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| <b>Committee/Meeting:</b><br>Cabinet   | <b>Date:</b><br>6 <sup>th</sup> July 2011 | <b>Classification:</b><br>Unrestricted  | <b>Report No:</b><br>CAB 014/112 |
| <b>Report of:</b><br>Corporate Director Stephen Halsey<br><br><b>Originating officer(s)</b><br>Emily Fieran-Reed |   | <b>Title:</b><br>Responsible Drinking Borough<br><br><b>Wards Affected:</b><br>Borough-wide |                                  |

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|-----------------------------|---|
| <b>Lead Member</b>          | Deputy Mayor  |
| <b>Community Plan Theme</b> | A Safe and Cohesive Community, A Great Place to Live              |
| <b>Strategic Priority</b>   | Focusing on Crime & Anti-Social Behaviour, Reducing Fear of Crime |

## 1. **SUMMARY**

- 1.1 This report outlines the case for designating the Borough of Tower Hamlets as a Responsible Drinking Borough (RDB) and the control mechanisms for enforcing problem areas as they arise.
- 1.2 It is important to note that a RDB is not a prohibition on drinking in public places. This will still be allowed. It is however the introduction of a response framework that will ensure that when areas become the subject of drink related anti-social behaviour (ASB) it can be quickly and effectively dealt with before it gets a hold.
- 1.3 At present, Tower Hamlets has three smaller areas where these powers are in force, known as Drinking Control Zones (DCZs). These are at Whitechapel, Bethnal Green and Shoreditch. All of our neighbouring Boroughs have some form of RDB. The City of London, Hackney and Newham already have borough-wide RDBs. This is beginning to displace increased levels of street drinking into Tower Hamlets. The effect of this on Tower Hamlets is made visually apparent in the map at Appendix 2. Many other Local Authorities throughout the UK have also implemented borough-wide RDBs.
- 1.4 This report also sets out how the support offered to drinkers with dependency problems forms part of the borough wide RDB proposal.
- 1.5 An extensive consultation process has been undertaken, which demonstrates clear support for a borough-wide RDB from residents and organisations in the Borough. There is also support from key agencies,

including the Police, THEOs and support services such as the Drug and Alcohol Outreach Team and Hostels.

- 1.6 The RDB would allow the Police and LBTH THEOs to respond more effectively to street drinkers and the night-time economy and will also help prepare for and manage the impact of the Olympics on street drinking. (This was a particular problem in the Vancouver Winter Olympics).

## 2. **DECISIONS REQUIRED**

Cabinet is recommended to:-

- 2.1 Agree that the proposed implementation of a Responsible Drinking Borough (RDB) may proceed.
- 2.2 Note that the proposed RDB model will provide access to advice and support for problem drinkers.

## 3. **REASONS FOR THE DECISIONS**

- 3.1 The reasons for implementing a borough-wide RDB are set out more fully in the report, but they include the displacement effect of the current DCZs and the available evidence of nuisance, annoyance or disorder from the consumption of alcohol in the borough.

## 4. **ALTERNATIVE OPTIONS**

- 4.1 The Council might choose not to expand the existing DCZs, or to create a larger DCZ than presently exists without extending to the whole borough. For the reasons given in paragraph 3.1 and set out more fully in the report, a borough-wide RDB is the recommended option.

## 5. **BACKGROUND**

- 5.1 Tower Hamlets is faced with difficult issues relating to alcohol and anti-social behaviour. The data at Appendix 4 shows that drink-related CAD calls (Computer Aided Dispatch, or 999 calls) are increasing across the Borough. At Appendix 8 it is apparent that alcohol related anti-social behaviour is also an increasing problem.
- 5.2 As can be seen from the map in Appendix 1, there are a large number of alcohol related disorder "hotspots" throughout the Borough. Several are based around Brick Lane and relate to the many bars and clubs in the area. However, there are many other hotspots, some of which are near hostels (see also Appendix 11) or off licences. Appendix 5 tells a similar story, using CAD data. This is one of the most reliable indicators since it relies on 999 calls

generated by the public. It is apparent from this data that there can be as many as 12 distinct hotspots (as denoted by the red areas) in the Borough at any one time. Not only are there numerous hot spots, their location can change over time as the profile of the local issues causing the problems can change rapidly. This is illustrated in Appendix 6, where there are 6 “red” locations denoting large increases in Inconsiderate Behaviour CAD calls (often associated with alcohol) within a 2 month period.

- 5.3 There is a wide range of evidence of problematic public drinking throughout the Borough, to a greater or lesser degree, at different times, in different places and involving different groups.
- 5.4 Rough sleepers, street drinkers and the night time economy present particular challenges for this Borough. There is also a specific issue about alcohol related ASB in parks and open spaces.
- 5.5 Section 13 of the Criminal Justice and Police Act 2001 ("The 2001 Act") enables a local authority to designate a public place by means of a Designated Public Place Order (DPPO) as an area where the police have discretionary powers to require a person not to consume intoxicating liquor and also to surrender any container containing such liquor. A public place thus designated by a DPPO can be known locally by a number of names including a Controlled Drinking Zone (CDZ), Drinking Control Zone (DCZ) or Responsible Drinking Borough (RDB). This power was introduced to help Police deal with the problems of alcohol-related anti-social behaviour. The power is also available to authorised officers in other agencies, under the Police Reform Act 2002. This would enable Council Officers such as the Tower Hamlets Enforcement Officers (THEOs) to utilise the power.
- 5.6 In order to introduce a DPPO, there must be evidence to support its introduction in the borough. Section 13(2) of the 2001 Act gives power to the Council to identify any public place in their area if they are satisfied that nuisance or annoyance to members of the public or a section of the public or disorder has been associated with the consumption of intoxicating liquor in that place.
- 5.7 Many London boroughs with alcohol related issues have designated their borough as a DPPO so that they can respond effectively to changing patterns and issues. See below (para. 5.14 onwards) for a selection of London Boroughs who have implemented borough wide DPPOs. It is important to note that in doing so, these Boroughs have not outlawed street drinking in their Borough. They have simply ensured that they have the powers to act anywhere in the Borough where anti-social behaviour related to street drinking begins to take a hold.
- 5.8 The powers of an RDB mean that if a person is drinking alcohol or about to drink alcohol in public, Police or authorised officers such as THEOs can ask that person to stop. If the person complies with this request, no further action is necessary. If the person fails to comply with the Officer's request the Officers can confiscate the alcohol. It would be an offence not to surrender

the alcohol when asked to do so by a Police Officer or THEO. The offender could therefore be issued with a Penalty Charge Notice for Disorder (PND) at £50, or be arrested and receive a larger fine in court (maximum £500). Ultimately, bail conditions could then potentially be used to stop the person from drinking in public.

5.9 ***The powers are discretionary and intended to target only those committing anti-social behaviour.***

5.10 LBTH currently has three DPPOs, known as Drinking Control Zones: in Whitechapel, Bethnal Green and Shoreditch. Whitechapel and Bethnal Green came into force in August 2006. Shoreditch came into force on 28 May 2010 and is a joint initiative with Hackney. Police and LBTH Community Safety data (see Appendix 1 below), shows that since the THEOs started in post, these DCZs are beginning to prove successful in limiting the amount of alcohol-related anti-social behaviour in these areas. However, the problem of anti-social behaviour associated with street drinking still remains in Tower Hamlets.

5.11 DPPOs remain in favour with the current government at this time.

Do DPPOs Work?

5.12 **Tower Hamlets' Experience**

Early implementation of the existing DCZs represented a learning phase and coincided with the development of the THEO concept and Joint Tasking. Before these two initiatives were implemented, the Police faced a challenge to enforce the zones fully given other priority pressures on resources. Now that the joint tasking initiative is operating and THEOs are operating on the streets, there are clear indications that the DCZs are being increasingly effective in managing alcohol related ASB.

5.13 One of the main problems hindering the ability of the Borough to properly capture the impact, is the fact that the limited nature of the current DCZs displaces the drink related ASB to parts of the Borough not covered by the zones. Consultation with the THEOs strongly indicates this, for example they identify one particular dispersal area around Sidney Square, where drinkers congregate because of the Whitechapel DCZ nearby. The map showing CAD (Computer Aided Dispatch, i.e. calls made to 999) calls in Appendix 3 supports this, showing an increased level of calls made in areas just around the DCZ at the same time as a decrease in calls in the Whitechapel DCZ itself, over the same period. The same pattern of increased calls near to, but outside of the Shoreditch and Bethnal Green DCZs can also be seen at Appendix 3. Appendix 1 also demonstrates emerging alcohol related ASB 'hotspots' are in areas just outside or even on the border of the existing DCZs. This would strongly support the argument that there is displacement from the DCZ areas into other nearby locations not covered by the existing zones.

Evidence from RDBs in Other Boroughs

### 5.14 Southwark

In Southwark, there was a **27% reduction in street drinking** as a result of their borough-wide DPPO. The following findings were also made in a report assessing Southwark's DPPO<sup>1</sup>:

*“Southwark’s DPPO made a positive impact in terms of:*

- Police and Police Community Support Officers (PCSOs) are further empowered to prevent and address alcohol related ASB*
- Street drinking groups have become smaller*
- Street drinkers are less likely to behave anti-socially*
- There has been some recognition of improvements by residents and businesses*
- There is an increased strategic recognition of alcohol issues and effective street population partnership working groups*
- The appointment of an alcohol outreach worker*

### 5.15 Camden

Camden, one of the first London boroughs to implement a borough-wide strategy, outlined the following key successes. <sup>□2</sup>:

- Rough sleepers were tackled – with an outreach service linking into police and wardens referring into alcohol services, support and hostels*
- Leisure drinkers – if they are disorderly and have alcohol, this is something that can be dealt with*
- Night Time Economy – queues outside bars and clubs can be managed, especially (as a last resort) by utilising powers for drinking out of open containers*
- Protocol agreed with the Police about implementation, which has never needed to be reviewed*

### 5.16 Brent

Brent gave the following arguments in favour of their borough-wide DPPO <sup>□3</sup>:

- It gives clarity to the situation and there is no uncertainty about whether a particular street is in or outside of the zone.*
- It prevents issues arising from displacement which had previously been seen in relation to the Kilburn zone.*
- It allows the Police and Enforcement Officers to use the RDB powers as an enforcement tool, as and when required*
- It matches the decisions taken by other neighbouring boroughs to have borough wide DPPOs and prevents displacement to Brent from these areas.*
- Cost efficiency - The cost of designating several individual zones would have to be replicated for each one. The designation of the whole borough significantly reduces the legal and advertising costs.*

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<sup>1</sup> Southwark's Designated Public Place Order: an evaluation of effectiveness and the implications for addressing problematic drinking in public places - Executive summary, James Morris, March 2008

<sup>2</sup> Report into Camden's CDZ, Camden Borough Council

<sup>□3</sup> Proposal for a Borough Wide Controlled Drinking Zone - Report from the Director of Policy and Regeneration (2007), London Borough of Brent

### 5.17 **Hammersmith and Fulham**

Since the implementation of a borough wide DPPO, evaluation has shown that **street drinking reduced by 62%** from the previous year<sup>□4</sup>. Complaints about street drinking have reduced dramatically. All teams rated the powers either as 'useful' or 'very useful' and they have also been used effectively for football and Night Time Economy-related disorder.

5.18 As can be seen from the evidence of the police and other local authorities, borough-wide DPPOs on other Boroughs have had clear impacts on street drinking populations.

## 6. **BODY OF REPORT**

6.1 It is proposed that the existing three DCZs be extended to cover the whole borough.

6.2 There will be robust governance systems in place to ensure that the powers are utilised only when necessary and are proportionate to the identified problems. Particular hotspots will be identified by the Police and LBTH Community Safety, and enforcement will only take place for limited periods of time, in very specific geographical locations. Each proposed location will be required to go through a rigorous challenge and decision making process and to be agreed at Borough Command Tasking Group (BCTG) meetings, where tasking takes place fortnightly. These meetings are Chaired by a Police Superintendent and attended by the Head of Safer Communities, Service Managers within Safer Communities, an LBTH analyst, Police Partnership Task Force Officers and representatives of the Police Safer Neighbourhood Teams.

6.3 This process enables a proactive and timely response to alcohol related problems wherever it is needed. It will ensure partners are able to tackle the displacement of alcohol related problems more effectively, as the issues develop and move. To ensure accountability, each deployment for enforcement of the RDB will be documented and signed off as agreed by the BCTG to ensure that the action is necessary, supported by data and restricted to an area proportionate to the problem identified.

6.4 A borough wide RDB in Tower Hamlets will be managed with discretion, in accordance with the Human Rights Act, and will target only those drinkers who are causing anti-social behaviour. The types of drink related behaviour that would be targeted are Intimidation, littering with bottles and cans and noisy or rowdy / abusive behaviour (particularly at night).

6.5 All enforcement teams will be provided with clear guidance to enable them to focus on anti-social behaviour, rather than drinkers who are not causing any problems. Management of alcohol related ASB would be the responsibility of

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<sup>□4</sup> Figures based on year on year street count.

the Police, PCSOs as part of their Safer Neighbourhood Teams and LBTH Tower Hamlets Enforcement Officers (THEOs). Enforcement would be a last resort.

- 6.6 The intention of the RDB is not merely to increase our ability to manage alcohol related anti-social behaviour, but also to be better able to ensure that vulnerable people are given the opportunity to access treatment and support for alcohol related problems and addiction. It is vital, therefore, that there is a multi-disciplinary approach to dealing with street-drinking populations and the borough wide RDB provides a sound framework for enhancing and rationalising current multi-agency working in this area.
- 6.7 By providing the framework for Enforcement Officers to regularly engage street drinkers across the Borough, it allows a wider engagement role to be developed, that links to referral and support agencies. This should lead to increased efficiencies over time across the partnership and with the Third Sector.
- 6.8 The needs of the individuals concerned will be very important to the process. Existing Multi-agency Care Planning Meetings and a casework-led approach will be utilised to enable a range of partners to input into the focusing of resources in managing a RDB and providing services for the individuals identified within it.
- 6.9 **Key Considerations**  
The borough-wide RDB has a direct impact on the Community Plan themes: A Great Place to Live and a Safe and Cohesive Community. It is of particular relevance to the following Strategic Plan performance indicators: -

| <b>A Great Place to Live</b>                            |
|---|
| Levels of street and environmental cleanliness          |
| Overall/general satisfaction with parks and open spaces |
| Overall/general satisfaction with local area            |

| <b>A Safe &amp; Cohesive Community</b>                                     |
|--|
| Perceptions of drug use or drug dealing as a problem                       |
| Local concern about ASB and crime (Annual Resident Survey measure)         |
| Measure on ASB - satisfaction with the Police/Community Safety Partnership |

- 6.9a **Managing escalation.** Whilst the Police already have powers to deal with alcohol related crime and disorder, most of these require a substantive offence to have taken place or drunkenness to be extreme before they can be used. The use of powers provided by a borough-wide RDB would mean that Police and THEOs can act and intervene to prevent issues reaching this stage.
- 6.9b **Preparing for the Olympics.** With the Olympics approaching, it is essential that measures are put in place to ensure that our streets are welcoming places

to visit. A borough wide RDB would allow enforcement officers to move drinkers to more suitable locations inside private property or outside the Borough altogether.

**6.9c Managing the night time economy.** A borough wide RDB will enable the Police and THEOs to deal with the night-time economy more effectively, for example, where anti-social behaviour is being caused by groups of drinkers on a night out, a borough wide RDB can cover multiple hotspots in key areas, such as around Brick Lane and Shoreditch.

**6.9d Avoiding the 'Island effect'.** Many London boroughs face similar issues to Tower Hamlets. As can be seen from the map in Appendix 2, all of the boroughs bordering Tower Hamlets already have borough wide DPPOs, including Newham, which has recently introduced one after undertaking consultation.

Other London boroughs with borough-wide DPPOs include:

- Barking and Dagenham
- Brent
- Camden
- Ealing
- Greenwich
- Hackney
- Hammersmith and Fulham
- Hillingdon
- Islington ( on match days)
- Kensington and Chelsea
- Lambeth
- Lewisham (Cabinet agreed, consultation completed, currently being finalised before implementation)
- Southwark – (almost the whole borough)
- Westminster

**6.9e** There is currently a risk that Tower Hamlets becomes seen as the only place in the vicinity where heavy street drinking cannot be swiftly addressed and this could make Tower Hamlets a magnet for persistent street drinkers. If it were not to implement a borough-wide RDB, LBTH would therefore be in danger of becoming seen as an "island of tolerance" for a street drinking culture.

**6.9f Preventing displacement.** Currently, a lot of displacement is occurring from the existing DCZs in Tower Hamlets, to new locations, outside these areas, but still inside the Borough. A borough-wide RDB would ensure that there is no dispersal, as drinkers causing anti-social behaviour would not just have to step outside the smaller zones, but would have to leave the borough completely.

**6.9g Managing the Impact of Hostels:** There is sometimes perceived to be a link between alcohol-related ASB and hostels. The reality of this relationship can be seen from Appendix 11, or from comparing the map showing where hostels are located (Appendix 10) to the crime hotspots map (Appendix 1). While there



are other perceived 'magnets' for rough sleepers, such as the Health E1 Centre and the Dellow Day Centre, the hostels are often seen as the places where some street drinkers are housed.

6.9h Recent information on hostels, based on looking at a number of data sources, indicates that approximately 75% of the hostel population has support needs linked to alcohol and drug misuse, with around a third of these actively linked into Drug and Alcohol Action Team (DAAT) treatment services. Many of the remaining 25% will be receiving support and encouragement from hostel staff to attend advice and assessment sessions. Whilst many street drinkers are not accommodated in hostels and most hostel dwellers do not drink or cause ASB, the perceived link must be acknowledged.

## 6.10 Consultation

### Previous Consultations

6.10a The last localised DPPO to be consulted on was the DCZ in Shoreditch in 2008, where there was overwhelming public support for the implementation of a Drinking Control Zone. Those in favour included a local hostel as they felt it would help them support vulnerable people and improve the public perception of their work.

### Boroughwide Consultation with Partners

6.10b In 2010/11 the Safe & Supportive Community Plan Delivery Group/Community Safety Partnership agreed that a proposal for a Borough-wide Responsible Drinking Borough should be developed for consideration by Full Council.

6.10c Consultation has taken place with a variety of LBTH services and partner agencies.

6.10d The proposal has received support from all agencies consulted, including Tower Hamlets Police, hostels, and within LBTH the THEOs, Drug and Alcohol Outreach Team (DAOT), the Drug and Alcohol Action Team (DAAT), Supporting People teams and hostels teams.

6.10e The data on alcohol related ASB indicates some anti-social behaviour and crime hotspots in the vicinity of hostels for homeless people. Consultation has therefore taken place with hostels via presentation and discussion at the Tower Hamlets Hostels Forum, as well as a variety of wider consultation with agencies who work with the homeless and rough sleepers. There has been unanimous support for the implementation of a borough-wide RDB from these partners.

6.10f Consultation was also carried out with the LBTH Supporting People Team, Rough Sleepers Team and the Housing and Homelessness Advisory Service. There was support within these teams for a borough-wide RDB. The teams see the borough wide RDB as a framework upon which to further develop support

interventions. These teams also carried out consultation with many of the partner organisations they work with and the response was positive.

6.10g The LBTH Housing Options Service, Supporting People team and the Hostels and Single Homelessness Forum (HSHF) fully support a Responsible Drinking Borough (RDB) in Tower Hamlets. The issue was raised as an agenda item at the HSHF during the consultation period and the idea of a 'wet day centre' was raised. Although the 'wet day centre' had some support, there was no consensus of opinion and therefore could not be considered a formal view of the HSHF. Senior managers within the Housing Options Service and Supporting People Team do not support the introduction of a 'wet day centre' within the borough as a response to anti-social street drinking.

The Housing Options Service has responsibility for reducing and preventing rough sleeping and plays a key role in minimising street based anti-social behaviour. The Supporting People Team funds and monitors hostels, and the HSHF acts as a partnership group to feed in views and comments from stakeholders.

6.10h Consultation with the Drug and Alcohol Outreach Team (DAOT) indicates that they are broadly in favour of a borough-wide RDB, though they stress the importance of outreach in being part of the joined up approach to its introduction.

#### Boroughwide Consultation with Residents and the General Public

6.10i The Public Consultation took place between 28<sup>th</sup> February and 4<sup>th</sup> April. The level of consultation considerably surpassed that of the mandatory statutory requirements for obtaining a Designated Public Place Order. Members of the public were given the opportunity to comment on the proposal in writing, by phone, by email, on the dedicated webpage or in person at one of four information and consultation road-shows across the borough during this period. The results of the public consultation can be found in appendix 21.

6.10j The Community Safety Partnership Team oversaw the delivery of the consultation process, whilst Corporate Communications delivered some of the consultation activity itself. A Project Board met weekly with the Head of Community Safety signing off and briefing the Mayor and Deputy Mayor.

6.10k It was decided that the DPPO in Tower Hamlets would be known locally as a 'Responsible Drinking Borough' (RDB). Originally referred to as a 'Drinking Control Zone' it was thought that this would convey an arbitrary image of an order with many negative connotations attached. RDB connotes a much less intrusive order. One of the main aims of the consultation was to emphasise that this order would not serve as ban on drinking alcohol in public places but rather act as a measure of control. It was agreed that the use of the wording 'Responsible Drinking Borough' conveys this message much clearer than that of 'Drinking Control Zone'.

#### Consultation with local residents/businesses

6.10l As statutorily requisite, the Community Safety Partnership Team sent letters from the Head of the Community Safety to the Chief Police Officers and local authority Chief Executives of neighbouring boroughs. Within Tower Hamlets a letter was sent to all licensed premise holders, club premise certificate holders and other premise users in regards to any premises within the area; and owners or occupiers of any land. The letter informed them of the proposed powers constituted under DPPO legislation. This letter can be seen in Appendix 12.

Other organisations that were sent a letter include:

- All London Borough Chief Executives
- Criminal Justice Services
- Police Borough Commanders of Greenwich, Hackney, Lewisham, Newham, Southwark and Tower Hamlets
- Commissioner of Police for City of London
- British Transport Police
- NHS
- GP's
- London Fire Service
- Faith Organisations
- Community Groups
- Canary Wharf Group
- Tower Hamlets One Stop Shops
- Registered Social Landlords
- Tenants Resident Associations
- Substance Misuse Services
- Hostels
- Transport For London
- Network Rail
- Jobcentre Plus
- Veolia Environmental Services
- Tower Hamlets Neighbourhood Watch groups
- Residents – selected on the basis that they had previously signed a petition requesting powers be given to control anti-social behaviour.

6.10m Press releases, seen in Appendix 13, were sent out by the Communications Officer and coverage was achieved in various newspapers such as the East End Life, East London Advertiser and Bangla Mirror, all outlining the intended measures and offering the opportunity for readers comment. To view the press coverage of the press releases seen in Appendix 13, please see Appendix 14. All press coverage accurately portrayed the points of the press release.

6.10n Between 28<sup>th</sup> February 2011 and 14<sup>th</sup> March 2011 forty-eight six sheet posters were put up around the borough in order to promote the proposed RDB measures and explain how residents can respond to the consultation. Advertisements also appeared on the Brick Lane plasma screens for the duration of the consultation period. Copies of these posters can be seen in Appendix 15.

6.10o Road shows were held at Cubitt Town Library; the Richmix Cultural Foundation; and Idea stores in Bow and Whitechapel in order to engage with residents on the proposed powers of the RDB. These locations were specifically chosen as they encapsulated all of the LAPS in Tower Hamlets, namely there was one road show held in each paired LAP. Additionally one road show was held at the weekend and another in the evening in order to give residents the best possible opportunity to attend. The Road Shows were carried out by members of both the Community Safety Partnership Team and Communications Team with support from the Community Safety Translation Officers.

6.10p Further engagement with residents was undertaken by Police Safer Neighbourhoods Teams (SNT), Tower Hamlets Enforcement Officers (THEOs) and the Drug & Alcohol Outreach Team (DAOT). Officers were briefed on the RDB, engaged with residents on the issue and disseminated information cards with a brief explanation on what it was and details of the website where further information was available (see 9.17). Extra supplies of the cards were also printed, in order that they could be used after the consultation, to help remind people of the RDB powers if it came into force. The information card can be found in Appendix 16.

6.10q A large web banner appeared on the home page of the council's website for two weeks during the consultation, taking people directly to a specially designed consultation page. Included on the website were definitions of the intended measures of the RDB, a FAQ section helping to explain these measures and details of how to respond to the consultation in regards to both emails and road show information. The website can be seen in Appendix 17.

## 6.11 **Signage**

If Full Council decides to proceed with the RDB, signs will be displayed at key locations throughout the borough to remind people of the restrictions that apply on public drinking by virtue of the RDB. The design of the sign, which can be seen in Appendix 18, has been agreed in order to meet the necessary legal requirements.

6.11a Signs will be located in a number of areas throughout the borough. In particular, signs will be placed at: -

- Main entrances and exits of the borough
- Major transport hubs
- Entrances of major parks and open spaces
- Main shopping areas.

6.11b The remaining signs will be used in hotspots where the data shows a history of anti-social behaviour problems associated with alcohol. A variety of reporting and incident related data will be used to identify these locations, including data on drink related Computer Aided Dispatch Calls (CAD), the number of alcohol related arrests and the Tower Hamlets Anti-Social Behaviour Database.

6.11c There will also be provision to erect signs in locations that are not fixed and permanent. This will be dictated by emerging patterns of alcohol related anti-social behaviour and allow us to respond to changing patterns in the nature and location of the problem.

6.11d There are a number of options for displaying signage. Primarily traditional means of signage will be used. This means a 300mm x 600 mm sign made of composite material will be attached to various pieces of street furniture. Where possible, we will also take advantage of existing locations such as park notice boards, licensed premises, hostels, plasma screens in Brick Lane and London underground stations to display signage.

## 6.12 **Statutory Notice**

6.12a A legal notice will need to be published in the local media, identifying the areas designated as a proposed RDB (in this case, the whole Borough) and detailing any impact it may have on relevant premises. The RDB cannot come into effect until at least 28 days after this press notice has been published. This notice was published on Monday 9<sup>th</sup> May and if the Designation of Tower Hamlets as a Responsible Drinking Borough is approved then a further public notice will need to be given informing of its approval and impending implementation. The 9<sup>th</sup> May notice can be seen in Appendix 19.

## 6.13 **Notification to the Secretary of State**

6.13a A copy of the designation order will be sent to the Secretary of State as soon as reasonably practicable after the order has been made. This is necessary in order to fulfil legal requirements. Details of all DPPOs in the country are held by the Home Office and accessible to the public upon request.

## 7. **COMMENTS OF THE CHIEF FINANCIAL OFFICER**

7.1 The report seeks agreement to the proposed implementation of a Responsible Drinking Borough (RDB). The costs associated with public consultation will be met from within existing Safer Communities Budget provision, as will be the cost of necessary signage, its installation and de-installation. The management and enforcement of the RDB would be met from within existing Police and Safer Communities (THEO) budgets.

## 8. **CONCURRENT REPORT OF THE ASSISTANT CHIEF EXECUTIVE (LEGAL SERVICES)**

8.1 The Council may by order identify any public place in Tower Hamlets as a designated public place for the purposes of Part 1 of the Criminal Justice and Police Act 2001, provided that it is satisfied that –

- (a) nuisance or annoyance to members of the public or a section of the public; or
- (b) disorder,

has been associated with the consumption of alcohol in that place.

- 8.2 The relevant statutory provisions and the consequences of such identification are set out in the report. The report correctly indicates that there should be evidence to support the Council's conclusions as to nuisance, annoyance or disorder.
- 8.3 If a borough wide zone is being considered, then there must be evidence of nuisance, annoyance or disorder across the borough. It is most unlikely that any identification of a place for the purposes of establishing a Responsible Drinking Borough will be supported by evidence at every location within that place. Some question of sufficiency must arise. The report presents the available evidence, including the evidence of displacement caused by existing Drinking Control Zones. The decision whether to make an order identifying the whole of the borough is for Full Council. Now the consultation exercise has been completed, Council will have to make a decision on the sufficiency of the evidence.
- 8.4 Before making an order under section 13 of the Criminal Justice and Police act 2001, the Council must carry out consultation in accordance with the requirements of the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2007. The report indicates that the consultation proposals have been met and go beyond these requirements.
- 8.5 Before making the proposed order, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't. An equality impact assessment has been prepared and this may assist Full Council to meet its statutory equality duty.

## **9. ONE TOWER HAMLETS CONSIDERATIONS**

- 9.1 An Equalities Impact Assessment has been carried out. The process is particularly relevant because of the vulnerable nature of many of the persistent drinkers. The findings of which have helped to shape this report. In addition, equalities considerations will be addressed at the tasking meeting (BCTG) as part of the decision making process for implementation of RDB powers in each area.

## **10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

- 10.1 Implementation of an RDB is expected to have a positive effect on the environment through minimising alcohol related urination and litter.

## **11. RISK MANAGEMENT IMPLICATIONS**

- 11.2 The proposals provide significant mitigation of risks to the council by identifying vulnerable people at an earlier stage, enabling treatment and support to be provided before their actions and circumstances escalate. The proposals allow behaviour change to be brought about before it is too late to achieve successful diversion. This is particularly true of those who have multiple mental health and/or drug diagnoses, where this proposal provides an effective mechanism of identifying people in the street or park and diverting them into treatment.
- 11.3 The main risks of this proposal are to do with the application of the powers being applied legally and proportionally, and the potential for community tension arising from this. These risks will be mitigated by our existing performance management process, which includes a tasking meeting, chaired by a Police Superintendant and attended by the Head of Safer Communities; an LBTH Safer Communities Operations meeting, and external monitoring by the Metropolitan Police of the THEOs' use of powers as part of the Community Safety Accreditation Scheme (CSAS) process. The use of LBTH Scrutiny Committees is also an important accountability mechanism. This combination is successful at challenging and holding officers to account.
- 11.4 Careful consideration was given to communication for the consultation period and a communication plan was written (see Appendix 20). On analysis of the consultation findings there were some misconceptions/misunderstanding around the powers associated with an RDB and how they will be used. Further awareness raising activity to residents and effected groups will need to be carried out on implementation of the RDB. A supporting communication plan will be prepared for the implementation period by Corporate Communications.

## **12. CRIME AND DISORDER REDUCTION IMPLICATIONS**

- 12.1 This proposal is designed to reduce crime and anti-social behaviour, particularly that directly or indirectly related to alcohol, including littering and urination, noise, nuisance and intimidation. There is a well established link between alcohol and violent crime and it is hoped that this proposal will have an impact on this type of crime in particular.

## **13. EFFICIENCY STATEMENT**

- 13.1 There are potentially significant efficiency gains from implementing a coordinated and borough wide process for managing alcohol related problems in hotspots across the borough, rather than responding to each issue individually. The creation of individual DCZs in response to this dynamic problem would require lengthy lead in times, including significant resource implications for consultation and information distribution. A single process enables the individual response to be developed more quickly and easily and will facilitate more effective interventions for alcoholics with other support networks.

13.2 There are also further efficiencies from addressing problems before they escalate, requiring less resource than would be necessary in dealing with a more serious problem at a later stage. These efficiencies would be spread across the Council and key partner agencies.

#### **14. APPENDICES**

- Appendix 1 – Map of Alcohol related harassment and violence
- Appendix 2 – Map of current Designated Public Place Orders in East London
- Appendix 3 – Map of Computer Aided Despatch calls for Street Drinking just outside existing DPPO areas
- Appendix 4 – Map of Computer Aided Despatch calls for Street Dinking across the borough
- Appendix 5 – Map of Alcohol Related Computer Aided Despatch calls
- Appendix 6 – Map of Computer Aided Despatch calls for Inconsiderate Behaviour
- Appendix 7 – Graph showing levels of Begging and Alcohol related Anti-social Behaviour (ASB)
- Appendix 8 – Hostels and Alcohol Related ASB
- Appendix 9 – Treatment for Drinkers
- Appendix 10 – Map of Drug Outreach Work areas
- Appendix 11 – Map of Alcohol related Computer Aided Despatch calls and hostel locations
- Appendix 12 - Consultation letter on Responsible Drinking Borough
- Appendix 13 – Press Release on Responsible Drinking Borough Consultation
- Appendix 14 – Press Coverage of Responsible Drinking Borough Consultation
- Appendix 15 – Poster used for promotion of Responsible Drinking Borough Consultation
- Appendix 16 – Information Cards for Responsible Drinking Borough
- Appendix 17 – Website used for Responsible Drinking Borough Consultation
- Appendix 18 – Responsible Drinking Borough Signage Design
- Appendix 19 – Legal Notice for Designated Public Place Order 09.05.11
- Appendix 20 – Public Consultation Communications Plan
- Appendix 21 – Public Consultation Results – Statistical Analysis

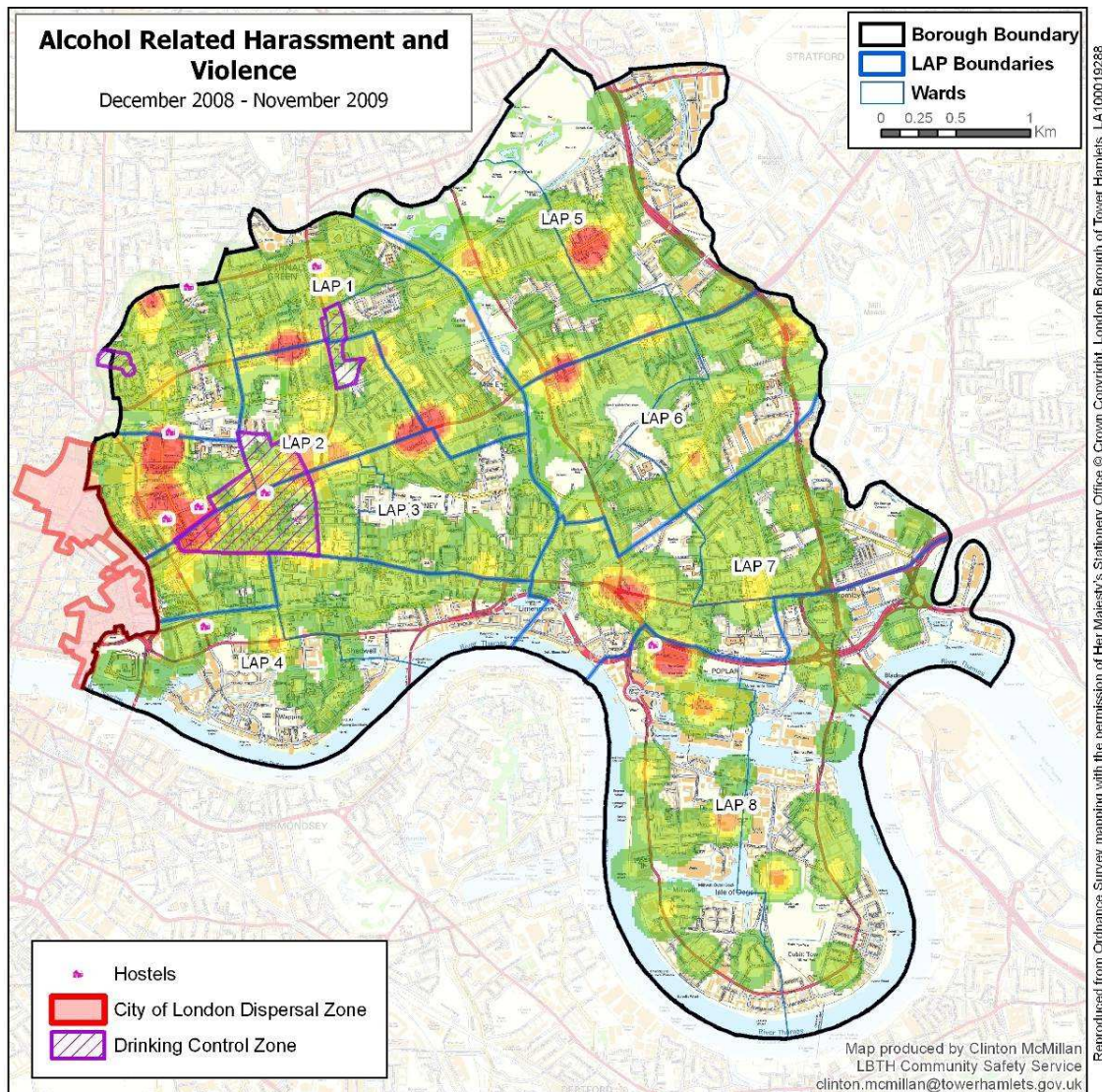
#### **APPENDICES**

##### **Appendix 1**

Map Indicating a wide spread of problem locations for alcohol related harassment and violence across the Borough.



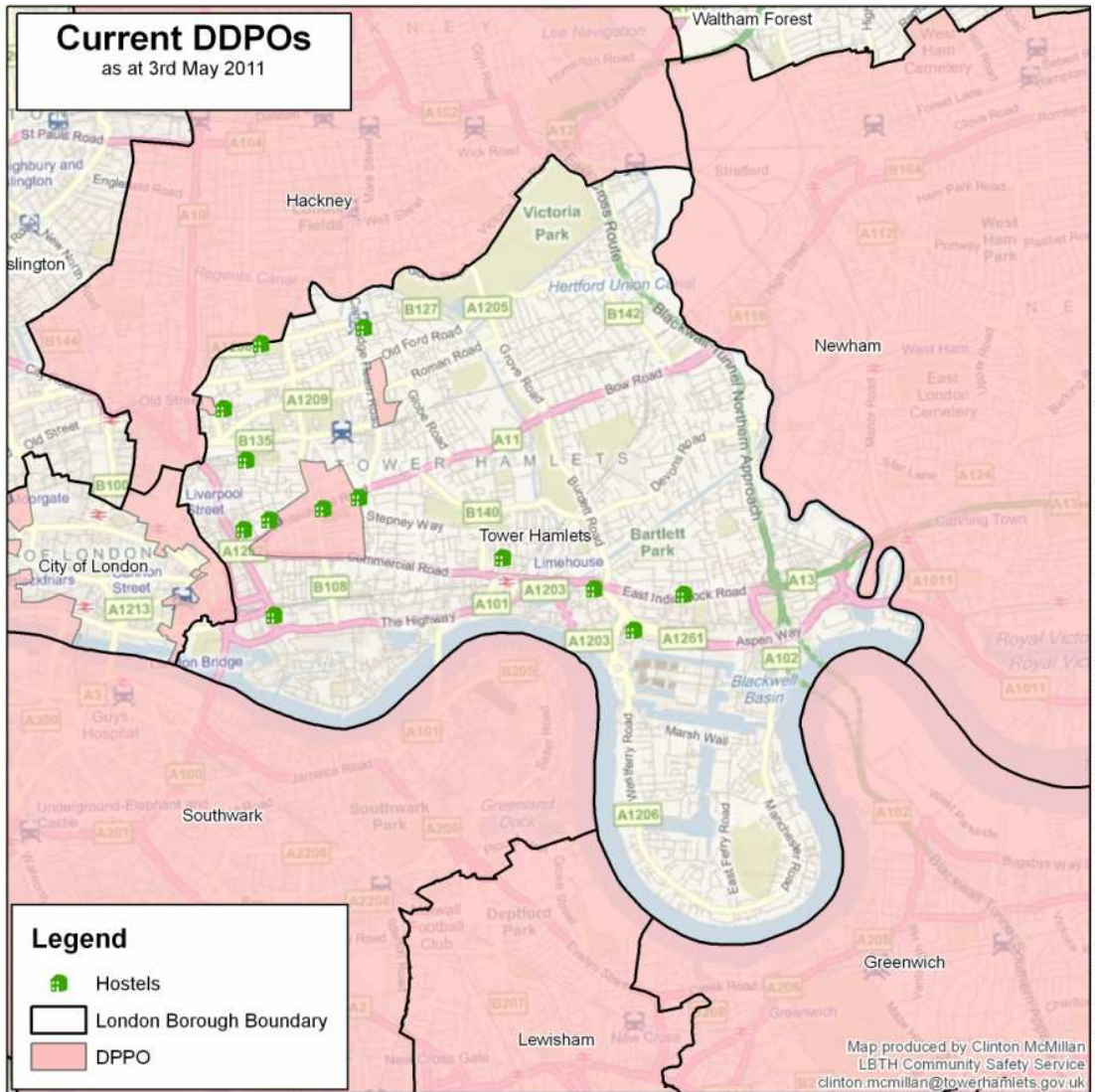
Particular hotspots can be noted near to existing City of London and local existing DCZs, suggesting that there is some dispersal of alcohol related problems



## Appendix 2

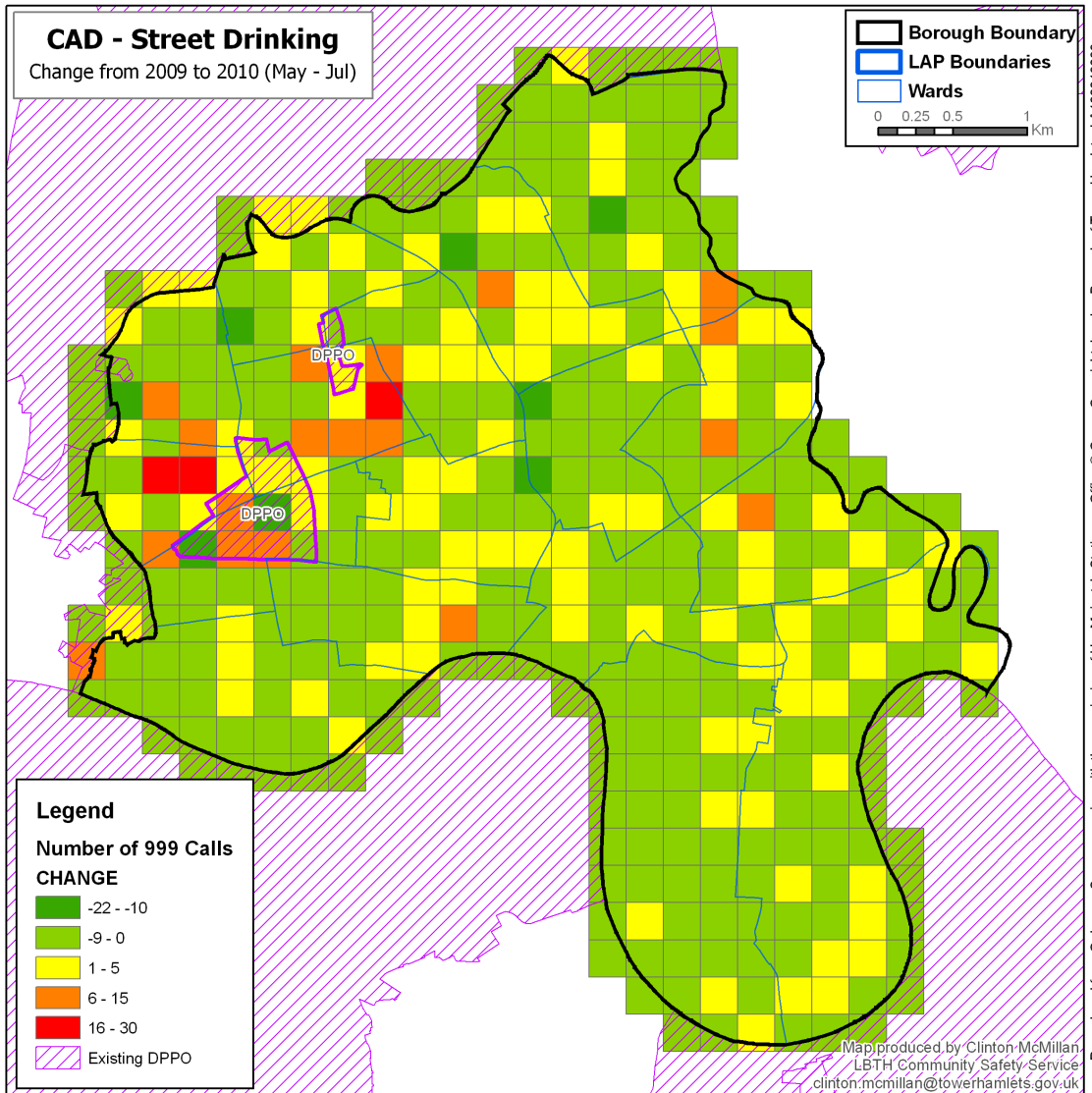
Map indicating the presence of DPPOs in all of Tower Hamlets' surrounding boroughs.

NB: Subsequent to the proposal to consult on a RDB was agreed at Tower Hamlets Cabinet, Newham has now implemented a borough wide DPPO, after completing its consultation process.



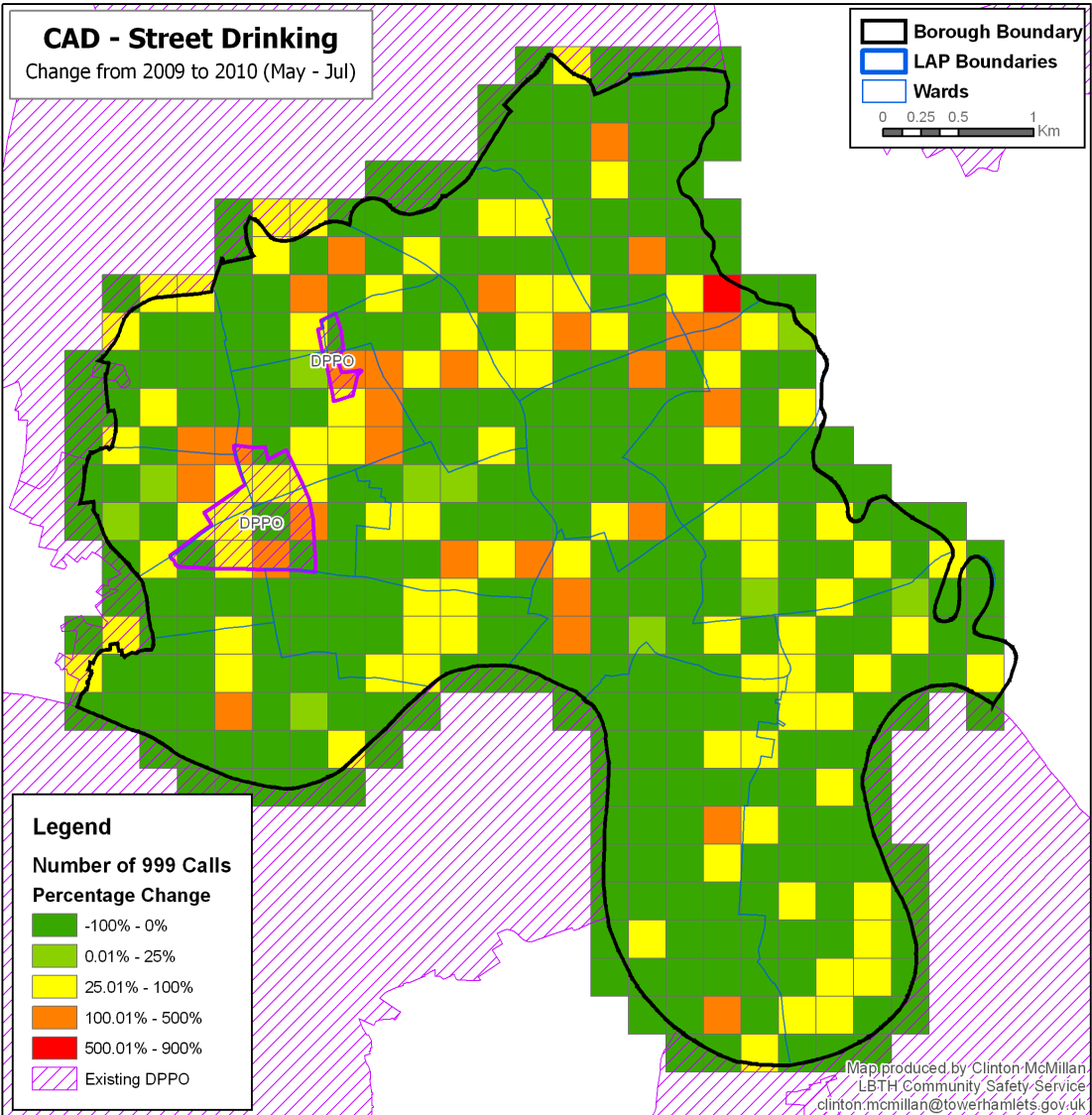
### Appendix 3

Map showing increased levels of CAD (Computer Aided Dispatch i.e. 999) calls in areas just outside the existing DCZ areas, appearing to indicate dispersal of the problem from those areas.



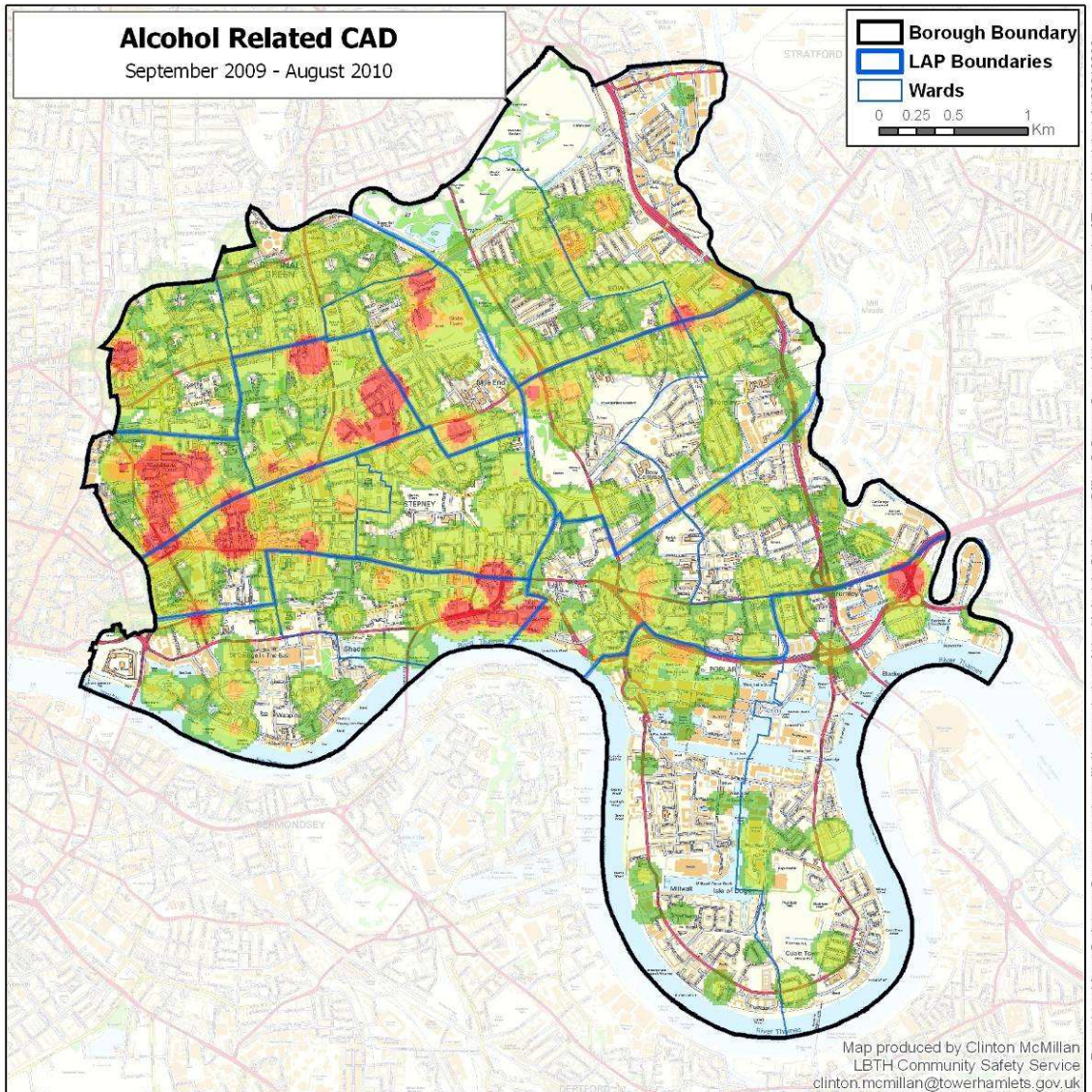
#### Appendix 4

Map showing increases in drink related CAD (Computer Aided Dispatch i.e. 999) calls across the borough.



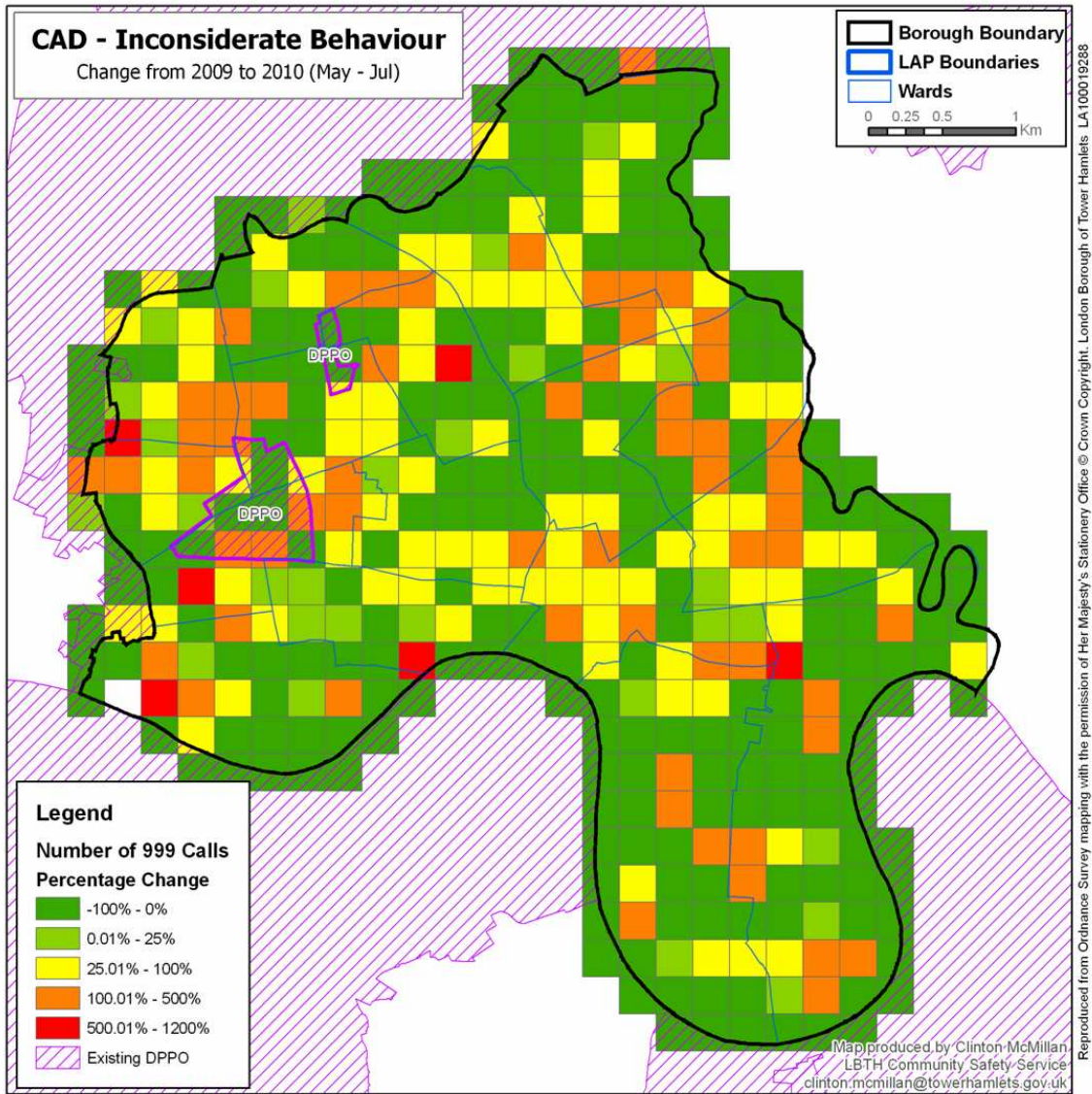
## Appendix 5

Map showing wide geographical spread of alcohol related CAD (999) calls across the borough



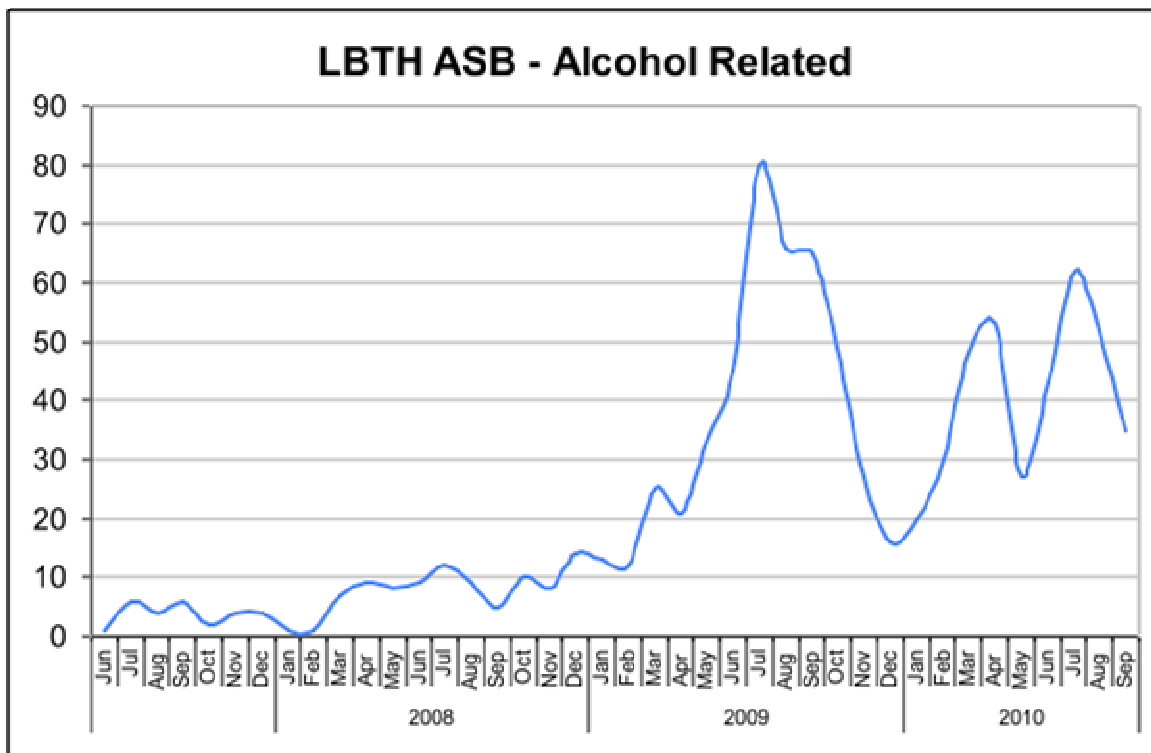
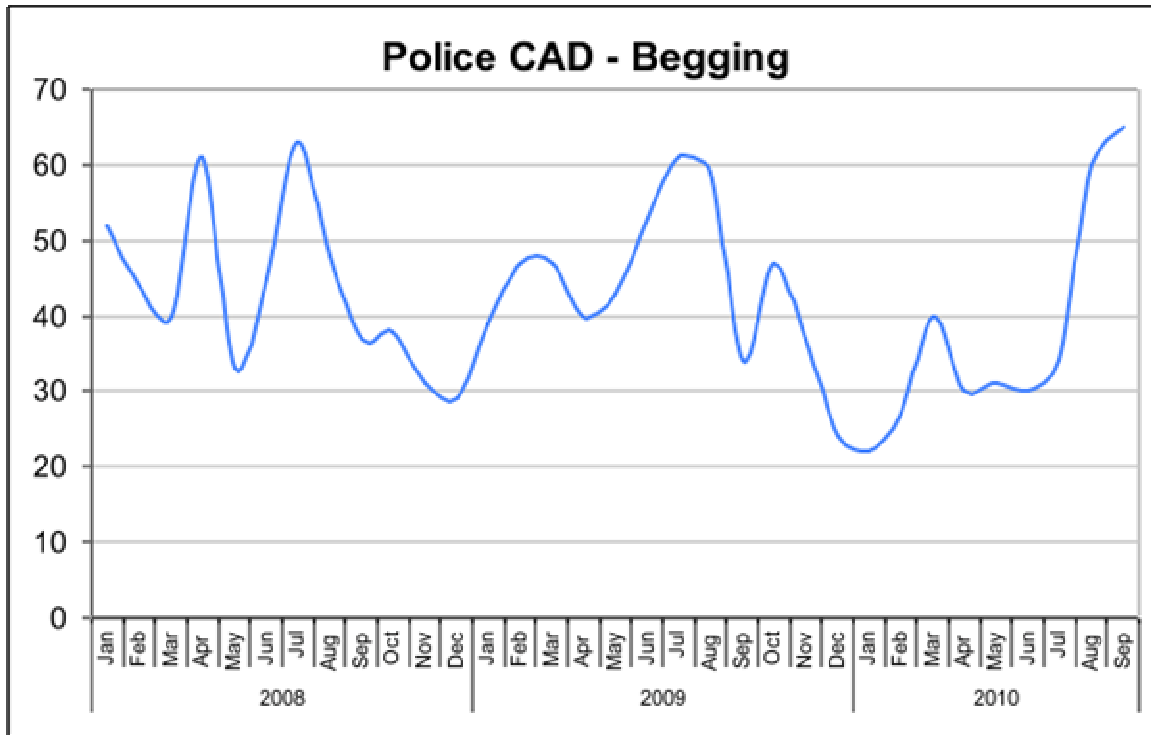
## Appendix 6

Map showing increases in CAD (999) calls for inconsiderate behaviour in particular areas in a 2 month period.



## Appendix 7

Tables showing trend towards increased begging and alcohol related ASB in Tower Hamlets



## Appendix 8

### HOSTELS AND ALCOHOL RELATED ASB

It is estimated that there are well over 1000 homeless or formerly homeless people receiving housing and support services in Tower Hamlets (there is not a precise definition of a hostel, hence the estimated figure).

The majority of Tower Hamlets' hostel accommodation is in the West of the borough, either in or close to the Whitechapel area.

Most hostels take ASB within their premises or in the surrounding area very seriously, taking prompt action to apply sanctions to residents and link with enforcement agencies where necessary.

Hostel dwellers are sometimes perceived to be perpetrators of ASB, and hostels may be misconstrued as attracting people from outside of the borough. There are, however, a number of hostel locations in the Borough and in most cases there is no link to alcohol related crime and ASB. Hostel locations and problem alcohol locations are mapped together at Appendix 11. It should be noted that where alcohol related crime and ASB is occurring in the vicinity of hostels, it is not necessarily connected to the hostels themselves but may be due to other factors attracting people to the area. The reality is that LBTH hostels now only house people who are:

Nominated by the Housing Options and Supporting people Team (HOST) and who have lived within the borough for 6 months or more.

Referred from other boroughs, but only where Tower Hamlets have a reciprocal arrangement to place people in hostels in the referring borough.

Nominated by the City (who take full responsibility for the permanent housing needs and move on), and who have contributed large amounts of capital money for hostel provision in Tower Hamlets.

Hostels are funded to work proactively with people and are monitored to ensure they carry out this function. Currently, across the key hostels in and around the Whitechapel area (Booth House, Hopetown and Aldgate), the rate of planned move on as a proportion of the total group of people moving on<sup>2</sup>, is currently 75% which benchmarks very favourably against hostels in other areas.

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<sup>2</sup> This indicator is used as a key indicator of how effective hostel services are and is a key part of National Indicator NI 141 (Number of vulnerable people achieving independent living).



## Appendix 9

### TREATMENT FOR DRINKERS

Commissioned through "You Decide" Participatory Budgeting, the Drug and Alcohol Outreach Team (DAOT) initially received funding for six outreach workers for 09/10 and 10/11. This funding ran out at the end of March 2011, and they are now funded by the Drug Intervention Programme (DIP) ring-fenced grant. The team engage with drinkers and drug users at street level. The dependency of their clients on drink and drugs often leads to low-level ASB.

The DAOT is often able to change people's lifestyles before enforcement becomes necessary. Without this service, there would be a danger that drinkers would 'go underground' to drink, making them harder to monitor or manage and rendering it almost impossible to encourage them into services.

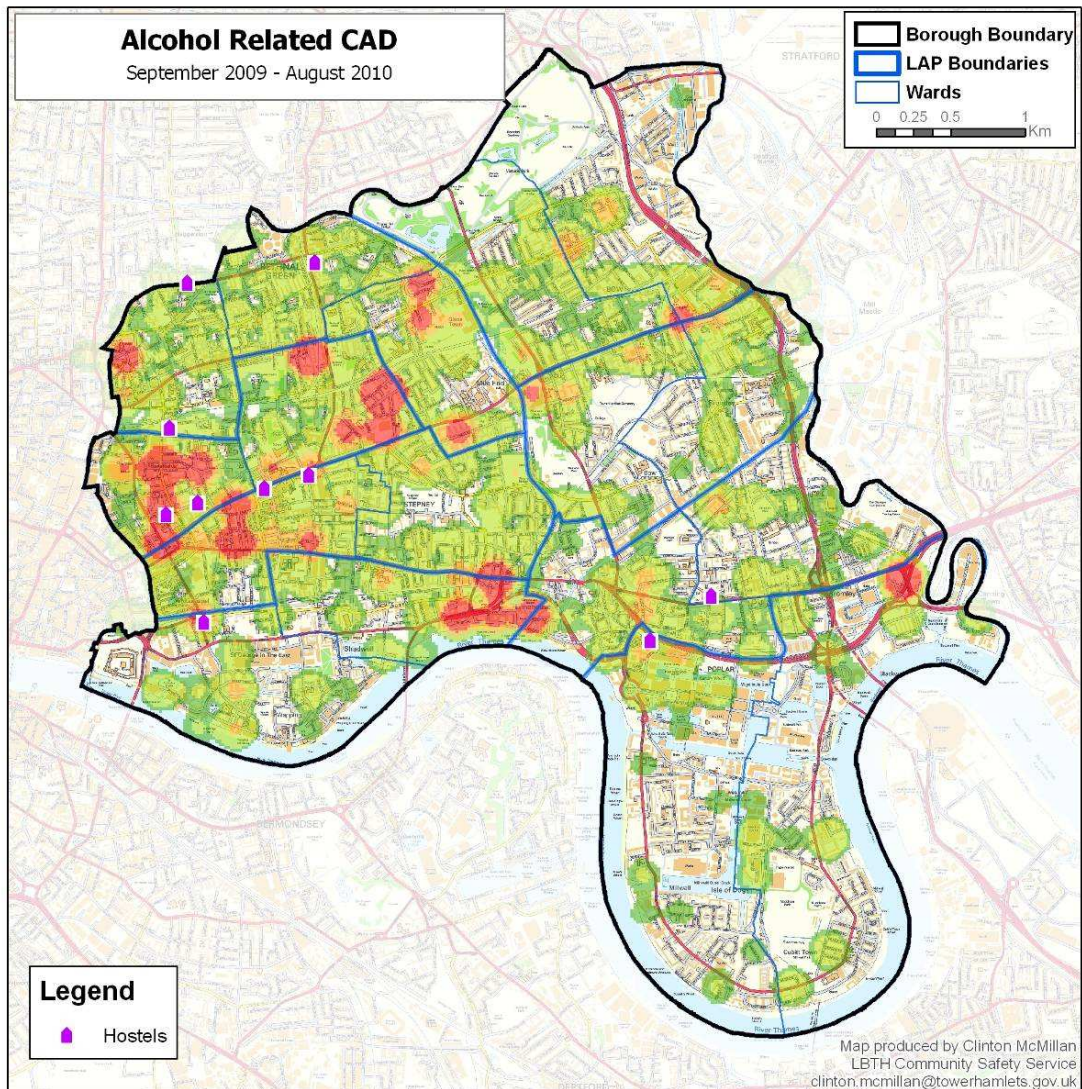
Of every 100 people engaged with by the DAOT, 15-20 people are suitable for and agree to being referred into services (rehabilitation etc). The DAOT builds motivation and lays the foundation for changes in lifestyle and behaviour. The process is not immediate. Often it is the 6<sup>th</sup> or 7<sup>th</sup> visit to rehabilitation that persuades a client to give up drugs or drink.

The DAOT work alongside THEOs, with whom they undertake joint operations. Under the 'Safe and Supportive' banner, the THEOs are the 'Safe' to the DAOT's 'Supportive'. They were particularly involved in the work in Altab Ali Park (part of the Whitechapel DCZ) (see 5.13 above), a hotspot for street drinking and associated anti-social behaviour. The DAOT are keen to use the RDB to support further joint work with THEOs and the Police. It will enable them to discuss persistent offenders and regularly review the approach taken to individuals of concern.

# Appendix 10



# Appendix 11



## Appendix 12

### Consultation Letter

#### **Consultation on Proposal to Implement a Borough-Wide Designated Public Places Order (DPPO)**

We are currently seeking views on the proposed implementation of powers to tackle alcohol related anti-social behaviour. Under the Police and Criminal Justice Act 2001, Councils can implement a Designated Public Places Order (DPPO), known in Tower Hamlets as a Responsible Drinking Borough. This power would not ban people from drinking in public, but would provide the THEOs and Police with the power to react quickly and effectively to drink related nuisance, when and where it happens within the boundaries of Tower Hamlets.

A Responsible Drinking Borough would provide the Council's Tower Hamlets Enforcement Officers (THEOs) and the Police with powers, in public, to confiscate, demand and dispose of any alcohol. Failure to comply with a request from A THEO or Police Officer to hand over alcohol could result in arrest and/or a fine of up to £500.

The Borough Wide DPPO would not apply to premises and their curtilage in respect of which a premises license or club premises certificate is in effect and which authorises the supply/sale of alcohol, or premises that authorise the supply of alcohol by virtue of a temporary event notice and for 30 minutes after the expiry of the temporary event notice, or any place where facilities or activities relating to the sale or consumption of alcohol are for the time being permitted by virtue of a permission granted under section 115E of the Highways Act 1980. Further, it will not apply to any premises in respect of which a Premises Licence exists that authorises the supply/sale of alcohol where the Premises Licence is held by the London Borough of Tower Hamlets or the Premises Licence is held by another but occupied by the London Borough of Tower Hamlets or managed by the London Borough of Tower Hamlets. The only premise to which this applies is the Brady Centre, 192-196 Hanbury Street, London E1 5HU.

Tower Hamlets currently has three smaller DPPOs in Whitechapel, Bethnal Green and Shoreditch. These have proven successful, but are limited by the inability to use the power as soon as the offender moves outside the designated area. A number of neighbouring boroughs have already introduced Borough-Wide DPPOs which have proven successful. It is hoped that implementation of a Responsible Drinking Borough in Tower Hamlets would have benefits including: -

- Sending a message that anti-social drinking is not acceptable and will not be tolerated in our public places
- Reducing alcohol related disturbances
- Enabling services to react more quickly to changes in alcohol related anti-social behaviour
- Improving safety for residents and others in the borough
- Improving quality of life and feeling safe for residents and others in the borough

Representations are invited as to whether the Council should make a Borough wide DPPO. There are many ways you can make representations or tell us your views and comments. Please see the reverse side of this letter for details.

Yours sincerely



Andy Bamber, Head of Community Safety

Find out more and have your say on a Responsible Drinking Borough for Tower Hamlets in any of these ways: -

- On the Internet Visit [www.towerhamlets.gov.uk/responsibledrinking](http://www.towerhamlets.gov.uk/responsibledrinking)
- By E-mail Send to [consultation@towerhamlets.gov.uk](mailto:consultation@towerhamlets.gov.uk)
- On Twitter Tweet us @towerhamletsnow
- By Post RRYE-RZAB-KBSX, Consultation, Mulberry Place, 5 Clove Crescent, London  
E14 2BG
- Over the Phone Call 020 7364 4389
- In Person Talk to a Council Officer at one of the following road shows: -
- |                          |            |                             |
|--------------------------|------------|-----------------------------|
| Sunday 27th March 2011   | 11am - 2pm | Richmix Cultural Foundation |
| Monday 28th March 2011   | 11am - 2pm | Idea Store, Bow             |
| Tuesday 29th March 2011  | 11am - 2pm | Cubitt Town Library         |
| Thursday 31st March 2011 | 3pm - 6pm  | Idea Store, Whitechapel     |

Please note that all consultation ends on Monday 4 April at 9am. If you wish to comment, please ensure your views are received before this date.

If you would like this information in a different language or format please get in touch with us using the information on the back of this letter.

## Press Release

Tower Hamlets residents can have their say on new powers to tackle alcohol related antisocial behaviour.

A consultation into the Responsible Drinking Borough (RDB), which does not ban people from drinking in public, but provides the council and Police with the power to react quickly and effectively to drunken troublemakers, starts this week.

Residents and businesses will have the opportunity to express their views on the RDB during a six week consultation period.

Letters will be sent to the borough's licensees to make them aware of the new powers, while a road show will tour the borough to help residents understand more about the proposals.

Road show dates include:

- Sunday 27th March 2011 (11am - 2pm)  
Richmix Cultural Foundation
- Monday 28th March 2011 (11am - 2pm)  
Idea Store Bow
- Tuesday 29th March 2011 (11am - 2pm)  
Cubitt Town Library
- Thursday 31st March 2011 (3pm - 6pm)  
Idea Store Whitechapel

Mayor of Tower Hamlets, Lutfur Rahman, said: "We want our residents to feel safe in their community and that mean tackling anti social behaviour head on. Alcohol often leads people to act out and become a nuisance and these new powers mean that the council can work with the Police to put a stop to it when and where it happens.

"We think that the Responsible Drinking Borough is a good idea, and we want to find out what you think."

Mark Wolski, Superintendent Partnership from Tower Hamlets Police, said, "Alcohol related violence is a challenge to our community. The Anti-social behaviour associated with misuse of alcohol is a widely held by our local wards as a priority for action.

"The imposition of Controlled Drinking Zones will be one more tool by which we can police the streets more effectively in accordance with local needs."

The RDA will provide the Tower Hamlets Enforcement Officers (THEOs) and the Police with the powers to stop people and confiscate, demand and dispose of any alcohol within the boundaries of Tower Hamlets.

The borough has three controlled drinking zones, Whitechapel, Bethnal Green and Shoreditch, while a number of neighbouring boroughs have already introduced borough-wide controlled drinking zones.

These controlled drinking zones have proved to be very successful, giving both the council and Police a good understanding of how they can operate and improve the

quality of life for local residents. However, their success means that street drinkers move to other areas of the borough and the benefit of the RDB means that the council can react to these changes immediately.

Failure to comply with a request from the police to hand over alcohol can result in arrest and/or a fine of up to £500.

The consultation ends on XXX. To find out more visit [www.towerhamlets.gov.uk/responsible\\_drinking](http://www.towerhamlets.gov.uk/responsible_drinking) or call

-ENDS-

## **Appendix 14**

Press Coverage

East London Advertiser  
20th January 2011

# Booze curb

THE POLICE will be given the power to stop, search and confiscate alcohol across the East End, and refusal to comply could result in arrest or a fine of up to £500.

Mayor of Tower Hamlets Lutfur Rahman has given his seal of approval to the borough-wide designated public order to help police and Tower Hamlets enforcement officers to tackle alcohol-related antisocial behaviour “when and where it happens”.

A public consultation will be held before drinking control zones are established in Whitechapel, Bethnal Green and Shoreditch.

BANGLA MIRROR English Newsweekly  
21 January 2011  
Circulation: Unknown



## Tower Hamlets moves towards a drinking control zone

Plans to introduce a borough-wide Designated Public Order (or Drinking Control Zone) to curb alcohol related antisocial behaviour in Tower Hamlets have been given the go-ahead by the Mayor Lutfur Rahman.

The drinking control zone does not ban people from drinking in public, but provides the council and Police with the power to react quickly and effectively to issues surround alcohol related anti social behaviour. It will provide the Tower Hamlets Enforcement Officers (THEOs) and the Police with the powers to stop people and confiscate, demand and dispose of any alcohol within the boundaries of Tower Hamlets.

A public consultation will take place to give residents and businesses and opportunity to express their views before the scheme is introduced. The borough has three drinking control zones, Whitechapel, Bethnal Green and Shoreditch, while a number of neighbouring boroughs have already introduced borough-wide drinking control zones.

Mayor of Tower Hamlets, Lutfur Rahman, said: "We want our residents to feel safe in their community and that mean tackling anti social behaviour head on. Alcohol often leads people to act out and become a nuisance and these new powers mean that the council can work with the Police to put a stop to it when and where it happens."

Mark Wolski, Superintendent Partnership from Tower Hamlets Police, said, "Alcohol related violence is a challenge to our community. The Anti-social behaviour associated with misuse of alcohol is a widely held by our local wards as a priority for action.

Chapter 3 Tower Hamlets moves towards a drinking control zone

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Mark Wolski, Superintendent Partnership from Tower Hamlets Police, said, "Alcohol related violence is a challenge to our community. The Anti-social behaviour associated with misuse of alcohol is a widely held by our local wards as a priority for action.

"The imposition of Controlled Drinking Zones will be one more tool by which we can police the streets more effectively in accordance with local needs."

These drinking control zones have proved to be very successful, giving both the council and Police a good understanding of how they can operate and improve the quality of life for local residents. However, their success means that street drinker move to other areas of the borough and the benefit of the borough-wide control zones means that the council can react to these changes immediately.

Failure to comply with a request from the police to hand over alcohol can result in arrest and/or a fine of up to £500.

**East End Life**  
**21 February 2011**

**Your views on alcohol ASB**

Residents are to be asked what they think about new powers to tackle alcohol-related anti-social behaviour (ASB).

The council is proposing to make Tower Hamlets a Responsible Drinking Borough (RDB) and consultation starts this week.

The proposals do not ban people from drinking in public, but provide the council and police with the power to react quickly and effectively to tackle drunken troublemakers.

Residents and businesses will have the opportunity to express their views during a six-week consultation period.

Letters will be sent to licensees to make them aware of the new powers, while a road show will tour the borough to help residents understand more about the proposals.

Mayor Lutfur Rahman said: "We want our residents to feel safe in their community and that means tackling anti-social behaviour head on. Alcohol often leads people to become a nuisance. These new powers mean that the council can work with the police to put a stop to it when and where it happens."

Police Superintendent Mark Wolski said: "Alcohol-related violence is a challenge to our community. The anti-social behaviour associated with misuse of alcohol is also widely chosen by our local ward panels as a priority for action.

"The implementation of a Responsible Drinking Borough will be one more tool by which we can police the streets more effectively in accordance with local needs."

The RDB will provide Tower Hamlets enforcement officers (THEOs) and the police with the powers to stop people and to confiscate, demand and dispose of any alcohol within the borough boundaries.

Tower Hamlets already has three controlled drinking zones – Whitechapel, Bethnal Green and Shoreditch – and a number of neighbouring boroughs have already introduced borough-wide controlled drinking zones.

Road show dates include:

- Sun, Mar 27, 11am-2pm at Rich Mix, 35-47 Bethnal Green Road, E1.
- Mon, Mar 28, 11am-2pm at Idea Store Bow, Gladstone Place, E3.
- Tues, Mar 29, 11am-2pm at Cubitt Town Library, Strattondale Street, E14.
- Thurs, Mar 31, 3-6pm at Idea Store Whitechapel, 321 Whitechapel Road, E1.

The consultation ends on April 4.

**East London Advertiser**  
**24 February 2011**

# **ANTISOCIAL BEHAVIOUR**

**EAST Enders are being asked their views on how alcohol-related antisocial behaviour should be tackled.**

**Council and police officers will soon have the power to stop drunken troublemakers and confiscate their booze anywhere the East End.**

**Consultation for the scheme, called the Responsible Drinking Borough, will happen over the next six weeks.**

**Tower Hamlets already has three controlled drinking zones – Whitechapel, Bethnal Green and Shoreditch.**

**But street drinkers are moving to other areas to escape action.**

**Supt Mark Wolski from Tower Hamlets police said bad behaviour relating to drinking is often described as one of the main problems facing residents in community ward panels.**

**Those who fail to hand over alcohol when asked can be arrested and fined up to £500.**

**The consultation ends on Monday April 4 and to find out where your nearest roadshow is go to [www.tower-hamlets.gov.uk/responsibledrinking](http://www.tower-hamlets.gov.uk/responsibledrinking).**

**NEW POWERS TO TACKLE DRUNKEN BEHAVIOUR**  
HAVE YOUR SAY

Tackle drunken behaviour **WHEN** and **WHERE** it happens.

It will **HELP** make Tower Hamlets a safer place.

**RESPONSIBLE DRINKING BOROUGH**

**Tower Hamlets residents can have their say on new powers to tackle alcohol related antisocial behaviour.**

The Responsible Drinking Borough (RDB), does not ban people from drinking in public, but provides the council and Police with the power to react quickly and effectively to drunken troublemakers.

The RDB will provide the Tower Hamlets Enforcement Officers (THEOs) and the Police with the powers to stop people from drinking alcohol and confiscate any alcohol within the boundaries of Tower Hamlets if they are causing trouble.

If they fail to stop drinking or hand over alcohol when asked to do so by a THEO or Police Officer they can be arrested and fined up to £500.

**Please tell us your thoughts on the proposed Responsible Drinking Borough.**

Send your thoughts freepost to RRYE-RZAB-KBSX, Consultation, Mulberry Place, 5 Clove Crescent, London E14 2BG, e-mail [consultation@towerhamlets.gov.uk](mailto:consultation@towerhamlets.gov.uk) or tweet us @towerhamletsnow

**020 7364 4389**  
[www.towerhamlets.gov.uk/responsibledrinking](http://www.towerhamlets.gov.uk/responsibledrinking)

TOWER HAMLETS

**Appendix 15**

**Consultation Poster**

# NEW POWERS TO TACKLE DRUNKEN BEHAVIOUR

## HAVE YOUR SAY

Tackle  
drunken  
behaviour  
**WHEN**  
and **WHERE**  
it happens.

It will **HELP**  
make Tower  
Hamlets a  
safer place.

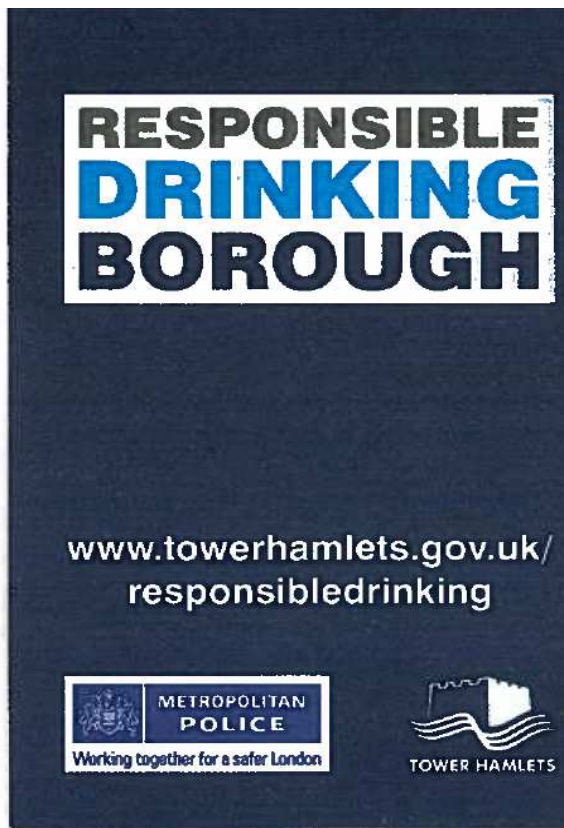
**020 7364 4389**

[www.towerhamlets.gov.uk/responsibleddrinking](http://www.towerhamlets.gov.uk/responsibleddrinking)

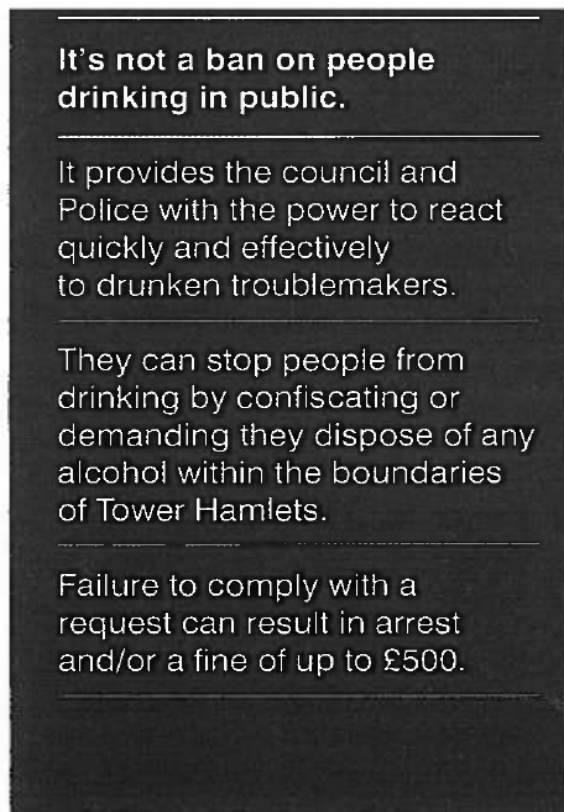


## Appendix 16

Information Cards used by THEOs and Police Safer Neighbourhoods Teams



*Front*



*Back*

## Appendix 17


Consultation Webpage on LBTH Internet Site

Responsible drinking - Microsoft Internet Explorer provided by Tower Hamlets

File Edit View Favorites Tools Help

Back Forward Stop Home Search Favorites

Address [http://www.towerhamlets.gov.uk/gsl/851-900/867\\_consultation/responsible\\_drinking.aspx](http://www.towerhamlets.gov.uk/gsl/851-900/867_consultation/responsible_drinking.aspx) Go Links



A to Z | Online Services | Contact us | News & events | Olympics | Text Size: A A A | Browse Aloud | GO

Home

^ Council & democracy

^ Consultation

Responsible drinking

Take part in our website survey

Tower Hamlets Council > Council & democracy > Consultation > Responsible drinking

### Responsible Drinking Borough

**Tower Hamlets residents can have their say on new powers to tackle alcohol related anti-social behaviour. The consultation into the Responsible Drinking Borough (RDB) will last until Monday, April 4.**

Please note that this consultation is now closed.

The RDB does not ban people from drinking in public, but provides the council and Police with the power to react quickly and effectively to drunken troublemakers.

Residents and businesses will have the opportunity to express their views on the RDB during the six week consultation period. You can email us your thoughts at [consultation@towerhamlets.gov.uk](mailto:consultation@towerhamlets.gov.uk).

Letters will be sent to the borough's licensees to make them aware of the new powers, while a roadshow will tour the borough to help residents understand more about the proposals.

The RDB will provide the Tower Hamlets Enforcement Officers (THEOs) and the Police with the powers to stop people and to confiscate, demand and dispose of any alcohol within the boundaries of Tower Hamlets.

The borough already has three controlled drinking zones, Whitechapel, Bethnal Green and Shoreditch, whilst a number of neighbouring boroughs have already introduced borough-wide controlled drinking zones.

These controlled drinking zones have proved to be very successful, giving both the council and Police a good understanding of how the zones can operate to improve the quality of life for local residents. However, their success means that street drinkers move to other areas of the borough. One benefit of the RDB is that the council can react to these changes immediately.

Failure to comply with a request from the THEOs or Police to hand over alcohol can result in arrest and/or a fine of up to £500.

**Roadshow dates:**

- Sunday 27 March 2011 (11am - 2pm), Richmix Cultural Foundation
- Monday 28 March 2011 (11am - 2pm), Idea Store Bow
- Tuesday 29 March 2011 (11am - 2pm), Cubitt Town Library
- Thursday 31 March 2011 (3pm - 6pm), Idea Store Whitechapel

**Questions and answers**

**What is a Responsible Drinking Borough?**

It simply means that the Police and the council's enforcement officers have powers to stop people drinking and to seize alcohol from people causing anti-social behaviour.

## Appendix 18

### Responsible Drinking Borough Sign



# RESPONSIBLE DRINKING BOROUGH

THIS IS A DESIGNATED  
**PUBLIC PLACE**



The penalty for continuing to drink alcohol in  
this area when asked not to do so by an  
authorised officer is a maximum **£500** fine

You may be arrested if you fail to surrender  
any alcohol

This Designated Public Place Order (DPPO) covers all public places except any pubs, restaurants, places covered by local authority licenses or Temporary Event Notices for alcohol sales during and 30 minutes after license expiry times. After this time the DPPO powers also cover these areas.



Appendix 19

Legal Notice in East End Life 9<sup>th</sup> May 2011

**LONDON BOROUGH OF TOWER HAMLETS  
CRIMINAL JUSTICE AND POLICE ACT 2001,  
SECTION 13**

**THE LOCAL AUTHORITIES (ALCOHOL  
CONSUMPTION IN DESIGNATED PUBLIC  
PLACES) REGULATIONS 2007**

**NOTICE OF A PROPOSAL TO MAKE A  
DESIGNATION ORDER**

**NOTICE IS HEREBY GIVEN THAT** the Council of London Borough of Tower Hamlets intends to make a Designated Public Place Order ("DPPO") under the above Act.

The Designation Order will mean that if a constable or an accredited officer under the Police Reform Act 2002 reasonably believes that a person is, or has been consuming intoxicating liquor within the designated public place or intends to consume intoxicating liquor in such place then the constable or accredited officer may require the person concerned-

a) not to consume in the place anything which is, or which the constable or accredited officer reasonably believes to be, intoxicating liquor;

b) to surrender anything in that person's possession which is, or which the constable or accredited officer reasonably believes to be, intoxicating liquor or a container for such liquor (other than a sealed container) and the constable or accredited officer may dispose of anything surrendered in such manner as the constable or accredited officer considers appropriate.

A person who fails without reasonable excuse to comply with a requirement imposed on that person commits an offence. The maximum penalty on conviction will be a fine not exceeding level 2 on the standard scale (£500 as at 9 May 2011).

The DPPO covers the whole of the area of the London Borough of Tower Hamlets.

The DPPO would not apply to premises and their curtilage in respect of which a premises licence or club premises certificate is in effect and which authorises the supply / sale of alcohol, or premises that authorise the supply of alcohol by virtue of a temporary event notice and for 30 minutes after the expiry of the temporary event notice, or any place where facilities or activities relating to the sale or consumption of alcohol are for the time being permitted by virtue of a permission granted under section 115E of the Highways Act 1980.

Where the London Borough of Tower Hamlets holds a premises licence or occupies or has managed for it a premises that is subject to a premises licence authorising the sale or supply of alcohol, that premises will only be excluded from the DPPO in which it is situated at times when alcohol is actually being sold or supplied and for 30 minutes thereafter. The only premises to which this applies is: the Brady Centre, 192-196 Hanbury Street, London E1 5HU.

Representations can be made in writing to the Consultation and Engagement Advisor at [consultation@towerhamlets.gov.uk](mailto:consultation@towerhamlets.gov.uk) or RRYE-RZAB-KBSX, Consultation, Mulberry Place, 5 Clove Crescent, London, E14 2BG. The closing date for receipt of representations is 7 June 2011. A copy of the plan showing the extent of the land to be designated can also be viewed at the Community Safety Service, 4th Floor, Anchorage House, 2 Clove Crescent, London E14 2BE.

**ANDY BAMBER  
HEAD OF SAFER COMMUNITIES  
LONDON BOROUGH OF TOWER HAMLETS**

**Dated : 9 May 2011**

**858/0008**

Appendix 20

Consultation Communications Plan

Objective

While the council strongly supports the DCZ, it wants to ensure that residents are behind it and understand that it is a measure to crackdown on alcohol-related ASB and not a ban on drinking in public.

- 150 responses to the DCZ consultation
- Deliver four consultation Road Shows in each of the paired LAPS
- Raise awareness and understanding of the benefits of DCZ

### **Key Messages**

- Community safety is one of the Mayor's five priorities
- Drinking Control Zones give the council and Police the power to tackle alcohol related antisocial behaviour when and where it happens
- This is not a ban on drinking in public, it's to curb drunken troublemakers
- We already have three successful drinking control zones, Whitechapel, Bethnal Green and Shoreditch, while a number of neighbouring boroughs have introduced borough-wide drinking control zones.
- Take part in the consultation to help make Tower Hamlets a safer place

### **Target Audiences**

- Residents
- Members
- Licensees (Pubs/Clubs/Bars/Off-Licenses/Supermarkets)
- Other businesses
- Partners (Police/NHS/THH/Third Sector)
- Young people
- Brick Lane visitors
- Support/Advice agencies
- Hostels
- Street drinkers
- Media

### **Action Plan**

Four Road Shows will take place across the borough, to include Idea Store Whitechapel, Idea Store Bow, Rich Mix and Cubitt Town Library – dates TBC

| <b>Week</b> | <b>Action</b> | <b>Cost</b> |
|-------------|---------------|-------------|
|-------------|---------------|-------------|

|                    |  | approx |
|--------------------|--|--------|
| Week 1<br>07.02.11 | Media Release: Announcing consultation details |        |
|                    | Artwork design and sign off                    | £500   |
| Week 2<br>14.02.11 | Printing                                       |        |
| Week 3<br>21.02.11 | Media Release: Consultation started            |        |
|                    | One page advert EEL                            | £1,300 |
|                    | Brick Lane plasma screens                      | £50    |
|                    | Idea Store plasma screens                      | £50    |
|                    | THEO information cards                         | £700   |
|                    | Citizen Engagement Portal/Social Media         |        |
|                    | Members Bulletin                               |        |
|                    | Letters to license holders                     |        |
| Website            |  |        |
| Week 4<br>28.02.11 | 50 six sheets                                  | £600   |
| Week 5<br>07.03.11 | 50 six sheets                                  |        |
|                    | Media Release/Photo Opp at road show           |        |
|                    | A1 Foam Board poster for road show             | £100   |
| Week 6<br>14.03.11 |  |        |
| Week 7<br>21.03.11 | Media Release: Last chance to have your say    |        |
| Week 8<br>28.03.11 |  |        |
| Week 9<br>04.04.11 | Media Release: Consultation ended next steps   |        |

The delivery on the above plan costs approximately £3,300, and does not include the production of the information signs that will have to be produced if the DCZ is implemented.

## Evaluation

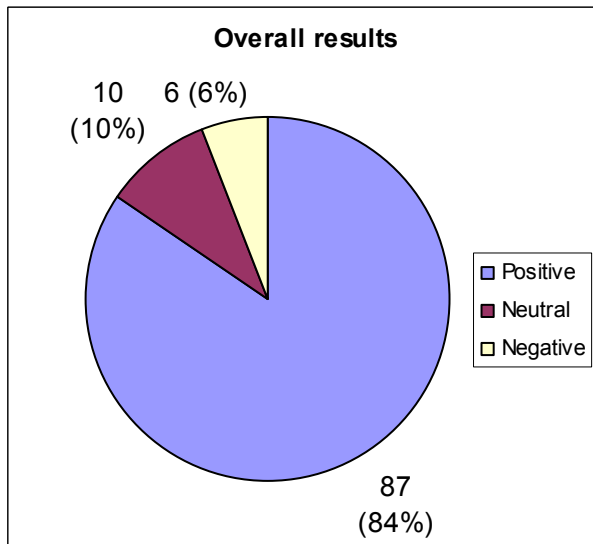
Measure the number of people who respond to the consultation  
Delivery of four road shows.

## Appendix 21

### Consultation Results – Statistical Analysis

In total 103 responses were received and Corporate Communications Team were responsible for collating these replies.

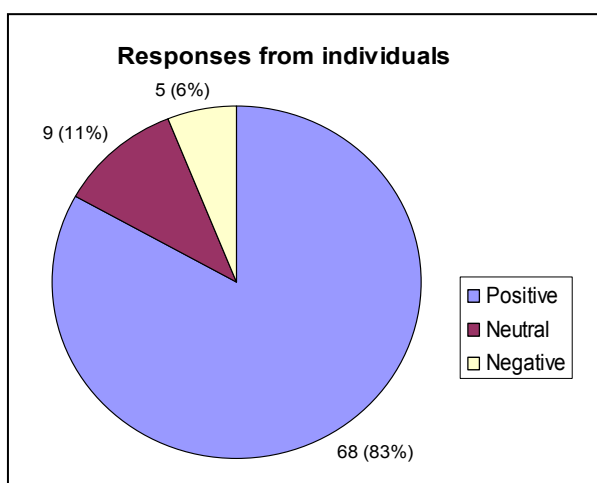
Every response received has been analysed and coded to determine whether it expresses opinions which support the introduction of the Responsible Drinking Borough, whether it opposes such an introduction or whether it expresses no clear support or opposition.



The responses received have been overwhelmingly supportive of introducing a RDB, with 84% of comments received being supportive.

Comments have been received from three groups of respondents: Individuals, Organisations and Businesses. Individuals are considered to be residents speaking on their own behalf; Businesses are those who identify themselves as running or speaking on behalf of a private sector company or group, whilst Organisations are comments received from respondents on behalf of either public or third sector bodies.

Individuals made up the majority of the responses received; 82 in total were received from this group. Of these responses, 83% (68) were in favour of the RDB, with 6% (5) being against it. Several street drinkers also responded at the road shows giving positive feedback that they were in support of the measures to tackle anti-social behaviour as long as it did not facilitate an outright ban on public drinking.



Of the 13 responses received from organisations, only one provided a negative response with the remainder offering a positive response.

Similarly, the eight responses received from businesses were very positive, with seven being in favour of introducing a RDB and one offering a neutral response.

A small number of physical areas were mentioned a great deal of times by respondents, many of whom lived there. The most mentioned areas were Spitalfields and Brick Lane, both of which were brought up repeatedly as places which would benefit from the RDB.

### Specific issues

Whilst some responses simply stated support or otherwise for the proposals, many provided more detailed examples of issues they saw with the current situation in the borough, including specific incidences personally witnessed. A number of themes arose through these responses.

A significant proportion of responses cited public urination, defecation or vomiting as an issue which concerned them (33, 12, and 13 responses respectively). Many of these comments also mentioned the area around Brick Lane and Spitalfields, suggesting this is a hot spot for these types of problems. A small number of respondents pointed out that there are currently no public facilities available to drinkers outside of licensed premises to divert people from such undesirable behaviour in public.

“...we are affected by these people using our door way as public toilets, urinating, defecating, and vomiting in our entrance.”

“We are sure we are not alone in having to suffer the frequent consequences of semi or fully-inebriated people - during the evenings and often into the early hours of the morning - shouting, screeching, fighting, abusing, urinating, vomiting, defecating and causing damage to domestic and commercial property.”

Aggressive behaviour, ranging from shouting and noise through to intimidation and violence, was specified by 69 respondents, which equates to 67% of all responses and 81% of responses which provided further comments. Again, Brick Lane and Spitalfields were mentioned in particular, although many comments did not do so.

“Most nights I get woken by shouting and screaming as drunks stagger up my street in the small hours either to or from Brick Lane.”

“In Spitalfields we are effected by anti social behaviour due to alcohol on an almost daily basis and every weekend.”

There were 23 responses (22%) in reference to the number of licensees in the borough, with many also making reference to the close proximity of such licensees to each other. There was an acceptance that this created a night time economy, but concern that this negatively impacted on the lives of local residents. It was suggested that to combat alcohol related ASB, the Council should limit the number of new licenses granted and take account of the existing saturation in certain areas.

“Residents do not want or need a 'night time economy' and we feel that the council should live up to its obligation to the people who pay the council tax. Planning and licensing also have failed in Spitalfields with unregulated off licenses and bars opening frequently especially on Brick lane again causing misery for many residents.”

“Maybe you need to think about before these premises get licensed and who ever is issuing them needs to think about the public and residents of the borough because where I am situated, there are too many shops selling alcohol and too many shops within each others distance selling alcohol”

Litter was another issue regularly mentioned, having been done so by 19 respondents. The vast majority of this litter was from alcohol cans and bottles, which are left on doorsteps and windowsills to be removed and disposed of by local residents. The glass bottles and glasses left were also regularly smashed, causing both dangerous litter and unwelcome noise, especially late at night.

“Every morning when I go to work and also at the weekends, the street is littered with vodka bottles and chicken take-away boxes.”

“...one can hear bottles and cans being kicked around the streets in the early hours. Empty bottles, glasses and cans are left on our windowsills. Heaven knows if they are filled with lager or urine”

Nine respondents were concerned at the easy availability of cheap alcohol, both for street drinkers and those drinking outside bars and clubs. It was reported that drinkers were using alcohol bought from local shops before visiting bars, whilst standing outside in good weather and then afterwards whilst walking through the streets.

“In my opinion and experience the patrons for OTB buy alcohol from the local off licences, either before they go into OTB or after it closes and use our street (due to its proximity and lack of street lighting) as a gathering point to consume vast amounts of cheap alcohol.”

“...over the past 5 years or so the lives of the residents of this area have become more and more intolerable because of the saturation of the area with bars, off-licences, other shops selling cheap alcohol and the intensification of the market area of the Truman Brewery...”

The sale of alcohol to underage individuals, and the actions of these individuals was shared as a cause for concern by nine respondents, who saw this as an area which needs addressing as a matter of priority.

“It seems to be a lot of youths, who have no regard for others, loitering in residential blocks and causing a nuisance to neighbours and their parent's who may turn a blind eye!”

“Close down premises that persistently sell Alcohol to under-age.”

A small number of respondents (3) were concerned with the potential for these powers to be over-used by police and the Council, and felt that they should not be implemented.

“I think it can too easily be used to enforce one person's ideas on another. I rarely drink alcohol, but totally support other adults to make up their own minds whether or not they drink, when they drink and how much they drink.”

“I consider the powers that the designation would vest in individual enforcement and police officers to be analogous to using a sledgehammer to crack a walnut.”

A number of issues were highlighted for further consideration. It was mentioned in one response that the RDB powers involved giving officers the ability to issue fixed penalty notices to individuals. There was concern that many of the recipients of such penalty notices would be those least likely to be able to pay, such as street drinkers or those on low incomes.

There were also a number of misconceptions of the extent of the powers delegated to officers. Some respondents believed that the RDB would be a total ban on drinking in public, with some supporting and some opposing this solution. It is therefore important that should the proposals be implemented, that an effective communications campaign is conducted to clarify these powers.

**Local Government Act, 1972 Section 100D (As amended)**  
**List of “Background Papers” used in the preparation of this report**



Chapter 5 Brief description of  
“background papers”

- Police CAD data –monthly excel sheet
- Police recorded crime, monthly excel spreadsheet
- London Ambulance Service, alcohol callouts, monthly spreadsheet
- Drink Driving Arrests, excel spreadsheet
- App Flare Database extract for this report
- Southwark’s Designated Public Place Order: an evaluation of effectiveness and the implications for addressing problematic drinking in public places - Executive summary, James Morris, March 2008
- Report into Camden’s CDZ, Camden Borough Council
- Proposal for a Borough Wide Controlled Drinking Zone - Report from the Director of Policy and Regeneration (2007), London Borough of Brent
- Hammersmith and Fulham Year on year street count data
- Equality Impact Assessment

Chapter 4

Chapter 6 Name and telephone number of holder

Chapter 7 and address where open to inspection.

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