

# Statement of Licensing Policy 2023-2027

Licensing Act 2003

## Foreword

We are proud that in Islington we can boast a fantastic and diverse range of businesses offering cinema, theatre, sports, live music and great food and drink, and we want to preserve and promote this rich cultural offering, welcoming applications that seek to safely enhance our day and night-time economy.

We also recognise the huge pressures on businesses, especially after Covid, and we firmly believe that licensed premises which are compliant and well-regulated; which are managed responsibly and fully adherent to the licensing objectives; which are run safely and inclusively and working in partnership with the council and the community, make a positive contribution to our Borough.

As a Labour-run Council, we are determined to ensure that fairness, inclusivity, accessibility and safety permeate throughout our policies and our borough, and we approach all applications through the prism of these principles and objectives, duty bound to promote the licensing objectives as we work towards a safer and more equal Islington.

Licensing makes a fundamental contribution to the way our communities develop, live, work and relax. Used correctly, licensing policy can contribute to a vibrant night-time economy, encourage tourism, boost the local economy, and contribute to shaping places where people want to live. Islington's current licensing policy has sought to achieve this, and we will continue to ensure that our licensing policy achieves this too.

Building a more equal Islington is central to our vision for this wonderfully diverse borough and an inclusive local economy, where everyone has access to well-paid and secure jobs, and feels safe and welcome and respected, is a key pillar of our ambition. As such, the Licensing Policy dovetails Islington's 2021 Strategic Plan for a more equal future for everyone and factors in the Plan's priorities to support "local jobs and businesses in a thriving local economy"; to foster "communities that feel safe, connected and inclusive", and to create "a cleaner, greener and healthier borough".

We have high expectations of our license applicants. Alcohol consumption is a major factor behind violent crime and disorder with serious consequences to victims, businesses and local communities. We are also painfully aware of the links between poor health and excessive alcohol consumption, and the occasional conflict between the needs of our business community and those of our residents who have a right to live peacefully within their homes and community.

So, we welcome applications that are aware of the Safer Islington Partnership's vision to make our borough a safer place, working with our communities and partners to reduce the risk of harm, increase community confidence and improve the quality of life for all.

We especially welcome applicants who actively promote women's safety and LGBTQ+ inclusivity, through adopting schemes such as Ask Angela, Ask for Clive or becoming a Safe Haven, and which work to eradicate hate crime and discrimination in all its ugly forms.

We are a London Living Wage employer and expect applicants to pay their staff the living wage, ensure they are well supported and trained, and assisted in safe travel especially at night. We are a Council determined to achieve net-zero carbon by 2030 and expect applicants to rigorously promote environmental protection. And we are a Council committed to the safety of all our residents, so expect applicants to demonstrate an active commitment to high standards of management and care as outlined in our Licensees' Charter.

At the same time, we recognise our shared legal duties to uphold the licensing objectives and to adhere to key legislation, including the prevention of immigration crime as set out in the Immigration Act (2016) and the Modern Slavery Act (2015), and we are committed to working in partnership to ensure a responsive licensing approach which strikes the right balance, supports the diversity of our borough and ensures that businesses can thrive while residents and visitors can enjoy what's on offer in a safe, inclusive and welcoming environment.

Cllr John Woolf

Executive Member for Community Safety

Cllr Angelo Weekes

Chair of Licensing Committee

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# Licensing Policy 2023-2027

## Licensing Act 2003

### INTRODUCTION

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

We currently have 1483 premises in Islington who are licensed to sell alcohol, provide entertainment such as live music, dancing, plays and film screenings, and sell food late at night / early in the morning. They vary in their offer, with excellent restaurants, live music and non-alcohol led venues as well as bars and clubs, all contributing to both the day, evening and night time economy.

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

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

In reviewing and updating our Licensing Policy, we have seen that alongside the many positive impacts of our night time economy, residents in some areas continue to suffer from nuisance generated by the late night economy and there are high levels of alcohol-related ill health and early deaths in Islington. Evidence shows alcohol consumption is a major factor behind violent crime and disorder in the borough with serious consequences to victims, businesses and local communities.

In 2013 we introduced area based cumulative impact policies and framework hours to manage the negative impacts of the night time economy on residents and public services. Our reviews of the Licensing Policy in 2017 and 2022 concluded that these policies had achieved their objectives and should be retained to ensure that the benefits that they had created were maintained, alongside giving guidance to applicants of the types of businesses that could be a positive addition in each area.

Through our Licensing Policy for 2023-2027 we believe we can build upon the success of the last nine years by extending and clarifying the guidance to applicants on the sort of applications that might be exceptions to the cumulative impact policy. We want to encourage and support applications that contribute to the day time and evening economy, especially those that will widen socialising opportunities to people visiting, working and living in the borough. This approach is consistent with not only our duty as a Licensing Authority to promote the four licensing objectives but also with the council's Islington Together vision to create a more equal Islington, where everyone who lives here has an equal chance to thrive.

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

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

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

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

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

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

## **LICENSING POLICY IN CONTEXT**

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

The number of people living in the borough is approximately 236,000 according to the Greater London Authority (GLA) and the Office for National Statistics (ONS) 2020. The figure was 206,000 in 2011. Many parts of the borough, which were previously exclusively commercial, have been developed into mixed-use hubs incorporating commercial and residential premises in very close proximity. The council is keen to preserve a diverse mix of premises through the borough and wants to work with businesses, residents and partners through its Licensing Policy to achieve this.

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

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

The council recognises that the licensed economy employs a lot of local people and is an excellent route into a career in the hospitality industry. It is also an industry where there is sometimes poor pay and job security. The council offers services to support both residents into good work, but also with employers to help them achieve accreditations such as becoming a Living Wage Employer. Working with the GLA, the council is also examining how we can support night-time workers, including addressing safety concerns both in and after work.

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

## **SAFER ISLINGTON PARTNERSHIP**

The Safer Islington Partnership (SIP) is the body that co-ordinates work on crime reduction and community safety in Islington. It brings together all relevant services and agencies working to reducing crime and disorder in the borough. The partnership decides on local priorities for tackling crime and anti-social behaviour and develops plans and strategies in response. The current priorities for the partnership includes violence against women and girls and antisocial behaviour.

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

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

## **OPERATION NIGHTSAFE**

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

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

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

This is achieved by funding:

- a police sergeant and one police constable to coordinate policing the night time economy including follow up enforcement activities
- a partner agency to provide a high visibility street based patrol service 4 nights per week with the capacity to aid licensed premises and members of the public in need
- additional activities and police resources to provide a safer night time economy

## DEVELOPMENT PLANNING

### Licensing Policy 1

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

1. The Planning Consent for a premise determines its use and the hours of operation. If this is not in place at the time the licensing application is heard, there may be a conflict between the two and the applicant will be required to comply with any planning consent granted. It is expected that the necessary planning consent will be in place to ensure that this conflict does not arise, and applicants receive a decision from the licensing process that they can immediately implement.
2. Applicants are advised that prior approval of a licence application is not generally held to be a material consideration when the council determines a planning application.
3. Where the closing time has been set as a condition of planning permission and it is different to the licensing hours, applicants must observe the earlier closing time. The granting of a licence by the licensing committee does not mean the applicant will not need to apply for planning permission. Premises operating without the necessary planning permission will be liable to formal enforcement action that could include but not be limited to prosecution under planning law.
4. Licensing activities will usually need to end before any hours granted through planning consents to ensure there is sufficient time for customers to leave the premises gradually to minimise impact on nearby residents.
5. The process of applying for a licence or varying an existing licence should not be a re-run of the planning process. Where premises have obtained planning permission prior to the submission of a licence application, the determination of the licence will focus on controls necessary to achieve the licensing objectives.
6. Objectors who are dissatisfied with the planning outcome may still make representations through the licensing process, but their representations will only be relevant where they relate to one or more of the following four licensing objectives:

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

7. The council's planning policies are set out in Islington's Development Plan which can be found on our website: <https://www.islington.gov.uk/planning/planningpol>

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

### **Licensing Policy 2**

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

- **whether the premises are located in an area of cumulative impact**
  - **the type of premises and their cumulative impact upon the area**
  - **and the mix of premises in the area**
  - **the location of the premises and character of the area**
  - **the proximity to residential properties**
  - **the views of responsible authorities**
  - **the potential impact on residents living in close proximity to the premises**
  - **past compliance history of current management**
  - **the proposed hours of operation**
  - **the type and numbers of customers likely to attend the premises**
  - **whether the applicant is able to demonstrate commitment to a high standard of management**
  - **the physical suitability of the building proposed for licensable activities, i.e., in terms of safety, access, noise control etc. including a building regulation completion certificate or final certificate where appropriate**
8. Islington has one of the highest densities of licensed premises in England and careful consideration will be given to the need to add to these numbers when applications are received. As there is often no delineation or separation between residential and commercial areas careful management is required to prevent conflict between the different uses.
9. Applicants should consider the general operating hours in Licensing Policies 5 and 6 and should not try to replicate later opening hours offered by other premises. The Licensing Authority will need to carefully balance the conflicting needs of residents, patrons and businesses in relation to the introduction of premises and flexible opening hours for the sale and supply of alcohol and late night refreshments.

## CUMULATIVE IMPACT POLICY AREAS

### Licensing Policy 3

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

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

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

10. Cumulative impact is concerned with the potential impact on the licensing objectives of a significant number of licensed premises concentrated in one area. As a borough with one of the highest concentrations of licensed venues in London, this is a significant issue for Islington. Whilst it could be argued that the whole of the borough meets the cumulative impact test, the Licensing Authority has identified six areas in the borough where the threshold for cumulative impact has been met.
11. The circumstances of each application will be considered on its merits and the Licensing Authority shall grant applications where the applicant has demonstrated that the operation of the premises will not add to the cumulative impact on one of more licensing objectives.
12. It must be stressed that the presumption created by this special policy does not relieve responsible authorities or other persons of the need to make a representation. If there are no representations, the licensing authority must grant the application in terms that are consistent with the operating schedule submitted.
13. Applicants will be expected to comprehensively demonstrate why a new or varied licence will not add to the cumulative impact. They are strongly advised to give consideration to mitigating potential cumulative impact issues when setting out steps they will take to promote the licensing objectives in their operating schedule.
14. As a general rule the Licensing Authority does not consider the following criteria as exceptional to the application of its cumulative impact policy:
  - premises will be well managed and run
  - premises will be constructed to a high standard
  - applicant operates similar premises elsewhere without complaint
  - similar premises operate in the area

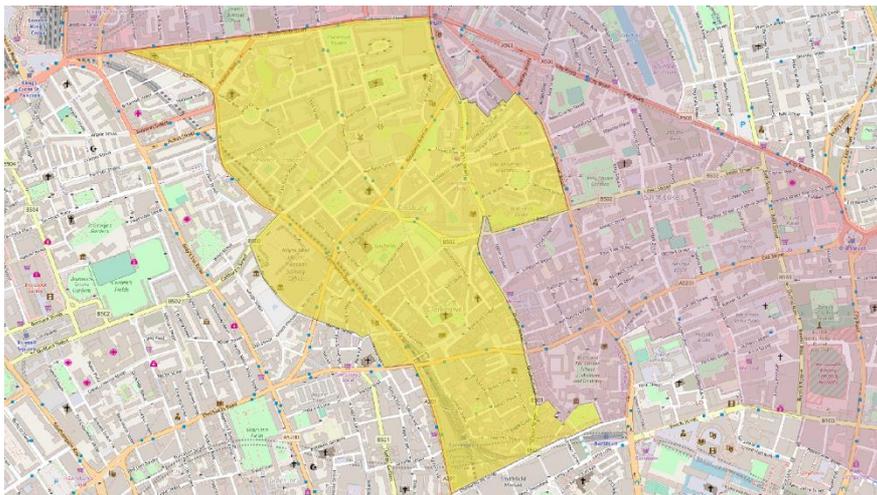
15. After receiving representations in relation to a new or variation application, the licensing authority will consider whether it would be justified in departing from this special policy in the light of the individual circumstances of the case. The impact of an application can be expected to be different for premises with different styles and characteristics. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine one or more of the licensing objectives and that conditions or restrictions would be an ineffective solution.

## **REVIEW OF CUMULATIVE IMPACT POLICIES**

16. In determining its draft Licensing Policy for 2023 - 2027 the Licensing Authority has reviewed its cumulative impact policies and is of the opinion that they have provided an invaluable mechanism for ensuring the promotion of the licensing objectives in Islington.
17. The 2022 cumulative impact policy review has indicated the underlying reasons for selecting areas for cumulative impact still exist, there remains a high concentration of licensed premises in specific parts of the borough and these areas continue to be hotspot areas for antisocial behaviour, crime, disorder, licensing complaints and ambulance callouts.
18. The Licensing Authority will publish the Cumulative Impact Policy Review alongside the draft Licensing Policy for 2023-27 to seek the views of business, residents, and their representative organisations over the proposal to retain the existing cumulative impact policies.

## **CLERKENWELL CUMULATIVE IMPACT AREA**

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



20. Clerkenwell supports a diverse and vibrant evening and night time economy and the Licensing Authority is committed to working with potential applicants and existing licence holders to ensure that licensed premises are well managed and any negative impacts on

local residents in terms of crime, disorder, nuisance and antisocial behaviour are minimised.

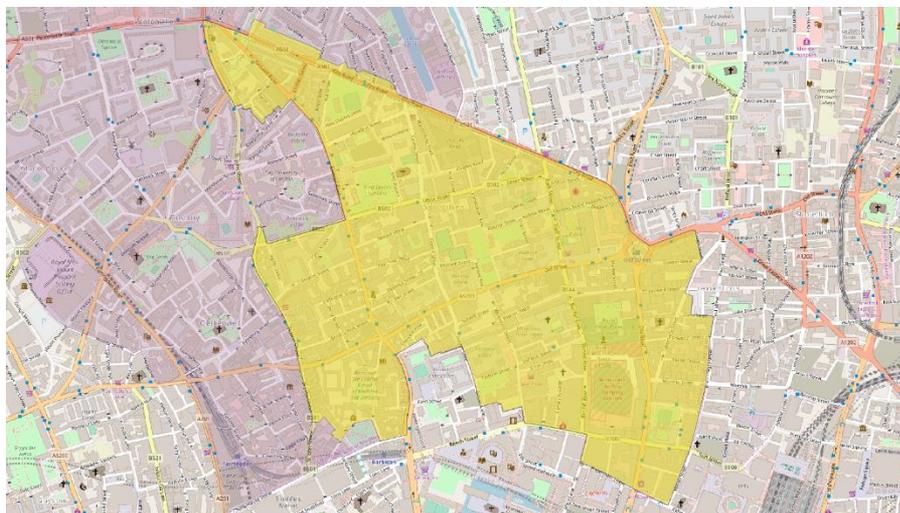
21. Businesses in Clerkenwell make a significant contribution to the economic prosperity of the borough through the provision of employment opportunities, the well-established creative industries hub and the distinct cultural, leisure and historical offer in the area which attracts local, national and international visitors alike.
22. The business sector has been expanding in Clerkenwell as Farringdon Station transforms into one of the most significant transport hubs in London bringing new business and leisure opportunities. The Licensing Authority wants to support applications from businesses that contribute to the wider cultural offer in the area and those that enhance the diversity of the evening economy.
23. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address local issues
24. The review of our Licensing Policy in 2022 confirms that the cumulative impact policy for Clerkenwell had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Clerkenwell.

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

25. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
  - a. The provision of mixed use or flexible premises that
    - i. Support the people visiting the area during the day
    - ii. encourage people to stay in the area after work
    - iii. encourage people staying in local hotels to socialise in the area
    - iv. support the wider cultural offer in the area
  - b. Premises that are not alcohol led
  - c. Premises with hours of operation consistent with framework hours
  - d. Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated venues
  - e. Premises that can demonstrate high standards of management with respect to preventing public nuisance associated with waste management & littering
  - f. Commitment from the premises licence holder to:
    - i. actively support Pubwatch through regular attendance and engagement at meetings
    - ii. implement the Operation Nightsafe Best Practice Standards

## BUNHILL CUMULATIVE IMPACT AREA

26. The map below shows the Bunhill Cumulative Impact Area:



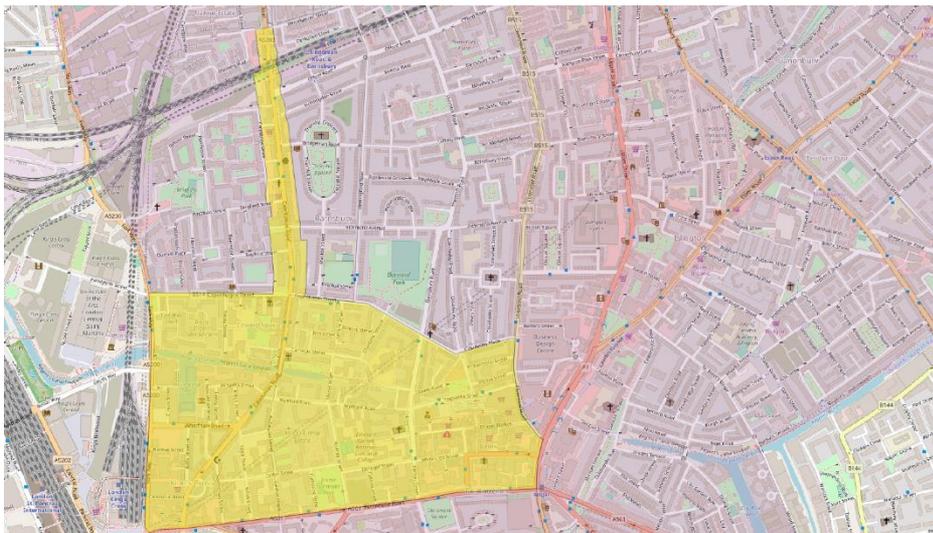
27. Tech City, a technology start up cluster at Old Street roundabout, and new major residential developments in the area and in neighbouring Hackney, has attracted more licensed venues to Bunhill to meet demand. This trend is likely to continue as more residential developments are built and the predicted long term impact of the redevelopment of Farringdon Station moves towards east London.
28. The Licensing Authority is committed to working with potential applicants and existing licence holders to establish a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
29. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- a. Adverse impacts associated with late night venues
  - b. Alcohol related antisocial behaviour
  - c. Minimise the opportunities for drinking in the street and preloading
30. The review of our Licensing Policy in 2022 confirms that the cumulative impact policy for Bunhill had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Bunhill.

## Possible exceptions to the Bunhill Cumulative Impact Policy

31. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a. The provision of mixed use or flexible premises that
    - support the people visiting the area during the day
    - encourage people to stay in the area after work
    - support the wider cultural offer in the area
  - b. Premises with hours of operation consistent with framework hours
  - c. Premises that can demonstrate high standards of management with respect to preventing public nuisance associated with waste management & littering
  - d. Commitment from the premises licence holder to
    - actively support Pubwatch through regular attendance and engagement at meetings
    - implement the Operation Nightsafe Best Practice Standards

## KINGS CROSS CUMULATIVE IMPACT AREA

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



33. King's Cross has undergone some radical changes in recent years as a result of redevelopment creating King's Cross Central across the border in Camden and Regent's Quarter in Islington.
34. These changes, as well as the proposed developments in the area, have already led to an increase in the numbers of licence applications and an associated increase in representations from residents and ward councillors citing problems with cumulative impact issues such as noise disturbance, drunken fights and crime due to intoxicated persons in the area.
35. Due to its proximity to Kings Cross station the area is regularly used by visitors to sporting and other large-scale events in London and whilst it is recognised that the overwhelming

majority of visitors are well behaved, a small minority are associated with public nuisance and crime and disorder and antisocial behaviour.

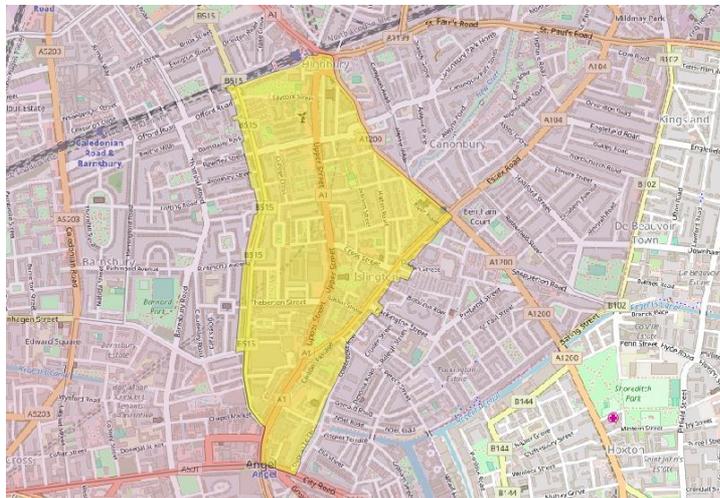
36. The Licensing Authority is committed to working with potential applicants and existing licence holders to maintain a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
37. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
  - Adverse impacts associated with late night venues
  - Alcohol related antisocial behaviour
  - Negative impacts associated with visitors attending large scale sporting and other events
38. The review of our Licensing Policy in 2022 confirms that the cumulative impact policy for Kings Cross had achieved its objective and that this policy should continue for a further 5 years.
39. Within the scope of the extended Kings Cross cumulative impact area, the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

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

40. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
  - Premises that are not alcohol led
  - Premises with hours of operation consistent with framework hours
  - Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated venues

## ANGEL AND UPPER STREET CUMULATIVE IMPACT AREA

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



42. Angel and Upper Street supports a diverse and vibrant evening and night time economy and the Licensing Authority is committed to working with potential applicants and existing licence holders to ensure that licensed premises are well managed and any negative impacts on local residents in terms of crime, disorder, nuisance and antisocial behaviour are minimised.
43. Licensed premises in Angel and Upper Street make a significant contribution to the to the reputation and economic prosperity of Islington. The area is renowned for being a vibrant place to live, work and socialise with a diverse evening economy characterised by a wide range of restaurants and cafes, pub and bars, live music venues, theatres, 2 cinemas and many interesting niche or independent shops.
44. Whilst many of the licensed venues operating in the area demonstrate high levels of commitment to providing safe and welcoming evening and night time environment the area continues to feature as alcohol related crime hotspot.
45. The Licensing Authority recognises that it has to balance the needs of businesses with public service and residents, and it will utilise its Licensing Policy to address these local issues:
  - a) the impact of all venues on local residents
  - b) alcohol related crime and violence
  - c) providing safe and secure venues, especially for women and young adults
46. The review of Licensing Policy in 2022 confirms that the cumulative impact policy for Angel and Upper Street had achieved its objective and that this policy should continue for a further 5 years

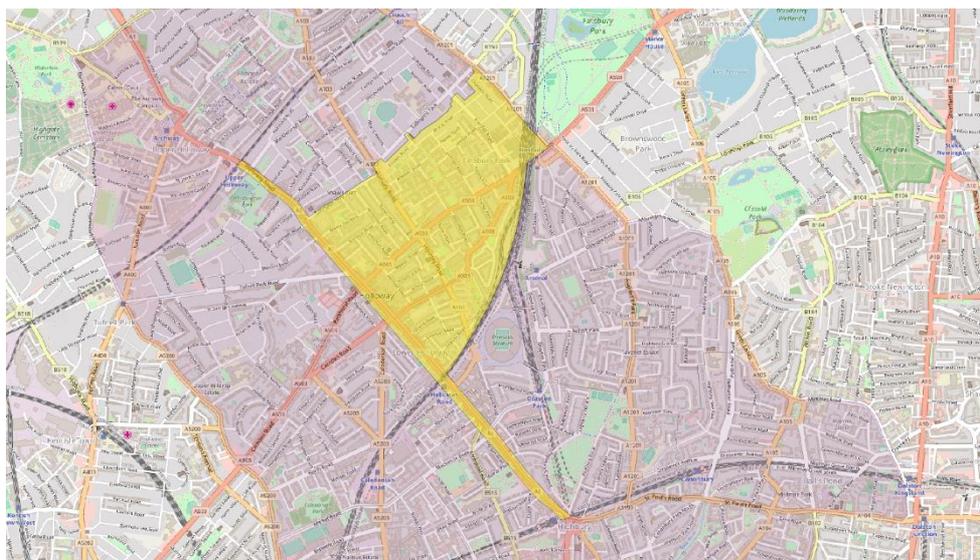
47. Within the scope of the Angel and Upper Street Cumulative Impact area, the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

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

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

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

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



50. This commercially busy area of Islington includes Holloway Road, Nags Head Town Centre and Finsbury Park.
51. Regeneration in Finsbury Park is attracting new businesses and the Licensing Authority is committed to supporting the development of a new grass roots live music hub in the area.
52. Whilst many licensed premises in the wider Holloway and Finsbury Park area are well managed, a combination of the economic viability of some businesses and the high turnover of proprietors continues to impact on management standards and licensed businesses operating in the area have made a disproportionate demand on the Licensing Authority's enforcement resources.

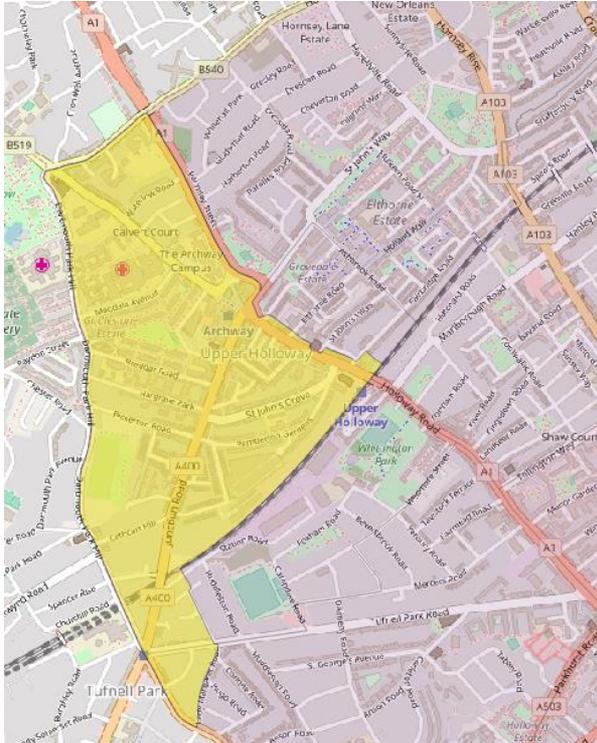
53. Licensing Authority is committed by working with potential applicants and existing licence holders to maintain a well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
54. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- a) Adverse impacts associated with the late night venues
  - b) Alcohol related antisocial behaviour, especially as a result drinking in the street
  - c) Negative impacts associated with visitors to large scale sporting and other events
55. The review of our Licensing Policy in 2022 confirms that the cumulative impact policy for Holloway and Finsbury Park had achieved its objective and that this policy should continue for a further 5 years.  
Within the scope of the Holloway and Finsbury Park cumulative impact area, the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative impact policy.

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

56. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a) Premises that are not alcohol led
  - b) Premises with hours of operation consistent with framework hours
  - c) Premises providing live music and other cultural activities
  - d) Premises implementing match and event day controls in Licensing Policy 15 where recommended by the Police or Licensing Authority

## ARCHWAY CUMULATIVE IMPACT AREA

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



58. One of the main issues of concern in the Archway Cumulative Impact area is the number of off licences operating in the area and the impact that widely available alcohol is having on local residents in terms of nuisance and antisocial behaviour, and public services dealing with alcohol related ambulance call outs and crime and disorder.
59. The area has a high concentrations of off licences and the area is home to Whittington Hospital, mental health facilities as well as a busy transport hub. These pressures contribute to cumulative impacts and the Licensing Authority response has been to maintain the cumulative impact policy for the area and to introduce bespoke framework hours for off licences in Archway.
60. To address the imbalance, the Licensing Authority wants to encourage applications that bring cultural opportunities for residents, and it is committed to working with potential applicants and existing licence holders to establish a diverse well-managed evening economy that meets residents and business needs whilst minimising any adverse impacts in terms of crime, disorder, nuisance and antisocial behaviour.
61. A secondary issue of concern is late night venues, including late night takeaways and the Licensing Authority will continue to apply its cumulative impact policies in relation to these types of application where representations are submitted by responsible authorities or residents.

62. The Licensing Authority recognises that it has to balance the needs of businesses with those of local residents and it will utilise its Licensing Policy to address these local issues:
- Adverse impacts associated with premises supplying alcohol for consumption off the premises
  - Alcohol related antisocial behaviour associated with drinking alcohol in the street
  - Lack of venues providing leisure and social activities
  - Negative impacts associated with late night venues
63. The review of our Licensing Policy in 2022 confirms that the cumulative impact policy for the Junction area of Archway had achieved its objective and that this policy should continue for a further 5 years however within the scope of this policy the Licensing Authority is able to give more detailed guidance on the sort of applications that could be considered to be an exception to the cumulative policy for Archway

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

64. Applications with comprehensive operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
- a) Premises that do not supply alcohol for consumption off the premises
  - b) Premises providing cultural activities
  - c) Premises supplying alcohol for consumption on the premises with robust arrangements to prevent vertical drinking, for example fully seated community pubs
  - d) Premises supplying alcohol operating to the following framework hours: Monday to Sunday 9 am to 11 pm

### **OFF SALES OF ALCOHOL FROM SHOPS AND OTHER PREMISES**

#### **Licensing Policy 4**

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

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

65. The Licensing Authority's cumulative impact and framework hours' policies have been successful in reducing negative impacts associated with late night supplies of alcohol. However, more needs to be done to deal with cumulative impacts arising from the supply of alcohol for consumption off the premises.
66. The number of off licences operating in the borough in most areas has reached the cumulative impact threshold and in areas where there is a successful evening and night

time economy off sales of alcohol is contributing to cumulative impacts as result of preloading.

67. Feedback from partners working in Public Health, Community Safety, the Emergency Services and Adult Social Care indicate that more had to be done to control the ease of access to alcohol in street drinking hotspots and areas visited by vulnerable people during the day and that night time economy off sales of alcohol were contributing to cumulative impacts as a result of preloading.
68. As a result, the Licensing Authority has adopted a special cumulative impact policy with respect to off sales of alcohol.
69. This special policy is not absolute. Each application will be considered on its merits and the Licensing Authority shall grant applications that are unlikely to add to the cumulative impact on the licensing objectives.
70. After receiving representations in relation to a new or variation application the licensing authority will consider whether it would be justified in departing from this special policy in the light of the individual circumstances of the case.
71. The impact of an application can be expected to be different for premises operating in different areas. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine one or more of the licensing objectives and that conditions or restrictions would be an ineffective solution.

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

72. Applications with robust operating schedules that meet all the following criteria may be able to demonstrate that there will be no negative cumulative impact on one or more of the licensing objectives:
  - a) Specialist premises selling alcohol ancillary to main activity of business e.g., florist providing champagne with flowers, cheese shop selling wine to accompany cheese
  - b) Premises that can demonstrate that the risk of alcohol purchased from the premises being consumed on the street is minimal due to the nature and type of alcohol being sold
  - c) Premises that are not in the vicinity of schools, drug and alcohol rehabilitation, wet or dry centres, mental health establishments nor street population hotspots
  - d) Premises outside the area based cumulative impact areas
73. Applicants and licence holders are expected to demonstrate high standards of management through their operating schedules including details of:
  - Competency arrangements for staff and managers
  - Documented induction and refresher training (refresh every 12 months)
  - Challenge 25 or similar schemes
  - Refusal procedures
  - Procedures in place to prevent the sale of illicit alcohol

- Policies restricting, or preventing, the sale of high strength beer, lager and cider, single cans and miniatures
- No stocking of drug paraphernalia
- Limiting the off sale of alcohol by delivery by linking to food or a minimum spend on food
- Arrangements for communicating with staff and customers

## LICENSING HOURS

### Licensing Policy 5

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

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

74. The Licensing Authority supports the principle of flexibility in its approach to licensing hours and will consider the merits of each individual application however it is mindful that Islington has become saturated with late night premises selling alcohol and it is concerned about the cumulative impact that the proliferation of late night venues and retailers in the borough is having on the promotion of the licensing objectives.
75. The Licensing Authority is mindful of the argument that in some situations, longer licensing hours for the sale of alcohol can help to minimise the impact of large concentrations of customers leaving premises simultaneously. In Islington, many licensed premises are already open into the early hours of the morning, and this has contributed to the development of a thriving evening and night-time economy.
76. Balanced against this is the evidence in Islington that extended opening hours has seen increased levels of crime and anti-social behaviour such as noise and disturbance to local residents living near licensed premises, fast food outlets, bus stops, train and underground stations that continues through the early hours of the morning.
77. Later opening hours can also impact on the response times for the Police, Fire and Ambulance Service as peak demand for their services extends across the night and early hours of the morning, correlating with the increase in late opening. The number of late night premises is now at a level where to allow more would adversely impact on this balance.

### Licensing policy 6

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

<b>Public Houses and Bars</b>	<b>Sunday to Thursday</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>
<b>Nightclubs</b>	<b>Sunday to Thursday</b>	<b>8am to 1am the following day</b>
	<b>Friday and Saturday</b>	<b>8am to 2am the following day</b>
<b>Restaurants Cafes &amp; Coffee Shops</b>	<b>Sunday to Thursday</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>
<b>Hot food and drink supplied by takeaways &amp; fast food premises</b>	<b>Sunday to Thursdays</b>	<b>11pm to midnight</b>
	<b>Friday and Saturday</b>	<b>11pm to 1am the following morning</b>
<b>Off Licences</b>	<b>Monday to Sundays</b>	<b>8am to 11pm</b>
<b>Hotels - residents only</b>	<b>Monday to Sundays</b>	<b>24 hours sale of alcohol</b>
<b>Hotels- guests and non-residents</b>	<b>Sunday to Thursdays</b>	<b>8am to 11pm</b>
	<b>Friday and Saturday</b>	<b>8am to midnight</b>
<b>Premises selling alcohol for consumption off the premises in close proximity to or in high risk areas</b>	<b>Monday to Sunday</b>	<b>10am to 11pm</b>

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

- there are considerable levels of street drinking or partners are reporting having to attend a number of alcohol related incidents
- in close proximity to local hospitals, drug and alcohol services or mental health services

- in close proximity to vulnerable young people's services (such as children and young people's drug and alcohol services, CAMHS, young persons supported accommodation, pupil referral units)
  - there is particularly vulnerable adult supported accommodation (accommodation for individuals who continue to drink or where there are more than 10 residents).
79. The above hours are intended to guide applicants on the Licensing Authority's expectations when preparing their Operating Schedules. The above hours are not pre-determined and each application will be considered on its merit. In some situations, local issues may indicate that shorter licensing hours are appropriate to promote the licensing objectives.
80. Applicants for premises licences falling outside the above hours are expected to fully explain in their operating schedule the arrangements that they will put in place, to ensure that the premises will not add to the impact late night premises may have on the local community. Operating schedules with insufficient detail are more likely to be refused, attract limitations in hours, or have conditions imposed on them by the Licensing Authority.
81. For applications within the above hours, there is no presumption that the application will automatically be granted in all cases where relevant representations are made.
82. Furthermore, the Licensing Authority considers that the possibility of disturbance to residents is more likely to occur at night and in the early hours of the morning and despite the best efforts of businesses to manage the dispersal of patrons it can be very difficult to eliminate any such disturbance to residents when patrons have left the vicinity of a licensed premises.
83. Applicants and licence holders who wish to provide licensable activities outside the hours specified above should ensure that the operating schedule specifies detailed measures to mitigate against crime, disorder and public nuisance taking into account:
- the location of the premises and the character of the area in which they are situated
  - the proposed hours during which licensable activities will take place
  - the adequacy of the applicant's proposals to prevent crime and disorder and prevent public nuisance
  - whether customers have access to public transport when arriving at or leaving the premises
  - the proximity of the premises to other licensed premises in the vicinity and the hours of operation of those other premises policies and proposals for the orderly dispersal of customers.

## THE OPERATING SCHEDULE

### Licensing Policy 7

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

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

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

84. The operating schedule must include all information necessary to enable the Licensing Authority, responsible authorities or other persons to assess whether the steps outlined for the promotion of the licensing objectives are satisfactory. This will mean that applicants will need to complete their own detailed risk assessments on their businesses prior to completing their operating schedule.
85. Where the operating schedule does not provide enough details, there is an increased likelihood that representations will be made and that the Licensing Committee hearing the application will have insufficient information to satisfy itself that the application will promote the licensing objectives.
86. Applicants are reminded that the late submission of additional written evidence to support an operating schedule should be submitted at least 2 clear working days prior to the Licensing Committee hearing to allow the Licensing Committee and any responsible authority or residents making representations to consider the new information before the start of the hearing.
87. Any proposed changes to the operating schedule must be notified to the Licensing Authority and depending on the nature of the changes proposed, the Licensing Authority may require a new premises licence application or the submission of an application to vary the existing licence.
88. The Licensing Authority will expect the operating schedule for a Shadow Licence to contain bespoke arrangements to promote the licensing objectives when the shadow licence is bought into effect including:
- a. Written notification to the Licensing Authority
  - b. The arrangements for appointing an experienced and competent management team
  - c. The process to be followed in the event of the existing licensed being suspended or revoked
  - d. Communication arrangements with the existing premises licence holder
89. A shadow licence is the term used to describe a second or subsequent licence for premises where a licence already exists and the shadow licence may replicate the licensable activities, hours and conditions of an existing licence or it may differ in some or all respects.

90. The holder of the shadow licence could be the freeholder of the premises, the existing premises licence holder or any other person but the existence of two licences for the same premises may lead to confusion as to which licence is being used at the premises at any given time. If an existing licence is revoked, suspended or lapses the holder of the shadow licence can bring the shadow licence into immediate effect and continue providing licensable activities at the premises.

## **MANAGEMENT STANDARDS**

### **Licensing Policy 8**

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

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

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

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

## **EQUALITY AND INCLUSION IN LICENSED PREMISES**

### **Licensing Policy 9**

**Applicants are encouraged to provide evidence as to how they will promote equality and inclusion. Where relevant and appropriate, the licensing authority will take such evidence into account and give it due weight in the licensing process.**

92. Islington has a diverse resident and visitor population and that is reflected in the wide range of successful licensed business in the area, offering multi-cultural food and entertainment and accessible venues. In our role as the licensing authority, we aim to

encourage applicants to promote diversity, accessibility and including to provision of accessible facilities such as community toilets, whilst fulfilling their legal obligations under the Equality legislation.

93. When designing new premises the provision of toilet facilities should reflect the diverse range of needs of customers and staff so that everyone has access to facilities that they feel comfortable with including a mixture of sex specific and gender neutral toilets. Where gender neutral toilets are provided they should have floor to ceiling partitions with the provision of hand washing and sanitary hygiene facilities. There should also be consideration of the ratio of female toilets to minimise queuing.
94. In certain cases, the requirement to promote equality and diversity will directly engage the licensing objectives. In others, an applicant's evidenced commitment to promoting equality and diversity may signify a high standard of corporate social responsibility. This may help to demonstrate that they can also be trusted to promote the licensing objectives. As such, applicants are encouraged to provide evidence as to how they will promote equality and diversity. Where relevant and appropriate, the licensing authority will take such evidence into account and give due weight in the licensing process.

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

### **Licensing Policy 10**

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

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

## **CULTURAL VENUES**

### **Licensing Policy 11**

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

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

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

### **Licensing policy 12**

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

- **Participation in local Pubwatch**
- **Operation Nightsafe – Best Practice for Managing Late Night Venues and Premises**
- **Islington's Licensees Charter**

### **PUBWATCH**

101. The borough-wide pubwatch network encourages licensees to work together to promote the licensing objectives in their premises by providing a forum for sharing information, disseminating best practice and meeting with representatives of the licensing authority, the police and other responsible authorities.
102. The Licensing Authority encourages all licensees to actively participate in their local pubwatch scheme and it will support the development of more schemes where there is a demand.

## **OPERATION NIGHTSAFE BEST PRACTICE**

103. The Licensing Authority and the Police have developed an accreditation scheme for businesses operating in the night time economy to recognise high standards of management. All licensed businesses are eligible to apply and those who meet the standard and are eligible for the late night levy, will also receive a reduction of 30% to their fee.

## **ISLINGTON'S LICENSEE'S CHARTER**

104. The Licensee's Charter is designed to create venues that are safe and secure for customers whilst respecting the rights of residents living nearby. The Licensing Authority is keen to for all licensed premises to support the charter and commit to:

- a. Providing safe, secure inclusive venues and premises
- b. Respecting local neighbours and encouraging customers to do likewise
- c. Providing high standards of management both inside and outside the premises
- d. Investing in staff training to support the Charter' objectives
- e. Supporting initiatives that that contribute to net zero carbon

## **TRAINING AND BRIEFING SESSIONS**

105. From time to time the Licensing Authority and the Police arranges training and briefing sessions to assist premises licence holders with their responsibilities to operate safe and compliant businesses. Recent examples include Selling Age Restricted Products, Counter Terrorism Awareness, Managing a Live Music Venue, Welfare and Vulnerability Engagement (WAVE). Licence holders are encouraged to attend these events so that best practice can be widely disseminated.

## **TEMPORARY EVENT NOTICES**

### **Licensing Policy 13**

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

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

106. Most temporary event notice applications are accepted by the Licensing Authority as requested. Where an objection notice is received from the responsible authorities (Police or Environmental Health), the Licensing Authority will hold a hearing to consider the objection (unless all parties agree that this is unnecessary). If the Licensing Authority decides that the event would undermine the licensing objectives and should not take place, a counter notice will be served.
107. The Licensing Authority expects anyone submitting a temporary event notice to consider the concerns of the responsible authorities and to implement appropriate measures to mitigate against the risk of the event undermining the licensing objectives.
108. Whilst the Licensing Act 2003 prescribes minimum timescales for temporary event notices, events requiring an event management plan, noise management plan or those that fall within that of an event that needs to be presented to a Safety Advisory Group meeting will require a longer lead in time.

## **RISK ASSESSMENTS**

### **Licensing Policy 14**

**The Licensing Authority expects all applicants, premises licence holders and people submitting temporary event notices to undertake a comprehensive risk assessment to ensure that the four licensing objectives are considered and appropriate control measures put in place to promote the licensing objectives.**

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

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

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

<https://www.islington.gov.uk/libraries-arts-and-heritage/arts/events-funding-and-space/organising-an-event/guides-insurance-and-risk-assessment> and  
<http://www.hse.gov.uk/event-safety/running.htm>

110. For externally promoted events, licensees are encouraged to conduct risk assessments for each externally promoted event. Premises licence holders are encouraged to link in with Safer Sounds through the “Safer Business Network” which can be found at <https://www.saferounds.org.uk>

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

### **Licensing Policy 15**

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

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

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

- A designated outside drinking area
- A specified time for outdoor areas to be clear
- Measures in place to monitor and supervise customers in outside drinking areas
- The use of CCTV
- Door supervisors
- Operational policies underpinned by staff training and management support
- Refrain from selling high strength alcohol
- Preventing pavement obstructions
- ID scanning
- Search procedures and systems in place for confiscated alcohol or weapons

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

111. Applicants and licence holders are expected to work with the Licensing Authority and Police to minimise the risk of alcohol induced crime, disorder and antisocial behaviour. Where localised problems exist, licence holders are expected to implement additional robust measures to minimise adverse impacts on residents and public services.

112. Where appropriate the Licensing Authority will consider imposing controls on products sold where representations indicate localised problems. This provision could include banning the sale of super strength beer, lager and cider in premises or banning specific promotions, as part of a package of measures to deal with problems associated with drinking in the street.

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

### **Licensing Policy 16**

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

- **Refrain from selling alcohol until 11 am on Monday to Saturday and midday on Sunday, unless otherwise agreed with the police.**
- **Manage patrons drinking outside the premises in designated areas using registered door supervisors.**
- **Employ senior staff and registered door supervisors on high risk match and event days.**
- **For 4 hours before advertised start of the match or event and until 1 hour after the match or event finishes to only sell alcohol in plastic containers, except in indoor areas set aside for the consumption of food by table service i.e. in restaurants and areas set aside from a main bar in public houses for the primary consumption of food.**
- **To not support the consumption of alcohol in glass containers on the public highway including any dedicated authorised tables and chairs licence.**

113. The above restrictions apply to all shops, off licence, pubs, bars and restaurants that may attract football supporters at any designated match at Emirates Stadium or people attending large-scale events at the Emirates Stadium or elsewhere in the Borough and Finsbury Park. A large-scale event is defined as an event with an expected capacity more than 10,000. Licensees can check with Police and Licensing Officers on what is classified as high risk matches and events.

114. The Licensing Authority has specific concerns about the consumption of alcohol in public places on these occasions and the potential that this has on residents and public services, in terms of alcohol induced disorder and anti-social behaviour, increased litter, and the necessity for Police or Local Authority intervention. Premises licence holders are also expected to not knowingly sell alcohol to persons where the licence holder suspects it will be consumed on the public highway or adjacent public spaces.

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

### **Licensing Policy 17**

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

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

- **local needs dictate**

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

115. Evidence indicates that most incidents with lacerations from glass occurring inside licensed premises are accidents. However, some are malicious and cause horrific injuries and lifetime scarring. In recent years there have been several high profile cases where people have suffered serious injuries resulting from glass attacks.

116. Outside premises, glass containers, as well as being potential weapons, add to street debris, pose risks to street cleaners and pedestrians and generally undermine the objective to minimise public nuisance.

117. The Licensing Authority believes that the use of safer alternatives to glass will help promote public safety and the prevention of crime and disorder in licensed venues.

118. The Licensing Authority will consider the nature of the venue when considering imposing conditions restricting the use of glass, including the uses of bottled drinks. Considerations will include:

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

## **ILLICIT GOODS**

### **Licensing Policy 18**

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

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

119. The Licensing Authority expects applicants and premises licence holders to have procedures in place to prevent the possession or sale of illicit alcohol and tobacco, including training of all staff and a system to ensure that all alcohol and tobacco can be traced (e.g., by invoices) directly to the supplier. This paperwork should be retained and made available to officers when requested.

120. The Licensing Authority expects licence holders to take advantage of any training offered by the Trading Standards service, which covers sale of illicit goods and under age sales amongst other subjects.

## **DRUG POLICIES**

### **Licensing Policy 19**

**The Licensing Authority is committed to ensuring that, where appropriate, the design and management of licensed venues maximises the safety of customers, performers and staff. The Licensing Authority will normally expect the submission of a drug policy as part of the operating schedule for applications for new premises licences and for variations to existing licences for night clubs and similar premises.**

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

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

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

## **SAFER TRAVEL AT NIGHT**

### **Licensing Policy 20**

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

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

**Appropriate arrangements may include:**

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

### **customers and staff**

- **proposals deterring illegal mini cabs touting for business outside the venue**
- **appropriate staff training programme, including advice on safe travel to and from work.**

122. Applicants for new licences and those wishing to increase their operational hours, or the capacity of their premises will need to demonstrate that due consideration has been given to arrangements for the quick, safe and quiet dispersal of customers from their venues. This may include additional measures for premises located in or near Low Traffic Neighbourhoods. The emphasis should be on promoting public transport, taxis and licensed mini cabs as car parking facilities are limited and experience indicates that customers parking cars in residential areas often create noise and interrupts the sleep of residents
123. The Licensing Authority is concerned about the impact of mini cabs waiting outside licensed premise on nearby residents and the nuisance and safety issues arising from unlicensed mini cabs touting for business outside venues. It expects licensees to proactively manage the demand for taxis and mini cabs and to minimise their impact on residents. It also expects applicants and licence holder to implement measures to support enforcement agencies dealing with illegal mini cabs.
124. For staff working beyond midnight the Licensing Authority expects applicants to adopt a safe transport home policy, which might include free transport for staff to return safely home or individual risk assessments to identify the availability of transport options and potential hazards.

## **SAFE AND SECURE LICENSED VENUES**

### **Licensing Policy 21**

**In determining applications for pubs, clubs and bars the Licensing Authority will expect the applicant to explain its approach to creating a safe and secure environment for everyone, including adoption of schemes supporting safeguarding of women, LGBTQ+ and vulnerable customers and the protection of young adults in licensed venues.**

125. Whilst aiming to create a safe and secure environment for everyone working and socialising in in pubs, clubs and bars, the Licensing Authority encourages applicants and premises licence holders to consider arrangements that could be put in place to manage the risk of harassment of women, such as “Ask for Angela” scheme and WAVE training (Welfare and Vulnerable Engagement) and to protect LGBTQ+ customers and young adults.
126. Applicants and licence holders for these types of venues should include these safeguarding measures in their operating policies and are encouraged to consider adopting the following measures to help prevent and reduce violent crime linked to the night time economy, to prevent and reduce sexual offences, reduce preventable injury linked to alcohol and drug use in the licensed economy and reduce opportunities for criminal activity and anti-social behaviour in licensed premises by:

- Promoting 'Ask Angela'
- Promoting 'Ask Clive'
- Signing up to the Women's Night Safety Charter
- Signing up to 'Good Night Out'
- Signing up to be a "Safe Haven"
- Displaying posters which discourage harassment and hate crime and encourage reporting to staff/managers
- Taking every report seriously with appropriate action
- Taking steps to support people who report sexual harassment, assault and drink spiking
- Training and supporting staff to implement venue policies
- ensure vulnerable customers leave the venue safely
- Use ID scanners at venues
- Conduct risk assessments for each externally promoted event. Consideration to be given to linking in with Safer Sounds through the 'Safer Business Network'. <https://www.saferounds.org.uk>
- Adopt a Standard Operating Procedure (SOP) for every medical emergency that requires an ambulance to be called to the venue.

127. Where appropriate premises applicants should consider the risk of drink spiking and have policies and procedures in place to prevent spiking and provide welfare support for customers who report that they have been the victim of spiking. Measures will include:

- Acting upon all reports, and alleged reports, of spiking, recording details and reporting to the police.
- Providing appropriate health, safety and welfare for customers
- Training staff and security teams on procedures
- Having procedures in place for searching, checking toilets and chillout and other quiet spaces
- Good CCTV coverage throughout the premises

## **PUBLIC NUISANCE**

### **Licensing Policy 22**

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

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

- **amplified sound:** noise from music/films etc. played on the premises and or in external areas.
- **deliveries from the premises:** particularly early morning, late night, weekends and bank holidays, and with a focus on delivery vehicle noise including idling engines and noise from delivery riders/drivers.
- **deliveries to the premises:** particularly early morning, late night, weekends, and bank holidays, and with a focus on delivery vehicle noise including idling engines and noise from delivery riders/drivers.
- **flyposting:** unauthorised posting of posters / advertisements etc.
- **highways and pavement obstructions:** minimise obstruction by customers blocking footpaths when eating, drinking and smoking near to the premises or by furniture/signs etc.
- **light pollution:** unshielded lighting, lighting directed at neighbouring properties, excessive lighting
- **litter and waste:** litter and waste generated by the carrying out of licensable activities, for example, food wrappers and cigarette butts.
- **noise from patrons:** for instance:
  - patrons queuing to enter the premises.
  - patrons eating, drinking or smoking in external areas.
  - patrons dispersing from the premises late at night.
  - car horns/car radios/slamming of car doors late at night.
  - general drunken behaviour and shouting etc.
- **odour, smells and smoke:** smell nuisance from ventilation ducting and kitchen extractors. Also, smoke from wood and charcoal equipment etc.
- **plant and machinery noise:** including air conditioning units, refrigeration units and kitchen extractors etc.
- **street fouling and urinating in public:** urination and the fouling of pavements and doorways through vomiting etc.
- **waste and other collections:** particularly early morning and late night, weekends and bank holidays, clearing up and collection of waste and particularly of glass.
- **recycling facilities:** storage of waste such as glass and bottles etc.

Public nuisance can apply to a wide range of activities that prevent residents, members of the public or other businesses carrying out their normal activities or that cause the council to have to take remedial action. The Licensing Authority expects applicants and premises licences holders to implement measures to minimise public nuisance associated with, but not exclusive to the above.

## **NOISE ASSOCIATED WITH LICENSABLE ACTIVITIES**

### **Licensing Policy 23**

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

128. The London Borough of Islington receives a considerable number of complaints about antisocial behaviour and noise and the expansion of the night-time economy has increased noise within urban settings above the national average. It is in the context of these trends that noise disturbance from licensed premises will be considered by the Licensing Authority. The Licensing Authority will seek to balance the protection of residents from undue disturbance against noise and the activity that is the natural by-product of people going about their business, entertainment or leisure.
129. The Licensing Authority expects that premises intended for the provision of noise-generating licensable activities are acoustically controlled and engineered to a degree whereby the noise from the premises when compared to the ambient noise level will not cause undue disturbance. The Licensing Authority recognises specific difficulties associated with other premises structurally linked to would-be licensed premises and the limit of sound insulation performance that can be achieved. In some circumstances, licensed premises with amplified music above the volume level of acoustic musical instruments adjoining residential properties may not be appropriate. The Council has guidance on this matter that can be made available 'Technical advice for Consultants on sound insulation and noise control criteria for entertainment licensed premises'.
130. The council expect developers building new residential premises in close proximity to licensed premises to implement the 'agent of change' principle by incorporating a high standards of mitigation measures into the design and construction of residential properties to protect future residents from nuisance from licensed venues.
131. There are exemptions for live and recorded music from being licensable activities in certain circumstances. Licensees and applicants must recognise that these activities may still give rise to noise nuisance and be aware of remedies available to the Council should noise nuisance be established. Licensees should work in partnership with the relevant officers to avoid the need for enforcement action to abate noise nuisance once informed of any issues.
132. Where the Licensing Authority receives representations or a review application in

relation to deregulated entertainments it will seek to impose restrictions or conditions that are appropriate for preventing noise nuisance. Licensees should be aware that the Licensing Authority can apply to have a deregulation removed by means of review of the premises licence.

133. Potential noise or odour relating to extraction units should be considered as part of the operating schedule particularly if late night refreshment is part of the licensable activity applied for.
134. Potential noise relating to deliveries from the premises should be considered as part of the operating schedule particularly if late night refreshment is part of the licensable activity applied for.

## **NOISE FROM DELIVERIES TO THE PREMISES**

### **Licensing Policy 24**

**Noise from delivery vehicles is a large source of complaints and could potentially result in a public nuisance. Licence holders and applicants are encouraged to consider whether early morning deliveries to and from their premises could potentially result in a public nuisance and to introduce measures, such as quiet delivery processes, to minimise the impact where appropriate. The Licensing Authority recognises that refuse collection and delivery times can sometimes be outside the control of the premises licence holder but encourages the appointment of contractors who can carry out collections and deliveries during normal hours of work and outside the night time hours of 23:00 to 07:00. Collection and disposal of bottles and other waste glass should be avoided during the above hours. Where deliveries can only be made at night, applicants are expected to identify appropriate arrangements for quiet deliveries.**

135. Licence holders and applicants are encouraged to consider whether early morning or overnight deliveries to and collections from their premises could potentially disturb residents in the vicinity resulting in public nuisance. It is recommended that licensees and applicants consider this aspect of their business and introduce measures to minimise noise impact of their activities during night-time hours that according to the World Health Organisation should be a period of 8 hours between 23:00 – 07:00 local time.
136. Applicants should consider suitable provision for refuse storage, recycling facilities and other waste inside premises in order to facilitate daytime collections. Waste and materials for recycling should not be stored on the public highway.
137. Where representations are received from local residents in the vicinity of licensed premises stating they are being disturbed by early morning or night time collections and deliveries, the applicant or premises licence holder will be requested to renegotiate different times outside the night time period with their contractors and to liaise with local residents where appropriate to seek agreements on acceptable hours. In the event that informal agreements cannot be reached, the appropriate Responsible Authority may seek to impose delivery and collection times as conditions on premises licences by means of review of the premises licence where they do not already exist.

## **NOISE RELATING TO DELIVERIES FROM THE PREMISES**

### **Licensing Policy 25**

**Licence holders and applicants are expected to consider quiet collection and delivery to of licensable goods when conducting late night deliveries. Noise from delivery vehicles is a large source of complaints and could potentially result in a public nuisance.**

**Licence holders and applicants need to introduce measures to minimise the impact, particularly of vehicle noise. The Licensing Authority recognises that deliveries from the licensed premises can sometimes be outside the control of the premises licence holder but usually expects the appointment of contractors who can carry out collections and deliveries using non-internal combustion engine vehicles.**

138. Whilst each premises is different and unique, there are several sources of noise and nuisance noise complaints that are common to many premises with a delivery service. Any operating schedule for a premises with a delivery service should address potential nuisances such as:

- Noise from delivery vehicles
- Noise from drivers/riders awaiting pickup
- Noise from the delivery

139. All proposals for a delivery from the premises service are required show that 'quiet' vehicles (such as electric vehicles and bicycles, cargo bikes etc.) will be used unless there are exceptional reasons why this is not possible. Applicants will be asked to justify why they would be unable to use quiet vehicles and produce a plan for their introduction#

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

### **Licensing Policy 26**

**The Licensing Authority recognises that where gardens, tables and chairs outside are provided for smoking, drinking or eating, users can potentially cause a nuisance. Outdoor tables and chairs have become an integral part of many licensed premises operations and, where appropriate, can contribute to a vibrant public realm but will be determined on a case-by-case basis. Where smoking, eating and drinking takes place outside the Licensing Authority expects applicants to provide comprehensive details in their operating schedule on:**

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

## smoking areas

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

140. The provision of tables and chairs outside the premises, either on the highway or on private land, and the provision of beer gardens, can enhance the attractiveness of the venue. It can have the benefit of encouraging a continental style café culture and family friendly venues.
141. Late at night, tables and chairs and beer gardens can cause significant public nuisance to residents whose homes overlook these areas. In some premises these facilities can encourage patrons and passers-by to loiter rather than disperse and in many cases, noise control measures are not feasible.
142. The use of such areas, especially pavements, should take account of potential access issues for people with disabilities and the safe use of wheelchairs and other access equipment.
143. The placing of items such as tables, chairs and barriers on or adjacent to the highway needs to be licensed by the Council's Street Trading Team and applicants will usually be expected to hold that licence when their application is made or prior to using the external area.
144. Whilst each premises is different and unique, there are several sources of noise and nuisance complaints that are common to many premises with outside areas. Any operating schedule for a premises with an outdoor area should address potential nuisances such as:
- Noise from patrons
  - Noise from furniture/other equipment
  - Noise from sound systems/speakers
  - Time of day/night that the area is to be used for and the different activities that are planned to occur in the area.

## DISPERSAL POLICIES

### Licensing Policy 27

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

145. The general principle will be that the carrying on of licensable activities at premises should cease some time before the end of the operational hours granted by

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

146. Premises should have a Dispersal Policy in place to ensure minimum disruption to residents, using staff and door security outside the premises, directing customers in an orderly manner away from the premises and remaining outside until all customers have left the vicinity.

## **ENVIRONMENTAL BEST PRACTICE IN LICENSED PREMISES**

### **Licensing Policy 28**

**Applicants are encouraged to provide evidence as to how they will promote environmental protection.**

147. Islington has declared a climate emergency and is working to make Islington net zero in terms of carbon by 2030.

148. Licensees are encouraged to join the council in working towards net zero carbon by:

- Reducing energy usage and switching to green energy suppliers
- Reducing food wastage and train staff in good practices
- When choosing takeout and delivery containers, opt for compostable materials
- Reducing all types of waste and maximising recycling
- Reducing use of internal combustion engines and switching to bikes or electric vehicles where they continue to be needed
- Supporting staff and customers who cycle to the licensed premises
- Inform customers about the actions being taken
- Buying from other businesses who are taking action to reduce their carbon footprint, including buying more locally.

149. In certain cases, the applicant's commitment to environmental protection will directly engage the licensing objectives. In others, an applicant's evidenced commitment may signify a high standard of corporate social responsibility. This may help to demonstrate that they can also be trusted to promote the licensing objectives. As such, applicants are encouraged to provide evidence as to how they will promote environmental protection. Where relevant and appropriate, the licensing authority will take such evidence into account and give due weight.

## **ADULT ENTERTAINMENT**

### **Licensing Policy 29**

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

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

150. Premises providing adult entertainment on a regular basis will be subject to the licensing regime for Sexual Entertainment Venues. Premises licensed under the Licensing Act 2003 that are exempt from this regime will be subject to the following paragraphs of this Policy.

151. The location of the premises will be an important factor as it can impact on all four of the licensing objectives. The licensing authority will take into account the cumulative effect of the premises on the area and whether applications for new and variation premises licences that are located in close proximity to sensitive premises should be granted. Sensitive premises may include:

- residential accommodation,
- schools,
- children's and vulnerable persons' centres,
- youth and community centres,
- religious centres and public places of worship

## **CHILDREN AND LICENSED PREMISES**

### **Licensing Policy 30**

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

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

152. The Licensing Authority has identified the Safeguarding and Quality Assurance Team, Child Protection, as the responsible authority for protecting children from harm.

153. The Licensing Authority supports the provision of licensed events and venues specifically for children and young people; however, it also recognises that children are one of the most vulnerable groups in our society and that additional safeguarding and general safety measures may need to be put in place.
154. Where appropriate the Licensing Authority will expect appropriate management arrangements to be in place to safeguard children which may include:
- a safeguarding children policy
  - limiting the hours when children may be present
  - restricting access to specific parts of the premises
  - requiring proof of age on admission
  - limiting unobserved contact between employees and children
  - increased staffing ratios
  - Disclosure and Barring Service checks.
155. Operating schedules for venues showing films should explain the arrangements for compliance with British Board of Film Classification (BBFC) age restrictions in relation to any specialist film festivals or other screenings where films are not classified by the BBFC. In such cases, the Licensing Authority will require the submission of the film intended to be shown at least 28 days before the proposed screening so that it can apply an appropriate classification.

## **CHILDREN AND ALCOHOL**

### **Licensing Policy 31**

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

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

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

## **ENFORCEMENT**

157. Enforcing the requirements of the Licensing Act 2003 is shared between the Police and the Licensing Authority with both organisations employing dedicated Licensing Officers who are co-located in Islington Council's offices in Upper St. The Police and Local Authority Licensing Officers are charged with the responsibility of ensuring compliance with licensing requirements and working with the licensed trade, other

responsible authorities and council services to promote the licensing objectives.

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

## **REVIEW OF PREMISES LICENCES**

### **Licensing Policy 32**

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

- **Restricting hours of operation**
- **Removing licensable activities from the premises licence**
- **Imposing additional conditions**
- **Requiring the removal of a designated premises supervisor**
- **Suspending a licence**
- **Revoking a licence**

163. The Licensing Authority believes that the promotion of the licensing objectives is best achieved in an atmosphere of mutual co-operation between all stakeholders. Reviews will therefore be mainly reserved for circumstances where early warnings of concerns and the need for improvement have gone unheeded by the management of the licensed premises.
164. Reviews of licences may be triggered at any stage by responsible authorities or

other persons because of a matter arising at the licensed premises and relating to one of the four licensing objectives. Reviews may also become necessary following the service of a closure order by the police or any formal enforcement action by officers of the local authority.

165. Where a licence is revoked, any new application for the premises will be considered against the policy – there will be a full consideration of the applicant and the operating schedule with no assumption that a licensed premise can continue in that location.
166. The Council is concerned that the existence of a shadow licence may undermine available sanctions in response to an application to review a premises licence when a shadow licence exists for the same premises.
167. In circumstances where we receive an application to review a licence at premises where a shadow licence exists, the Licensing Authority or other Responsible Authority or Interested Party, may consider whether it is appropriate, for the promotion of the licensing objectives, to make an application to review the shadow licence at the same time.

If you have any questions about this policy, please contact:

Licensing Team  
Islington Council  
222 Upper Street  
London N1 1XR

020 7527 3031 / [licensing@islington.gov.uk](mailto:licensing@islington.gov.uk)

## ALCOHOL RELATED HARM IN ISLINGTON

### BACKGROUND

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

### DRINKING LEVELS AND PATTERNS

3. The Chief Medical Officer's guideline for both men and women are that<sup>2</sup>:
  - To keep health risks from alcohol to a low level it is safest not to drink more than 14 units a week on a regular basis
  - If you regularly drink as much as 14 units per week, it is best to spread your drinking evenly over 3 or more days. If you have one or two heavy drinking episodes a week, you increase your risks of death from long term illness and from accidents and injuries.
  - The risk of developing a range of health problems (including cancers of the mouth, throat and breast) increases the more you drink on a regular basis.
  - If you wish to cut down the amount you drink, a good way to help achieve this is to have several drink-free days each week.

### ALCOHOL RELATED HEALTH HARM

4. Regularly drinking more alcohol than the recommended daily limit can damage health. Excessive alcohol consumption is associated with over 60 medical disorders. For instance, alcohol has been identified as a causative factor in the following conditions<sup>3</sup>:
  - Mouth, throat, stomach, bowel, liver and breast cancer
  - Cirrhosis of the liver
  - Heart disease
  - Depression
  - Stroke
  - Pancreatitis
  - Liver disease
5. Islington currently experiences some of the greatest levels of alcohol related problems in London. For instance,<sup>4</sup>,
  - In 2020, there were 36.8 alcohol-related deaths per 100,000 population in Islington.

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<sup>1</sup> <https://fingertips.phe.org.uk/profile/local-alcohol-profiles>

<sup>2</sup> - [UK Chief Medical Officers' Low Risk Drinking Guidelines \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/441442/uk-chief-medical-officers-low-risk-drinking-guidelines.pdf)

<sup>3</sup> - [Health matters: harmful drinking and alcohol dependence - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/health-matters-harmful-drinking-and-alcohol-dependence)

<sup>4</sup> [Public health profiles - OHID \(phe.org.uk\)](https://publichealthprofiles.org.uk/)

Although this was the 6<sup>th</sup> highest rate in London, it was not statistically significantly different from the London (32.2 per 100,000 population) or England (37.8 per 100,000 population) averages. The rate in Islington has decreased since 2018, however there is no significant change in the trend.

- In 2020, there were 12.4 alcohol specific deaths per 100,000 population in Islington. This was 7<sup>th</sup> highest rate in London, although not statistically different from the London (9.9 per 100,000 population) or England (13 per 100,000 population) averages.
- For the period 2018/19 – 2020/21, the alcohol specific admission rate in those aged under 18 years in Islington was 23.5 per 100,000 population. This was the 3<sup>rd</sup> highest rate in London. Statistically, this is, significantly higher than the London average of 14.3 per 100,000 population, but lower (though not significantly) than the rate in England (29.3 per 100,000 population).
- For the period 2020/21 rates of alcohol specific hospital admissions were significantly higher in Islington than both London and England. The rate in Islington was 741 per 100,000 population, which was 4<sup>th</sup> highest in London. The rate in Islington has fluctuated since 2017 but overall has shown a decrease since 2013.
- For the period 2020/21, the alcohol related hospital admission rate was 423 per 100,000 population in Islington. Statistically, this is significantly higher than the London average (348 per 100,000 population) and similar to the England average. The rate in Islington has declined since 2016.

6. In 2020/21, 44 people in Islington died from a cause directly related to alcohol consumption<sup>4</sup>.
7. It is estimated that the annual total cost of alcohol consumption to society in England is £21 billion, comprising of NHS costs, alcohol-related crime and costs to the economy<sup>5</sup>. NHS costs alone equate to £3.5 billion per year<sup>5</sup>. Estimates from 2012 suggest the cost of alcohol-related admissions for Islington residents to be nearly £7.5 million, equivalent to £31 for every Islington resident<sup>6</sup>.
8. Between April 2019 and March 2020, there were 1122 ambulance call-outs responding to alcohol-related incidents in Islington<sup>7</sup>. Analysis has shown that the number of alcohol-related calls peak during the evenings and early hours, particularly at weekends, when the night-time economy is at its busiest. Calls tend to be clustered around areas where there is a high density of licensed premises and good public transport links, mirroring the same patterns seen for alcohol-related recorded crime and violent crime.
9. Given the scale of alcohol-related harm in Islington, a proactive and collaborative approach

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<sup>5</sup>[Local Authority Health Profiles - Data - OHID \(phe.org.uk\)](https://phe.org.uk)

<sup>6</sup> Murage P, Hamm J and Feleke R. Closing time. Counting the cost of alcohol attributable hospital admissions in London. London Health Observatory, 2012

<sup>7</sup> GLA Safestats 2022

is required to reduce its detrimental health impacts. Alcohol harm reduction has been identified as a priority issue by Islington Health and Well-Being Board and previous research has confirmed a strong reduction in alcohol related hospital admissions in areas with a more robust approach to licensing policy and more intense scrutiny of alcohol licence applications<sup>8</sup>.

## AVAILABILITY OF ALCOHOL

10. The price of alcohol increased by 26% between 2010 and 2020. However, as prices of other retail goods increased faster and incomes grew by 9% over the same period, alcohol became 12.5% cheaper in relative terms<sup>9</sup>. An extra 12.6 million litres of alcohol were sold in shops and supermarkets in 2020/21 compared to 2019/20. This is despite pubs, clubs and restaurants closing during the national lockdowns of the pandemic.
11. There is national and international evidence that availability of alcohol is linked to alcohol consumption and alcohol related harm<sup>10</sup>. Evidence indicates that increasing the numbers of outlets or extending hours of alcohol sale potentially increases the competitive pressures on existing outlets, which may result in price reductions that tend to lead to increased levels of consumption<sup>11</sup>. This is supported by work from the National Institute for Health and Care Excellence (NICE)<sup>12</sup> who, in an evidence review updated in 2019, found that reducing the density of licensed outlets in a given area and the days and hours when alcohol can be sold is an effective way of reducing harm.
12. Studies have found that alcohol outlet density is associated with lower life expectancies due to its negative associations with levels of community disadvantage and violence<sup>13</sup>. High alcohol outlet density may also be associated with increases in hospital admission rates due to assault or alcohol-related disease. A study which reviewed alcohol outlet density and alcohol related hospital admissions in England, found that higher densities of on-licence outlets were associated with higher hospital admission rates for acute and chronic conditions wholly attributable to alcohol consumption<sup>14</sup>. The study also found that regarding off-licence

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<sup>8</sup> de Vocht F, Heron J, Angus C, et al. Measurable effects of local alcohol licensing policies on population health in England. *J Epidemiol Community Health* 2016;**70**:231-237.

<sup>9</sup> NHS Digital (2022). Statistics on Alcohol, England 2021. <https://digital.nhs.uk/data-and-information/publications/statistical/statistics-on-alcohol/2021/part-3>

<sup>10</sup> <https://www.gov.uk/government/news/alcoholic-liver-deaths-increased-by-21-during-year-of-the-pandemic>

<sup>11</sup> [1 Recommendations | Alcohol-use disorders: prevention | Guidance | NICE](#). Updated July 2019

<sup>12</sup> Popova S, Giesbrecht N, Bekmuradov D, and Patra J. Hours and Days of Sale and Density of Alcohol Outlets: Impacts on Alcohol Consumption and Damage: A Systematic Review. *Alcohol & Alcoholism* 2009;44(5):500–516

<sup>13</sup> - NICE. Alcohol-use disorders: prevention. Published June 2010. Updated July 2019

<sup>14</sup> Popova S, Giesbrecht N, Bekmuradov D, and Patra J. Hours and Days of Sale and Density of Alcohol Outlets: Impacts on Alcohol Consumption and Damage: A Systematic Review. *Alcohol & Alcoholism* 2009;44(5):500–516

<sup>15</sup> - NICE. Alcohol-use disorders: prevention. Published June 2010. Updated July 2019

<sup>16</sup> Popova S, Giesbrecht N, Bekmuradov D, and Patra J. Hours and Days of Sale and Density of Alcohol Outlets: Impacts on Alcohol Consumption and Damage: A Systematic Review. *Alcohol & Alcoholism* 2009;44(5):500–516

<sup>17</sup> - NICE. Alcohol-use disorders: prevention. Published June 2010. Updated July 2019 <https://www.nice.org.uk/guidance/ph24>

<sup>18</sup> [Understanding the relationship between alcohol outlet density and life expectancy in Baltimore City: The role of community violence and community disadvantage - https://pubmed.ncbi.nlm.nih.gov/30506926/](#)

<sup>19</sup> [Alcohol outlet density and alcohol related hospital admissions in England: a national small-area level ecological study - https://pubmed.ncbi.nlm.nih.gov/30125420/](#)

outlets, convenience stores were associated with the highest rate of hospital admissions for acute and chronic wholly attributable conditions<sup>13</sup>. This highlights the local impact of off-licence sales of alcohol and is reinforced by the findings of a study from Scotland which identified that alcohol related hospitalisations of those under the legal minimum drinking age were also related to off-site outlet densities<sup>15</sup>. This emphasises the importance of addressing off-licence sales in harm reduction and licensing work.

13. Several studies have looked at the impact of changing licensing hours on alcohol-related hospital admissions. The Licensing Act (2003) removed restrictions on trading hours for alcohol outlets, in hopes of staggered crowd dispersal and reduced violent behaviour. Availability theory would suggest that by increasing the physical availability of alcohol, the rate of physical and social harm would also increase. The Licensing Act 2003 (which came into effect in 2005) extended the opening hours for alcohol venues in UK, with the potential for up 24hour drinking. Following its introduction, a retrospective study carried out at the emergency department of St Thomas' Hospital in London compared alcohol harm data from before and after the introduction of the new legislation. Comparing data from March 2006 with March 2005, there was a 5.1% increase in alcohol-related attendances, 0.9% increase in alcohol related assault, 2.5% increase in alcohol related injury and 1.9% increase in alcohol-related admissions<sup>16</sup>. Following the implementation of the Act, there was a shift in the pattern of alcohol attendances to accident and emergency departments; a higher proportion of attendances were observed between midnight to 3am before its implementation compared to between 3 a.m. to 6 a.m. after its implementation. Such changes may have implications for the capacity and delivery of emergency services<sup>17</sup>.

## BINGE DRINKING AND PRELOADING

14. It is not only the amount of alcohol consumed that increases the risk of harm, but also the amount consumed in one sitting. Binge drinking, which refers to a pattern of drinking in which a person consumes a lot of alcohol in one sitting (defined as women drinking more than 6 units, men more than 8 units), can cause acute intoxication and lead to acute, short-term problems. Immediate risks of harm (which can sometimes be fatal) include accidents and injuries as well as alcohol poisoning linked to drinking a large amount of alcohol on one occasion, which often leads to drunkenness.
15. Alcohol-attributable injuries are commonly sustained from an episode of acute heavy alcohol consumption<sup>18</sup>, leading to reduced cognitive functioning and increased risky behaviours.

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20 Richardson, EA., Hill, SE, Michell, R, Pearce, J and Shortt, NK. Is local alcohol outlet density related to alcohol-related morbidity and mortality in Scottish cities? *Health and Place*, 2015; 33, 172-180

21 Newton A, Sarker SJ, Pahal GS, van den Bergh E, Young C. Impact of the new UK licensing law on emergency hospital attendances: a cohort study. *Emerg Med J*. 2007.;24(8):532-4

22 [An evaluation of alcohol attendances to an inner city emergency department before and after the introduction of the UK Licensing Act 2003 -https://pubmed.ncbi.nlm.nih.gov/18976454/ PubMed \(nih.gov\)](https://pubmed.ncbi.nlm.nih.gov/18976454/)

18 Taylor B, Irving HM, Kanteres F, et al. The more you drink, the harder you fall: a systematic review and meta-analysis of how acute alcohol consumption and injury or collision risk increase together. *Drug Alcohol Depend*. 2010;110(1-2):108-116. doi:10.1016/j.drugalcdep.2010.02.011

16. It was estimated that during the period 2015-2018, 20.8% of Islington residents binge drank on their heaviest drinking day, which is higher than the estimate for England (15.4%) and higher than the London average (14.6%)<sup>19</sup>. In the period 2020/21, there were 86 hospital admissions for alcohol-related unintentional injuries in Islington, which equated to 47.3 per 100,000 population. This is higher than the London and England average, but not statistically different. There has been no significant change in the rate of alcohol-related injuries in Islington since 2017<sup>5</sup>.
17. The detrimental impact of binge drinking in Islington is particularly significant because of the vibrant night-time economy which attracts visitors from across London as well as further afield.
18. Most common in younger age groups, binge drinking is often associated with 'preloading'. Preloading is a term that relates to people, particularly young people, drinking alcohol at home or in streets before going on to pubs and clubs. It has been associated with higher overall alcohol consumption and a greater likelihood of being involved in a violent incident<sup>20</sup>.
19. People pre-load on alcohol because it's much cheaper to buy in the supermarket or other off-licence than in a pub or bar. More people are now drinking at home, approximately 70% of UK alcohol sales are purchased through the off trade with supermarkets accounting for two-thirds of these sales<sup>21</sup>. For instance, in 2014 10.6 units of alcohol per adult per week were sold through the off-trade in England, with wine sales making the largest contribution (39% of total off-trade alcohol sales)<sup>22</sup>. A UK based survey conducted in 2020 found that off-trade alcohol sales had a year-over-year growth rate of 24%, with beer sales increased by 66% from April - June. This highlights the importance of considering the impact of the off-licence trade within local licensing policy.
20. Later closing hours of licensed premises and cheap off sales of alcohol create problems for the on-trade sector because customers can attend premises intoxicated from drinking at home. It is against the law to serve alcohol to those who are intoxicated, but research in the UK shows this law is routinely broken. A study conducted in Liverpool in 2013 found that 84% of alcohol purchase attempts by pseudo-intoxicated actors in pubs, bars and nightclubs were successful (i.e., alcohol was sold to the actor)<sup>23</sup>. It was noted in this study that bar servers recognised the signs of intoxication, but still served them and in some cases attempted to upsell alcohol to the actors. This reinforces the importance of enforcing adherence to local policies and ensuring preventing alcohol sales to intoxicated customers is a public health priority.
21. Multi-component programmes are the best approach to addressing issues relating to

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<sup>19</sup> Public Health England (2021) – percentage of adults' binge drinking on heaviest day. [Public health profiles - OHID \(phe.org.uk\)](https://publichealthprofiles.org.uk/)

<sup>20</sup> O Hughes K, Anderson Z, Morleo M, Bellis MA. Alcohol, nightlife and violence: the relative contributions of drinking before a and during nights out to negative health and criminal justice outcomes. *Addiction*. 2008 Jan;103(1):60-5.

<sup>21</sup> [Microsoft Word - FS industry.docx \(ias.org.uk\)](#) January 2018

<sup>22</sup> [LAPE March 2017 statistical commentary.pdf \(publishing.service.gov.uk\)](#)

<sup>23</sup> Hughes, K, Bellis, MA, Leckenby, N, Quigg, Z, Hardcastle, K, Sharples, O, Llewellyn, D (2014) Does legislation to prevent alcohol sales to drunk individuals work?

preloading. These aim to reduce alcohol-related harm in drinking environments by co-ordinating and strengthening local preventative activity. If effective, they can help reduce costs to health services, criminal justice agencies and other public services. These typically include efforts to mobilise communities, such as media campaigns and community forums, supporting and working with licensed premises such as server training and voluntary schemes to avoid easy access to cheap alcohol from off-licences (such as through reduced the strength campaigns and not selling single cans and bottles) and increased enforcement activity, such as targeted visits and training.

## STREET DRINKING

22. Street drinkers (including those who are homeless and those who are vulnerably housed) are likely to be a subset of a wider group of change-resistant drinkers who are particularly vulnerable. Their drinking is likely to be having a significant impact on their health as well as causing a range of problems in the local community. A small number of street drinkers can incur significant costs: crime and anti-social behaviour on the street but also associated costs such as hospital visits, repeated 999 calls and the opportunity costs of resources used to target their needs. Alcohol Concern's Blue Light project<sup>24</sup> estimated that the average annual cost of a high risk, change resistant drinker is around £36,000 and £48,000 per year, including health, criminal justice and anti-social behaviour costs.
23. Street drinkers depend on a local supply of alcohol. They tend not to buy large quantities for fear that it will be confiscated, or that they will be targeted by other drinkers. Therefore, most need to be near shops<sup>25</sup>. They also tend to drink particularly high strength, cheap alcohol such as white cider. For instance, one study in Glasgow and Edinburgh showed 25% of alcohol treatment patients drink white cider, and of these 45% drink it exclusively<sup>26</sup>. According to ThamesReach<sup>27</sup>, which works with rough sleepers in London, "super-strength drinks have become one of the biggest causes of premature death of homeless people in the UK", with their data indicating that super-strength drinks are doing more damage than both heroin and crack cocaine, with 78% of the deaths in ThamesReach hostels are attributed to high strength alcohol.
24. 2016 guidance from the Police and Crime Commissioners<sup>28</sup> suggest that a multicomponent approach is needed to tackle street drinking, which includes a multiagency group, alcohol services which provide outreach and supports change resistant drinkers and appropriate

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<sup>24</sup> Alcohol Concern. Alcohol Concern's Blue Light Project Working with change resistant drinkers, 2014

<sup>25</sup> 5 Ward, M (2009) Tackling Street Drinking PCC guidance on best practice: Supporting evidence. Alcohol Concern. [Police and Crime Commissioner Report updates 15.11.indd \(apccs.police.uk\)](#)

<sup>26</sup> 6 Black, H. et al White Cider Consumption and Heavy Drinkers: A Low-Cost Option but an Unknown price. Alcohol and Alcoholism, 2014; 49:6, pp675-80

<sup>27</sup> Thames Reach. Calls for high-strength cider duty increase. Available from: < <http://www.thamesreach.org.uk/news-and-views/calls-for-high-strength-cider-duty-increase>

<sup>28</sup> National Consortium of Police and Crime Commissioners (2016) Tackling Street Drinking: Guidance on Best Practice. [Police and Crime Commissioner Report updates 15.11.indd \(apccs.police.uk\)](#)

legal powers aimed at individuals. This needs to be supported by a retail environment which discourages street drinking.

25. Initiatives designed to tackle the problems associated with street drinking have removed the sale of low-priced, high strength alcohol products, through voluntary agreements with local retailers. Such schemes termed 'Reduce the Strength' schemes have resulted in a reduction in crime, anti-social behaviour and alcohol related harm through impacting alcohol availability and consumption. This scheme, borne from successes seen in Ipswich, demonstrated a 61% reduction in the numbers of street drinkers and a 75% reduction in antisocial behaviour<sup>29</sup>. A study across Camden & Islington<sup>30</sup> found that Reducing the Strength achieved high rates of voluntary compliance from retailers and an increase in the price of the cheapest available unit of alcohol for purchase.
26. Cumulative Impact Areas can also support areas affected by street drinking<sup>25</sup>. Through the use of policies not 'aimed' at the night-time economy but instead targeting off-licences and late night refreshment in areas with significant health inequality and a large number of hostels. This can include can marking initiatives to identify where cans used by street drinkers came from and having targeted patrols from the police in areas where there are concerns. Such measures can have a significant impact on alcohol related crime and anti-social behaviour.

## ALCOHOL RELATED VIOLENCE

27. Islington experiences a considerable amount of alcohol related crime and anti-social behaviour. Between April 2018 and March 2020 there were 1,013 offences marked by police as alcohol-related, and between April 2018 and December 2021 there were 1,028 reports of alcohol-related anti-social behaviour<sup>31</sup>.
28. Analysis of alcohol mis(use) in Islington has shown that the highest levels of alcohol related crime occur Friday, Saturday and Sunday<sup>32</sup>. The particularly peak times are;
- Saturday midnight to 3am and 9pm to midnight
  - Sunday midnight to 3am.
29. There is a clear positive correlation between the density of licensed premises, ambulance callouts and alcohol related crime<sup>32</sup>. This association is observed at a higher concentration in designated cumulative impact areas<sup>31</sup>. During 2010 – 2016, there was a decline in total crime and antisocial behaviour in Islington after the introduction of Cumulative Impact

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<sup>29</sup> [Reducing the supply of high strength alcohol - Drink and Drugs News](#)

<sup>30</sup> Sumpter, C., McGill, E., Dickie, E. *et al.* Reducing the Strength: a mixed methods evaluation of alcohol retailers' willingness to voluntarily reduce the availability of low cost, high strength beers and ciders in two UK local authorities. *BMC Public Health* **16**, 448 (2016). <https://doi.org/10.1186/s12889-016-3117-7>

<sup>31</sup> Islington Public Protection Briefing – Alcohol Related Crime and ASB. May 2022

<sup>32</sup> Islington Council Public Health. The impact of alcohol harm in Islington, April 2018 to March 2020. May 2022

Policy<sup>32</sup>. Despite this, it was estimated in 2017 that 54% of alcohol related offences are violent crimes<sup>32</sup>. In line with crime trends, reports of alcohol-related crime decreased during Covid lockdowns in 2020 and have since increased<sup>31</sup>.

30. Studies have shown that intoxication can lead to violent behaviour in those predisposed to aggression and it has been suggested that consumption leads to weakened inhibitions and relaxed normative behaviour (i.e., perceived allowance of aggression). This can result in an increased risk of alcohol-related violence inside and around drinking premises. For instance, Livingston et al<sup>33</sup> found that all types of licences were significantly associated with admissions to hospitals because of assault. The largest effect size was for off-licences (0.54), with smaller effect sizes for general (0.13) and on-premises licences (0.06). It has been noted that local authorities with stricter alcohol licensing policies have seen greater declines in alcohol-related crime, with violent crime reduced from 6.1 to 4.9 per 1000 people from 2009 to 2013 compared to a reduction of 3.9 to 3.3 per 1000 people in areas with 'lighter' policies<sup>34</sup>.

31. Glassing related violence is another important issue that can be addressed through licensing. A "glassing" is a physical attack using glassware as a weapon. These attacks especially affect bars and clubs, where glassware is the principal weapon in licensed premises related violence. Glassing-related injuries are often very serious and are likely to include eye and facial injuries. In the period 2012 - 2017, there were 282 offences in Islington whereby glass/bottles were used as a weapon.

32. It is estimated that 80,000 glass and bottle attacks occur in the UK each year, accounting for 4% of violent crime<sup>35</sup>. These attacks, fuelled by alcohol, put a huge strain on NHS resources. The Licensing Act 2003 enables licensing authorities to require glassware to be replaced by safer alternatives in individual licensed premises where a problem has been identified and representations have been made. The impact of such action has been found to be positive:

- In Lancashire, a study into the differences between annealed glass, and polycarbonates found that there were no glass breakages in the venues with polycarbonates<sup>36</sup>. Surveys suggest that patrons were happy to use polycarbonates, and that this did not affect sales in licensed premises.
- In 2006 Glasgow City Council banned glassware from all venues holding an Entertainment Licence within the city's centre during the hours after midnight. Drinks had to be served in toughened glass or other recognised safety products. No conventional glass bottles, whether open or sealed were allowed to be given to

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<sup>33</sup> Livingston M, Chikritzhs T, Room R. Changing the density of alcohol outlets to reduce alcohol-related problems. *Drug Alcohol Rev.* 2007;26(5):557-66

<sup>34</sup> De Vocht F, Heron J, Campbell R, et al - Testing the impact of local alcohol licensing policies on reported crime rates in England. *J Epidemiol Community Health* 2017;71:137-145

<sup>35</sup> Kershaw C, Nicholas S, Walker A. (2008) Crime in England and Wales 2007/08. Findings from the British Crime Survey and police recorded crime. London, Home Office

<sup>36</sup> Anderson Z, Whelan G., Hughes K, Bellis M. Evaluation of the Lancashire polycarbonate glass pilot project. Lancashire Constabulary. Liverpool JMU Centre for Public Health, 2009

customers. The impact of this was assessed in 2007 and the findings were positive, with customers feeling safer in these venues, and a reduced risk of injury observed<sup>37</sup>.

## CHILDREN AND ALCOHOL

33. CMO guidelines<sup>38</sup> state that an alcohol-free childhood is the healthiest and best option. However, if children drink alcohol underage, it should not be until at least the age of 15 years. If young people aged 15 to 17 years consume alcohol, it should always be with the guidance of a parent or carer or in a supervised environment. Parents and young people should be aware that drinking, even at age 15 or older, can be hazardous to health and that not drinking is the healthiest option for young people.
34. If someone is under 18, it's against the law:
- To sell them alcohol
  - For them to buy or try to buy alcohol
  - For an adult to buy or try to buy alcohol for them
  - For them to drink alcohol in licensed premises (e.g., a pub or restaurant)
35. It was estimated that in the period 2014/15, 40% of children in Islington had had an alcoholic drink by the age of 15, which is comparable to the London average (41%) and significantly better than the England average (62%). National data also suggests a decline in the proportion of young people who have drunk alcohol, with more recent figures in 2018 indicating 44% of children under the age of 15 in England had never drunk alcohol<sup>39</sup>. For those young people who did drink alcohol, the most commonly reported sources were friends (21%), parents (20%), asking someone else to purchase alcohol (proxy sales, 13%) and taking alcohol from home (12%)<sup>40</sup>.
36. Consideration also needs to be given to the harm alcohol causes to people other than the person who is drinking, sometimes referred to as 'social harm' or 'passive drinking'. Children of parents misusing alcohol may experience severe emotional distress, physical abuse and violence as well as neglect, lack of support and protection. There may be consequential risks of children becoming young carers for their parents.

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<sup>37</sup> A Forsyth. Banning glassware from nightclubs in Glasgow (Scotland): Observed impacts, compliance and patron's views. *Alcohol & Alcoholism*, 2017; Vol. 43, No.1 p 111-117.

<sup>38</sup> CMO. Guidance on the consumption of alcohol by children and young people, 2009 [Guidance on the consumption of Alcohol by children and young people \(ias.org.uk\)](https://www.ias.org.uk/guidance-on-the-consumption-of-alcohol-by-children-and-young-people)

<sup>39</sup> NHS Digital. (2019). Smoking, drinking and drug use among young people in England - 2018: part 5 – drinking prevalence and consumption. Table 5.1. [Online]

<sup>40</sup> Fuller E. (Ed.) Smoking, drinking and drug use among young people in England in 2011. Leeds: NHSIC, 2012

37. Alcohol consumption is also a major contributor in domestic violence. In England, 32% of victims believes their partner had been drinking prior to the physical assault<sup>41</sup>.

38. Children and young people experience significant harm as a result of alcohol. Islington has the 3<sup>rd</sup> highest rate in London of under-18 hospital admissions for alcohol specific conditions, for the period 2018/19 to 2020/21 the rate in Islington was 23.5 per 100,000. This is, statistically, significantly higher than the London average of 14.3 per 100,000. It should also be noted that this figure only reflects young people admitted to hospital as a result of their alcohol use. Although data is not currently available, we know that an even higher number of young people will be taken to A&E because of their alcohol consumption but not admitted to hospital. This highlights the importance of working collectively to develop and enforce good practice that will deter children in Islington from alcohol consumption and the harms associated with it.

## BEST PRACTICE

39. Evaluation shows that the Borough of Islington's Licensing Strategy and the CIP have reduced alcohol related harms without negatively impacting on the overall night-time economy in Islington and the ability of alcohol retailers to operate if they meet the conditions required<sup>42</sup>.

40. Islington strongly promotes working in partnership with licensed premises and the adoption of high standards of management at all premises. We recognise that many licensees are supportive of the need to address the health issues relating to alcohol and suggest the following actions that can be adopted through conditions:

- Restrict "special offers" like discounted shots; 'Happy Hours'; buy one get one free; or buy 2 glasses of wine, get the whole bottle. This will slow down consumption, the rate at which blood alcohol concentrations increase and the peak levels reached by drinkers. Rapidly ascending and high blood alcohol concentrations, often linked to special offers on alcohol are known to be associated with violence and uninhibited behaviour.
- Reduce stigma around licences offering non-alcoholic drinks and encourage premises to engage in awareness events such as 'Dry January'.
- Restrict drinking games associated with consuming large quantities of alcohol at a fixed or discounted price.
- Operation of a strict "No ID – No Sale" policy such as the Challenge 25 age verification scheme. This is already endorsed by Islington and includes checks that

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<sup>41</sup> World Health Organisation (WHO): Intimate partner violence & alcohol. [fs\\_intimate.pdf \(who.int\)](https://www.who.int/fs_intimate.pdf)

<sup>42</sup> [Evaluating the impact of a Cumulative Impact Zone Policy to reduce alcohol-related harms in Islington Local Authority - NIHR School for Public Health Research NIHR SPHR](#)

require presentation of credible photographic proof, which will be either a passport, photographic driving licence or proof of age card carrying a PASS logo.

- Premises should consider installing till prompts to remind staff to ask for proof of age
- Premises should consider highlighting through display of posters that it is an offence to purchase alcohol for underage persons.
- Align pricing with Alcohol by Volume (ABV) and ensure that non-alcoholic drinks are kept much cheaper.
- Actively promote designated driver schemes where a driver is offered discounted or free non-alcoholic drinks.
- Use of materials such as posters and beer mats in order to promote moderate consumption of alcohol along with information as to the units of alcohol in individual drinks and the recommended guidelines for consumption of alcohol.
- Increase seating for customers to reduce more intensive drinking.
- Reduce the volume of music as loud music can increase alcohol consumption.
- Make food available in late venues.
- Drinks should be served in toughened glass or other recognised safety products to reduce the risks of glassware-related injuries.
- Start the sale of alcohol later in the day and not align it purely with opening hours.
- No advertisements for alcohol in the shop window.
- Storing alcohol behind the shop counter.
- No display boards or other advertising showing on the shop floor.
- Cans of alcohol should not be sold singly.
- Bottles of beer under 1 litre should not be sold singly.
- No beer or cider over 5.5% ABV should be sold.
- No alcopops should be sold where they could attract under age purchasers.

