authorities to adopt the levy, it should be noted that Hackney shares a border with two of those authorities (City of London and LB Islington). It should also be noted that LB Tower Hamlets, another of Hackney's neighbours, is also going through the process of introducing the levy. This suggests that authorities in this part of London do still see the levy as a useful tool.

- 5.10 According to the Government, authorities that have introduced the levy have used the revenue to fund important initiatives, such as additional police officers and community protection officers, and projects designed to benefit those working and socialising in the night time economy, measures to reduce sexual harassment within clubs, first aid training for staff, taxi marshals and street cleaning.

Post-Legislative review by the House of Lords Select Committee

- 5.11 It has been noted that the House of Lords Select Committee established to scrutinize the Licensing Act 2003 were critical of the late night levy provisions concluding that “...*on balance that it has failed to achieve its objectives, and should be abolished. However, we recognise that the Government’s amendments may stand some chance of successfully reforming the Levy...*”
- 5.12 In its response to this, the Government remains committed to the levy and noted the forthcoming provisions under the Police and Crime Act 2017 that will amend the levy provisions, which include:
- Allowing licensing authorities to target the levy in geographical areas where the night time economy places demands on policing;
 - Giving licensing authorities the power to charge premises licensed only to sell late night refreshment
 - Requiring licensing authorities to publish information about how the revenue raised from the levy is spent.
- 5.13 As mentioned above, there is nothing in legislation that prohibits further consultation on the levy to consider the changes that will be allowed under the new provisions as well as withdrawal of the levy altogether.

Reductions/Exemptions

- 5.14 The Council decided not to offer any reductions nor exemptions as permitted under the levy provisions. This included hotels with authorisations only permitting alcohol sales during the levy hours on New Years’ Eve.
- 5.15 There are now a number of ‘destination hotels’ in the Borough. Although primarily acting as hotels in the traditional sense, where alcohol is supplied to hotel residents and guests, the destination establishments, whilst generally well run, do consist of a significant amount of trade from non-residential guests. These could be diners at attached restaurants but could also be ordinary members of the public able to make use of vertical drinking facilities. It is this element that leads the Licensing Committee to view these as no different from ordinary drinking establishments, hence the levy was applied to hotels. Furthermore, according to planning records, a number of new hotels are either under construction, consented, or planning

5.16 And in relation to the Council's decision not to exempt New Years' Eve, the Licensing Committee were aware that this day requires a significant amount of police resource across the borough. Hence the position is that New Years' Eve would not be exempted.

6. ACKNOWLEDGEMENTS

6.1 The Licensing Committee would like to thank all those who took the time to respond to the consultation. Respondents included businesses and employees in the hospitality sector, medium-sized enterprises, as well as other representatives of community.



REVIEW OF THE GAMBLING ACT 2005 STATEMENT OF PRINCIPLES	
LICENSING COMMITTEE 8 FEBRUARY 2018	CLASSIFICATION: Open If exempt, the reason will be listed in the main body of this report.
WARD(S) AFFECTED All Wards	
GROUP DIRECTOR KIM WRIGHT	

1. INTRODUCTION

- 1.1 This report provides the Licensing Committee with relevant information on the Gambling Act 2005 (“the Act”) and the proposed review of the Gambling Statement of Principles (“Statement”).

2. RECOMMENDATION(S)

- 2.1 That the Licensing Committee note the proposed approach to the review of the Statement.
- 2.2 That the Licensing Committee gives an initial view on whether to recommend to Council that the ‘no casino’ resolution remain for a further three years given the characteristics of the borough.

3. BACKGROUND

- 3.1 Section 349 of the Act states that each Licensing Authority must prepare and publish a statement of principles that it proposes to apply in exercising its functions under the Act during the three year period to which the statement applies. The statement must be kept under review during the period and be republished where it is revised. The statement must be in place before the authority can determine any application.
- 3.2 The statement sets out the basis of decisions made by the authority regarding gambling premises and in issuing a range of permits to authorise other gambling facilities in the area. For example:
- Adult gaming centre premises licences
 - Betting premises licences
 - Bingo premises licences
 - Family entertainment centre premises licences
 - Gaming Machine Permits
 - Temporary Use Notices
- 3.3 The review of the statement must take account of the Gambling Commission Guidance and be subject to statutory consultation with prescribed stakeholders including the holders of licences and the Police, as well as other stakeholders including representatives of gambling businesses, local residents, social services and child protection.
- 3.4 Under section 166(1) of the Act, a Licensing Authority can make a resolution not to issue casino licences for a period up to 3 years. This Council has previously made such a resolution which was subsequently reaffirmed since the Act commenced in 2007. Therefore, a decision on whether or not to reaffirm this resolution will be required and this should be before the commencement of the statutory consultation.

4. PROPOSED TIMETABLE FOR REVIEW

- 4.1 The table below provides an outline of the timetable for the implementation of the revised Statement.

Date(s)	Task
8 February 2018	Licensing Committee – present outline for review
June 2018	Present draft Policy for consultation to the Licensing Committee.
June 2018	Public consultation commences
*July 2018	Council considers ‘no casino’ resolution
September 2018	Consultation closes
October 2018	Licensing Committee consider consultation report, any subsequent amendments and commends the Policy to Cabinet/Council to adopt Policy.
October 2018	Cabinet recommends the Policy to Council for approval
October 2018	Policy adopted at meeting of the Council
December 2018	Notice of intent to publish the Policy appears in the Hackney Gazette (this is a statutory requirement)
December 2018	Policy published
31 January 2019	Effective date of Policy

*Subject to the recommendation made by the Licensing Committee

5. COMMENTS OF THE GROUP DIRECTOR OF FINANCE AND CORPORATE RESOURCES

This report requests that the Licensing Committee note the proposed approach to the review of the Gambling Statement of Principles. It also seeks the Committee’s view on whether to recommend to Council that the ‘no casino’ resolution remain for a further three years given the characteristics of the borough.

Costs will be incurred in reviewing the Statement including consultation costs relating to printing, publishing and placing notifications in the press. These costs will be met from within Business Regulation Service budgets.

6. COMMENTS OF THE DIRECTOR OF LEGAL

- 6.1 The requirement to have a Gambling Statement of Principles is set out in Section 349(1) of the Gambling Act 2005 ('the Act') and lasts for a three year period. The first Statement was approved at Full Council on 29 November 2006. The Licensing Authority is required by the Act to publish a revised Statement at least four weeks before it takes effect.
- 6.2 The Licensing Authority has a duty to consult on the statement with its statutory consultees under section 349(3) of the Act.
- 6.3 Approving the statement is a shared function and as such cannot be the sole responsibility of the Executive. Therefore, both the Executive and Council must decide whether to adopt the proposed statement as set out in The Local Authorities (Functions and Responsibilities) (Amendment (England) Regulations 2006).
- 6.4 After adopting the revised statement the Council will still need to publish a statutory notice of intent in the local press at least four weeks before the statement takes effect.
- 6.5 Section 166 of the Act requires the Council to include in its statement any resolution passed not to issue a casino premises licence. In passing such a resolution the authority may take into account any principle or matter, not just the gambling licensing objectives.
- 6.6 Section 153 of the Act states that any 'no casino' resolution must be approved by Council.

APPENDICES

N/A

EXEMPT

Not applicable.

BACKGROUND PAPERS

Not applicable

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