



# **London Borough of Brent**

Statement of Licencing Policy (as amended)

2016 - 2021

# 1. Background and introduction

- 1.1 The London Borough of Brent (“the Council”) is the licensing authority under the Licensing Act 2003 (“the Act”) and is responsible for granting premises licences, club premises certificates, temporary event notices and personal licences in the London Borough of Brent.
- 1.2 The Act establishes four core objectives for formulating licensing policy and taking licensing decisions:
- The prevention of crime and disorder
  - Public safety
  - The prevention of nuisance; and
  - The protection of children from harm.
- 1.3 The Act requires the Council to publish a ‘Statement of Licensing Policy’ , which sets out the policies that the Council will generally apply in order to meet these objectives when determining applications. It covers the following:
- the retail sale of alcohol
  - supply of alcohol to, by or on behalf of a club or to the order of a club member
  - supply of hot food or drink between 11pm and 5am the following day
  - subject to certain conditions and exemptions, provision of entertainment for members of the public, members of a private club or for profit, including by a charity, where the entertainment involves:
    - theatrical performance
    - film exhibition
    - indoor sporting event
    - boxing or wrestling (indoor and outdoor)
    - live music performance
    - playing of recorded music
    - dance performance

## **The Policy**

- 1.4 This policy will guide the authority when considering personal licences, premises licences (including provisional statements), variations, transfers, interim authorities and reviews, club premises certificates, designated premises supervisors and temporary event notices.
- 1.5 This statement has been developed in accordance with the provisions of the Act, having regard to the guidance issued under section 182 of the Act. Before publishing this statement the Council shall consult with, and have regard to, the views of all statutory consultees such as the police, fire service, representatives of licence holders, local businesses and their representatives, and local residents.
- 1.6 In addition to the statutory consultees, the following persons or bodies were consulted:

- Brent Ambulance Service Accident and Emergency Services
- Brent Council's planning services
- Community Safety
- Brent Council's Children and Young People Services

1.7 Additional consultation has been carried out with the following people:

- Director of Public Health
- Community associations
- Ethnic group associations
- Safer Neighbourhood Teams
- Mental health advocacy organisations
- Substance use organisations
- Hotels and pub venue management
- Local LGBT groups

1.8 Due consideration has been given to all replies, and a record of persons/organisations consulted and replies received may be kept by the Council.

1.9 A copy of the policy will be placed on the Council's website, and periods of consultation will be advertised on the site.

1.10 This policy will come into force on 7 January 2016, after approval by Full Council, and will remain in force for no more than five years. The policy will be kept under review in the interim period, and should any revision be required to the policy during the five year period, such revision will be subject to full consultation and approval by Full Council.

## **2. Review of the Statement of Licensing Policy**

2.0 Under the Act, the Licensing Authority must carry out a review of its Licensing Policy every five years. Prior to publishing the revised version, the Authority intends to consult fully with those groups and individuals consulted on the current version.

2.1 In addition, within the five year period the Licensing Authority will review its Policy whenever it feels that relevant issues have arisen - for example, if any further significant amendments are made to the Act.

## **3. Main principles**

3.1 This policy sets out the general approach the Council will take when considering applications for licences. When determining applications and reviewing licences, the Council will have regard to:

- the Act and related regulations; and
- Government guidance issued under section 182 of the Act and this Policy.

- 3.2 When determining an application under these considerations, the overriding principle adopted by the Council will be that each application will be determined on its merits.
- 3.3 Applicants will be expected to address the licensing objectives in their operating schedule with particular regard to the nature of the location, type of premises, entertainment to be provided, and operational procedures. It is important that all operating schedules should be precise and clear on the measures proposed to promote each of the licensing objectives.
- 3.4 Only conditions appropriate and proportionate to the promotion of the licensing objectives will be attached to any licence, and the Council will have regard to the individual style and characteristics of the particular premises and events concerned. Licence conditions will not be imposed where other regulations or legislation exists to provide sufficient protection
- 3.5 Licensees will be expected to comply with the Code of Practice of the Portman Group or equivalent. If a valid complaint is received, the stocking or supplying of products featured in the Portman Group's "Retailer Alert Bulletin" could lead to review of the premises licence, and ultimately a suspension or revocation of that licence if the Council considers that such action would undermine one or more of the licensing objectives.
- 3.6 Where there is a notification to hold a temporary event the Council will expect, where applicable, the holder of the event to comply with the relevant conditions attached to the premises licence where the event is to be held.
- 3.7 A notification of a temporary event should not be used to cover multiple events. The Council expects each notification to be for a single event, and for the date and times that the event is to be held. One notification for 96 hours should not be used to cover more than one event.
- 3.8 The Council recognises that, in addition to the licensing objectives, it also has a duty under section 17 of the Crime and Disorder Act 1998 to do all it reasonably can to prevent crime and disorder in the Borough.
- 3.9 The Council will not take "need" (commercial demand) into account when determining an application. This is not a matter for a licensing authority in discharging its licensing functions.
- 3.10 "Cumulative impact" can be understood as the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area.
- 3.11 Although "cumulative impact" will not be considered by itself when determining an application under the Act, the Council does recognise that the cumulative impact of a number of premises in a location may negatively impact on one or more of the licensing objectives. In particular, it is recognised that cumulative impact may lead to serious problems of nuisance and disorder in that area. In these circumstances the Council may consider cumulative impact when granting a new licence or club premises certificate, and may refuse an application where relevant representations show that there is strong evidence that the new premises will undermine one or more of the licensing objectives by exacerbating existing problems linked to crime and disorder or another of the licensing objectives.

- 3.12 The Council has not adopted a special policy relating to cumulative impact but may consider such a policy where an area is saturated with licensed premises, and the granting of new licences would undermine one or more of the licensing objectives. The Council will consult on the need for a special policy and/or review and revise any special saturation policy or policies as may be appropriate, and in any event every five years.
- 3.13 The Council may consider the inclusion of off-licences in any future cumulative impact policy, if there is evidence justifying such inclusion.
- 3.14 Officers will continue to monitor all areas of the Borough and all venues and events, and where appropriate refer any areas likely to benefit from a special policy to the Committee.

## **4. Brent profile**

### **Geography**

- 4.1 Brent is a north west Outer London borough. The major areas are Kilburn, Wembley and Willesden. Brent borders many Inner and Outer London boroughs including Harrow to the north-west, Barnet to the north-east, Camden to the east and Ealing, Hammersmith and Fulham, and Kensington and Chelsea to the south, and Westminster to the south-east. Brent is notably home to Wembley Stadium, one of the country's biggest landmarks, as well as Wembley Arena.<sup>1</sup> These present challenges for the borough as both the Stadium and Arena are integral parts of the Brent and greater London night-time and entertainment economy. Brent's geographic position and historic connections to central London has made the area one of distinct contrasts combining urban and suburban features common to both inner and outer London<sup>2</sup>.

### **Diversity and demographics**

- 4.2 Brent is the second most culturally diverse local authority in the UK and has a long history of ethnic and cultural diversity<sup>3</sup> Brent was the first local authority in the UK to have a majority black, Asian and minority ethnic (BAME) population. In the 2011 Census, 63.7% of the population were BAME. By contrast, 14% of people in England and Wales and 40% of people in London were BAME. Different ethnic groups are concentrated in distinct parts of the borough:
- Stonebridge and Harlesden wards have the highest concentration of black residents;
  - Asian residents tend to live in the west of the borough, and;
  - The white population is more concentrated towards the east of the borough - Kilburn, Mapesbury and Dollis Hill wards have the highest numbers of white Irish residents.
- 4.3 People belonging to the different ethnic groups in Brent vary with age. Among younger people (particularly those aged 5-15) the white population is lower and the black population is higher than for the borough as a whole. Minority language households or households unable to speak English are primarily concentrated in the

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<sup>1</sup> <http://www.londonpovertyprofile.org.uk/indicators/boroughs/brent/>

<sup>2</sup> Brent Diversity Profile, July 2014

<sup>3</sup> <http://brent.gov.uk/your-Council/about-brent-Council/Council-structure-and-how-we-work/equality-and-diversity/>

far west and south of Brent.

- 4.4 Children and young people under the age of 18 constitute 25% of the population of Brent.<sup>4</sup> The early years of a child's life are particularly important in shaping future health outcomes. Key factors, such as income, housing, education and other socioeconomic issues can particularly affect young people during their earliest years of life. The 2011 census showed that Brent has a young population as Brent's median age is 32 compared to the London average of 33. The underlying growth of the child population in Brent is a key factor which needs to be considered when designing and providing services to improve the health and wellbeing of children and tackling health inequalities.
- 4.5 Brent's resident population was estimated to be 320,762 in mid 2014 and is growing quickly. The borough population is dynamic and increasingly transient with significant numbers of people moving into the borough.<sup>5</sup>
- 4.6 Certain groups and geographic areas in Brent may be more vulnerable to the effects of alcohol than others. These vulnerabilities and different ethnicities should be considered when reviewing licencing applications. The Council encourages the collection of evidence of the negative effects of alcohol on vulnerable groups within Brent to determine suitable prevention and treatment measures consistent with existing Council and NHS health objectives. A vulnerable adult is a person aged 18 years or over who is or may be in need of community care services by reason of mental or other disability, age or illness and who is or may be unable to take care of or protect him or herself against significant harm or exploitation.<sup>6</sup> Brent has a multi-agency procedure for responding to suspected abuse of vulnerable adults wherein Adult and Community Services coordinate the policy with the Police and NHS.

### **Underreporting**

- 4.7 Current data shows that Brent has fewer cases of excessive alcohol consumption than the London average. However those individuals that do drink do so in a quantity and strength that is higher than the London average<sup>7</sup>. This suggests there may be cases of underreporting of alcohol consumption and abuse by some groups – for religious or cultural reasons – which poses a challenge to a comprehensive view of alcohol use in Brent. The Brent Alcohol Harm Reduction Strategy 2014-2017 also acknowledges potential underreporting of drinking and binge drinking among youth in Brent however it points out that estimates of unreported youth drinking are likely to be less prevalent than the London average. The Council will continue to monitor this issue and look for evidence to help inform future licensing policies.

### **Town centres**

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<sup>4</sup> Health and well-being in Brent, Brent Joint Strategic Needs Assessment, March 2015

<sup>5</sup> NHS Brent Commissioning Strategy Plan: 2009 to 2014

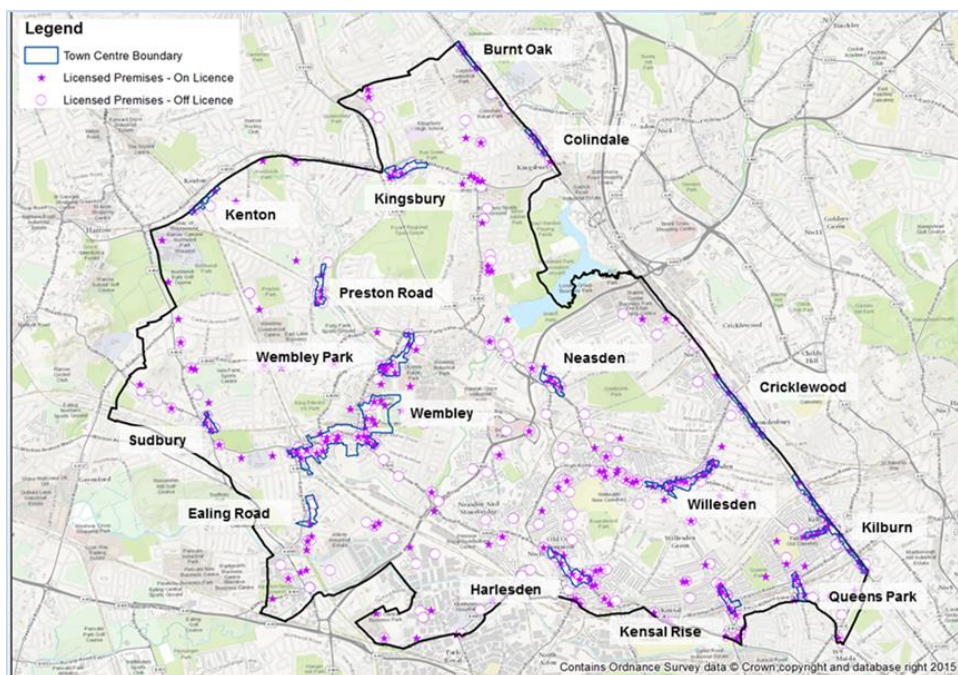
<sup>6</sup> Protection of Vulnerable Adults in Brant, October 2003

<sup>7</sup> Annual Report to the Director of Public Health for Brent, 2014

4.8 Brent contains 16 defined town centres that vary in size and density. The different town centres within the borough are classified as Major, District, and Local Centres. These typologies are outlined in the Brent Core Strategy. Town Centres which share boundaries with neighbouring London Boroughs are indicated by an asterisk (\*).

Major Centres	District Centres	Local Centres
Kilburn*	Burnt Oak*	Kensal Rise
Wembley	Colindale*	Kenton*
	Cricklewood*	Queen's Park
	Ealing Road	Sudbury
	Kingsbury	
	Harlesden	
	Neasden	
	Preston Road	
	Wembley Park	
	Willesden Green	

4.9



*Distribution of licensed premises in LB Brent as of 2015*

4.10 There are significant differences between different town centres and areas of the borough. Data analysis indicates that the borough's town centres accounted for approximately 15% of all alcohol-related crime and 7.5% of all alcohol-related ambulance callouts. This suggests that the large majority of alcohol-related crime and ambulance callouts is dispersed throughout the borough and not restricted to certain boundaries or town centres. This variance poses challenges for alcohol

licensing.

- 4.11 Data patterns imply that town centres in north Brent have fewer licensed premises and experience less alcohol-related crime relative to town centres in south Brent. These differences suggest a need for nuance in the Council's approach to alcohol licensing.

#### **Geographic themes**

- 4.12 Patterns of alcohol use can be broadly understood by dividing the borough into two geographic areas – North Brent and South Brent. The significant differences between these two areas of the borough indicate that a one-size-fits-all licensing policy cannot reflect the nuance and distinctions within the borough.

- 4.13 **North Brent:** Areas in the north of the borough generally exhibit lower concentrations of anti-social behaviour (ASB), alcohol-related crime, and activities that violate the four licensing objectives relative to the rest of the borough. This area stretches in a convex curve from north of Sudbury Town Centre along north of Wembley Central and to the north of Kilburn High Road (but south of the southern terminus of Cricklewood Broadway). The key characteristics, relative to the rest of the borough, are:

- Light footfall traffic
- Fewer licensed premises
- Reduced concentration of licensed premises
- Fewer instances of crime and ASB

- 4.14 **South Brent:** Areas south of the convex mid-borough line (approximately following the Metropolitan Line tracks) include Wembley Central, Kilburn High Road, Harlesden, Neasden, and Willesden. These areas are in close proximity to Central London and may be considered part of Inner London. They feature:

- Higher concentrations of crime
- Higher concentration and number of licensed premises, and
- High levels of footfall

## **5. Licensing objectives**

- 5.1 The Act provides a clear focus on the four statutory objectives which the Council must seek to promote when determining an application. These objectives are the prevention of crime and disorder, public safety, prevention of public nuisance, and protection of children from harm. Because of the wide variety of premises and activities to which this policy applies, applications will be expected to address all aspects relevant to the individual style and character of their premises and events. These objectives are set out in more detail below.

#### **Prevention of crime and disorder**

- 5.2 The Council recognises that licensed premises, especially those offering late night/early morning entertainment for large numbers of people, can be a source of crime and disorder problems.
- 5.3 The Council will expect operating schedules to satisfactorily address the prevention of crime and disorder, from the design of the premises through to the daily operation



of the business.

- 5.4 Applicants are recommended to seek advice from Council licensing officers and the local police, as well as taking account of local planning policies, transport policies and crime prevention strategies when preparing their operating schedules. Applicants should note that conditions addressing the crime and disorder objective may also promote the other licensing objectives such as setting capacity limits addressed in Section 5.
- 5.5 It is recommended that for significant events, a comprehensive risk assessment is undertaken by premises licence holders to ensure that crime and disorder and public safety matters are identified and addressed. Accordingly, for premises that wish to stage promotions or events, the Licensing Authority recommends that applicants address the Risk Assessment and debrief processes in their operating schedule.
- 5.6 The Licensing Authority further recommends the Metropolitan Police Promotion/Events Risk Assessment Form 696, and the After Promotion\Event Debrief Risk Assessment Form 696A as useful and effective tools for this purpose. Where the risk assessment forms are used to assess the likely risk from any promotion or event, the Licensing Authority anticipates that these will be completed in consultation with the Metropolitan Police. Risk assessments should be submitted to the Metropolitan Police and the Licensing Authority within 14 days of any proposed event and within 3 days of the conclusion.
- 5.7 Forms 696 and 696A are available on the Metropolitan Police website. It is recommended that electronic completion and transmission of the forms is undertaken by licensees. E-mail addresses for submission are [ClubsFocusDesk-CO14@met.police.uk](mailto:ClubsFocusDesk-CO14@met.police.uk) and [brent.licence@brent.gov.uk](mailto:brent.licence@brent.gov.uk) and [licensing-qk@met.police.uk](mailto:licensing-qk@met.police.uk).
- 5.8 The definition of a significant event is any occasion in a premises licensed under the provisions of the Licensing Act 2003, where there will be live musicians, DJs, MCs or other artistes; that is promoted in some form by either the venue or an outside promoter; where entry is either free, by invitation, pay on the door or by ticket.
- 5.9 Where the applicant offers this as part of their operating schedule or where there is a relevant representation, and the Licensing Sub-Committee at a hearing use their discretion to impose a condition, the following recommended conditions will be taken from our pool of model conditions and applied:
- 5.10 “The licensee shall undertake a risk assessment of any significant promotion or event, using the MPS Promotion/Event Risk Assessment (Form 696) or an equivalent and provide a copy to the Metropolitan Police and Brent Council’s Licensing Unit not less than 14 days before the event is due to take place” and “where an event has taken place, the licensee shall complete a Debrief Risk Assessment (Form 696A) and submit this to the Metropolitan Police and Brent Council’s Licensing Unit within 3 days of the conclusion of the event.”
- 5.11 If a relevant representation is received and the Council considers that crime and disorder has not been fully addressed in the operating schedule, it will consider attaching conditions to licences to deter and prevent crime and disorder inside and immediately outside the premises.

5.12 Major events at Wembley Stadium are a central part of the leisure and cultural offer of the borough, it is the hub and generator of important economic activity benefiting the borough as a whole. It is also correct to say that such events can be associated with environmental impacts which engage the licensing objectives. As a result, a set of standards has been developed to ameliorate such impacts. Consequently, where the applicant offers this as part of their operating schedule or where there is a relevant representation, and the Licensing Sub-Committee at a hearing use their discretion to impose a condition, the following recommended conditions will be considered:

- Sale of alcohol one hour before the event
- Customers shall not be allowed to congregate outside the premises
- No glass bottles shall be handed over the bar but decanted into plastic vessels
- The DPS shall work in partnership with the Police and comply with any direction given by the most senior Police Officer on duty at the event
- No alcohol of 'alcopop' type drinks shall be displayed or sold in glass containers with the exception of wines and spirits
- No more than 4 cans shall be sold per customer

5.13 Where there is relevant representation and the Council considers that the sale of high strength alcohol in an area is a contributing factor to crime and disorder or public nuisance, the Council will consider applying a condition that prevents the sale of beer, lager and cider above 6% ABV.

### **Public safety**

5.14 The Act covers a wide range of premises and activities and each of these present a mixture of risks. Some of these risks will be common to most premises and others unique to specific operations. It is essential that premises are constructed or adapted and managed so as to safeguard occupants against these risks. The Council will expect operating plans to satisfactorily address the objective of public safety in their operating schedule.

5.15 Applicants should note that the public safety objective is concerned with the physical safety of the people using the premises and not with public health which is covered by other legislation. Applicants are advised to seek advice from Licensing Technical Officers, Health and Safety Officers, Environmental Health Officers and Fire Safety Officers before preparing their operating schedules.

5.16 Premises or activities that present a risk to the public either because of the way they are designed, the large numbers expected to attend in comparison to the size of the venue or because there are special effects involved, will be required to set an occupancy figure for those premises or activities. Examples of this are discos and other dances attracting large numbers of young people, public houses close to Wembley National Stadium where large numbers of people may attend on special days, and activities that involve entertainments such as novelty acts involving pyrotechnics and other special effects. While the character and nature of the premises will determine capacity limits, the Council recommends that occupancy figures should be set at one person for every 0.3m<sup>2</sup> of available floor space for standing areas and one person for every 0.5m<sup>2</sup> for dance areas.

- 5.17 Where there is relevant representation and the Council considers that public safety has not been fully addressed in the operating schedule, it will consider attaching conditions to licences in order to achieve this licensing objective.

#### **Prevention of public nuisance**

- 5.18 The Council recognises that licensed premises, especially those operating late at night or in the early hours of the morning, can cause a range of nuisances that impact on people living, working or sleeping in the vicinity of the premises.
- 5.19 As public nuisance is not given a statutory meaning in the Act, the Council will consider nuisance in its common law meaning. Issues that may constitute common law nuisance could include noise nuisance, light pollution, water pollution, smoke, smells, waste, litter and other similar issues. The Council will expect operating schedules to satisfactorily address these issues. Applicants are advised to seek advice from the Council's Environmental Health team when preparing their operating schedules.
- 5.20 If a relevant representation is received and the Council considers that the prevention of nuisance has not been fully addressed in the operating schedule it will consider attaching conditions to licences and temporary event notices to prevent nuisance.

#### **Protection of children from harm**

- 5.21 The wide range of premises that require licensing means that children can be expected to visit many of these, often on their own, for food and/or entertainment.
- 5.22 Generally the Council will not seek to limit the access of children to licensed premises unless it is appropriate to protect children from harm.
- 5.23 The Council will judge the merits of each application before deciding whether to impose conditions limiting the access of children to individual premises. While the Council wishes to see the development of family friendly environments, it may consider imposing conditions in the following circumstances:
- Where adult entertainment is provided
  - Where there have been convictions of current management for serving alcohol or with a reputation for allowing under-age drinking
  - Where there is known association with drug taking or dealing
  - Where there is a strong element of gambling on the premises
  - Where the exclusive or primary purpose of the service provided is the consumption of alcohol
- 5.24 The Council will consider all or any of the following options when dealing with a licence application where limiting the access of children is considered appropriate to promote the protection of children from harm:
- Limitations on the hours when children may be present
  - Limitations on ages below 18 years
  - Limitations or exclusion when certain activities are taking place
  - Presence of sufficient adults to control the access and egress of children and to ensure their safety

- Full exclusion of people under 18 years when any licensable activities are taking place
  - Limitations to parts of the premises to which children may have access
- 5.25 Where a significant number of children are likely to be present, a licensee should ensure that an adequate number of staff is present to control their access, egress and safety. The number of staff required should be assessed by the licensee taking into account the number of children to be present, the type of event, characteristics of the premises and any other relevant factor. The Council recommends that, while the aforementioned factors will determine the number of staff required, the sufficient number of adults present should be calculated at a rate of one adult for every 50 children or part thereof. Where there is a balcony the rate shall be one adult for every 30 children or part thereof.
- 5.26 Nothing in this policy shall seek to override or duplicate child supervision requirements contained in other legislation. However, the Council will take into consideration (where appropriate) the measures taken by applicants to ensure that staff who have any contact with children are appropriately checked to ensure that they pose no risk to children. It may be appropriate to obtain enhanced disclosure checks from the Criminal Records Bureau in some cases.
- 5.27 Brent Council supports the Challenge 21 Scheme, Brent's Age Restricted Goods Responsible Trader Scheme and similar proof of age schemes and will expect applicants to address this within their risk assessment in respect of determining access to premises or sale of alcohol to young persons.
- 5.28 Where an entertainment includes the showing of any film the Council will impose conditions requiring licensees to restrict children from viewing age-restricted films classified according to the recommendations of the British Board of Film Classifications or by the Licensing Authority itself.
- 5.29 Where there is relevant representation and the Council considers that the licensing objective regarding protection of children has not been fully addressed in the operating schedule it will consider attaching conditions to licences and temporary event notices to protect children from harm.
- 5.30 Where licensees require identification to verify age, acceptable forms of ID include:
- Valid passport
  - Proof of age card (with Pass hologram)
  - Photo driving licence
  - Armed Forces ID

## **6. Wider policy context**

- 6.1 Alcohol plays a key role in a number of areas, such as health, safety and security, and the economy. However, neither the issues nor opportunities presented by alcohol can be comprehensively addressed through licensing policy alone. In order to be effective, licensing policy will relate to, and be supported by, both wider borough policy and service delivery structures.
- 6.2 Local partnerships with neighbouring boroughs, prominent licensed premises, the

third sector, and relevant Council departments all have a role to play in managing and mitigating the effects of alcohol consumption in the borough. This will build on ongoing efforts outlined in the Brent Alcohol Harm Reduction Strategy 2014-2017.

## **7. Impact of major entertainment venues**

7.1 Brent hosts two large-scale entertainment venues of international and national importance. Wembley Stadium and Wembley Arena are major sources of tourism and regeneration within the Wembley area. Thousands of people enter Wembley on event days and people consume alcohol as a part of their entertainment.

7.2 The Council will continue the policy of imposing special conditions in Wembley for dealing with alcohol-related issues during major event days. The conditions acknowledge the unique role alcohol plays in the overall enjoyment, social and economic activity associated with Wembley Stadium and Wembley Arena whilst balancing the four objectives of licensing policy and the safety and concerns of local residents.

## **8. Nurturing thriving town centres**

8.1 Brent's thriving town centres, including Kilburn, Wembley and Willesden, have built strong reputations as areas of recreation, entertainment, and social enjoyment in the night-time economy. Alcohol, when consumed safely and with proper enforcement measures, is an important part of the night-time economy and offers the borough an opportunity to nurture economic activity in these areas. For example, Kilburn is a popular town centre whose public realm, retail, licensed, and residential density should be considered among best practice in Brent. Likewise, Wembley (including Wembley High Road, London Designer Outlets, and Wembley Stadium and Arena) has developed into an entertainment hub in Brent and London in general with a rapidly growing residential and hotel sector. The Council acknowledges that alcohol can play a positive role in supporting the night-time economy in Brent's town centres whilst adhering to the four objectives of licensing policy.

## **9. Economic benefit of local people and local businesses in entertainment and night time economy (ENTE)**

9.1 When reviewing licence applications, the Council will carefully consider the economic benefits the local ENTE provides to local businesses and residents. This will balance the needs of small businesses with the demands of borough licensing whilst encouraging the smart growth and development of the borough's entertainment and night time economy.

## **10. Aspiration for town centres/High Streets**

10.1 The Council is committed to a vision of the borough's town centres and high streets that acknowledge the economic, cultural and social importance of alcohol. Brent has strong town centres, including Kilburn and Wembley that serve important social, transport, and entertainment hubs. Town centres and local high streets play an important role in offering employment and entertainment opportunities.

## **11. Culture, arts, and tourism**

- 11.1 Culture, arts and tourism play an important economic role in Brent and are integral to the identity of the area. Area attractions such as Wembley Stadium and Wembley Arena are nationally and internationally renowned and encourage locals and tourists to come and visit Brent. Similarly, Kilburn High Street and southern areas of the borough are starting to experience growth as part of London's overall entertainment and night time economy.
- 11.2 There is a strong relationship between alcohol consumption and tourism (particularly around major events). The Council wants to encourage tourism to the borough and consumption of alcohol when done so safely and appropriately. The Council believes any licence application or renewal review should look to acknowledge the economic importance and attraction of local culture, arts, and tourism with safe and appropriate alcohol consumption.

## **12. Opening hours**

- 12.1 Evidence indicates that increasing the numbers of outlets, or extending the hours of sale, results in increased levels of consumption and competitive price reductions among licensed premises. International research shows reducing the density of licensed premises, and reducing permitted hours of sale can reduce violence and other alcohol-related harm.<sup>8</sup>

Accordingly, venues which seek to open beyond midnight are strongly encouraged and expected to risk assess their proposals, having regard to risks in the locality and those arising from their operation itself, and to propose measures to prevent harm to each of the licensing objectives. Applicants will be expected (but are not legally bound) to supply such risk assessments alongside their operating schedule to demonstrate compliance with this policy. If they do not do so, it is more likely that representations will be received, and that the application will be refused or stringent conditions placed on any licence granted.

- 12.2 Private security personnel at licensed premises aid in facilitating dispersal after pub/bar closing hours and often ensure that outside noise is kept to a minimum during licensed hours. The Council acknowledges that licensed premises that are open later than midnight may increase the potential for violence, disruption, or anti-social behaviour. The Council will continue to monitor this issue on an ongoing basis.

## **14. Live music, dancing and theatre**

- 14.1 The Council recognises the need to encourage and promote live music, dance and theatre for the wider cultural benefit of the community, particularly for children. Live performance is central to the development of cultural diversity and vibrant, exciting

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<sup>8</sup> Preventing violence by reducing the availability and harmful use of alcohol, World Health Organisation, 2009

communities, particularly traditional entertainment such as circus and street arts.

- 14.2 When reviewing applications for such events and the imposition of conditions on licences or certificates, the Council will carefully consider the cultural benefit to the community when seeking to promote the licensing objectives.
- 14.3 Consideration will be given to the particular characteristics of any event including the type, scale, duration and regularity of the proposed entertainment, especially where limited disturbance only may be caused.

## **15. Crime, safety and nuisance**

### **Noise and antisocial behaviour**

- 15.1 Inappropriate use and consumption of alcohol may lead to general disturbance, noise, and antisocial behaviour. This can have adverse effects on the safety and security of Brent residents whilst also depreciating property value and discouraging businesses and residents from opening, moving, or operating in the borough.
- 15.2 When considering licence applications following receipt of relevant representations, the Council will carefully consider the impact of an alcohol licence on noise and antisocial behaviour in an area.  
The Council will take particular care in the case of alcohol-led venues and venues opening beyond midnight. In such cases, the applicant is expected to demonstrate the measures which are proposed to promote the licensing objectives and explain why it is said that such measures will be effective.

### **Behaviour towards emergency services personnel**

- 15.3 Emergency services personnel play an important role in serving the Brent community. Consideration of licence applications and the potential for harm during any encounters with people affected or influenced by alcohol will be taken into account.

### **Domestic and Civil Disturbance**

- 15.14 Data suggests that whilst it is difficult to find clear causality between domestic and civil disturbance and alcohol use due to police reporting and categorising issues, there is nevertheless an important correlation that exists between the two elements.
- 15.15 Domestic and civil disturbance does not occur solely in the boundaries of town centres. As such, it is difficult to apply area-specific alcohol licensing policies to address domestic and civil disturbance. However, the presence of these crimes contributes to the overall understanding of issues related to alcohol use. The Council will continue to monitor this issue on an ongoing basis.

## **16. Existing policies**

### **Controlled Drinking Zone (CDZ)**

- 16.1 As of 15th December 2007, the LB Brent became a Controlled Drinking Zone. This means that it is an offence for any person to drink alcohol in any public place within the borough when requested by a police officer not to do so. If a police officer reasonably believes that a person is, or has been, consuming intoxicating liquor

within Brent, the officer may require the person concerned:

- a. not to consume in that place anything which is, or which the officer reasonably believes to be, intoxicating liquor
- b. to surrender anything in his/her possession which is, or which the officer reasonably believes to be, intoxicating liquor or a container for such liquor (other than a sealed container)

16.2 An officer may dispose of anything surrendered to him/her as above.

### **Temporary Event Notices (TENs)**

16.3 Whilst the Act requires 10 working days' notice to be given of the temporary event (exclusive of the day which the event is to start and the day on which the notice is given), the Council would wish applicants to make contact with the Licensing Authority at an early stage before a formal application is made. This is particularly important for large events and will enable responsible authorities to consider proposals. Early consideration will allow issues and the licensing objectives to be addressed and may avoid objections from the police.

16.4 Applicants should be aware that the serving on the Council of a Temporary Event Notice does not remove their obligations under other legislation. Where necessary, permissions should be sought from the appropriate body. The Council expects that applicants understand their obligations in respect of:

- planning permissions
- health and safety
- noise pollution
- the erection of temporary structures
- road closures
- the use of pyrotechnics
- anti-social behaviour

16.5 Applicants intending to sell alcohol should be aware that it is an offence to supply alcohol to minors or persons who are drunk. Also that the Police have powers to close down events without notice on the grounds of disorder, the likelihood of disorder or because of public nuisance caused by noise.

16.6 Applicants should be aware that a limit of less than 500 persons at any one time applies to temporary events and failure to comply with this limit may lead to prosecution. Where appropriate, organisers are strongly recommended to employ means of recording the number of persons entering and leaving the premises.

### **Best Bar None**

16.7 Best Bar None operated in Brent between 2007 and 2013. It is no longer operated following previous reductions in funding.

### **Voluntary schemes**

16.8 The Drink Wise Self-Assessment Framework suggests voluntary agreements with licensed premises to reduce alcohol related harm. However this requires willing



participation on the part of store owners and operators. As such, the availability and sale of high-strength beer and cider can be inconsistent and sporadic.

- 16.9 Voluntary measures include setting a minimum unit price, code of good conduct schemes run by local industry, local authority, and policy partnerships has been adopted by over 100 towns and cities across the UK and has the support of the Home Office.

#### **Voluntary ban on high strength alcohol**

- 16.10 This is designed to tackle the problems associated with street drinking by removing from sale low price high-strength alcohol products through voluntary agreements with local retailers. Street drinkers often consume high strength alcohol. The scheme follows increasing evidence of the harm caused by this type of alcohol to vulnerable drinkers, and also the crime, disorder and nuisance caused by street drinkers within the town centre. The models used vary from place-to-place, but tend to target alcohol products above 6.0% alcohol by volume (ABV), although some have focused on a slightly lower ABV or lower cost products.

#### **Pubwatch**

- 16.11 Pubwatch is a voluntary scheme with the aim of achieving a safer drinking environment in all licensed premises. Pubwatch can be an invaluable resource for licensees. It enables them to share information, intelligence and advice about crime, disorder and ASB in the area with each other, the Council and the Police. This includes sharing information such as photographs of offenders and the "*Barred from One, Barred from All*" scheme. This can in turn assist with dispersal because known troublemakers cannot gain access to licensed premises in the first instance.

### **17. Late night refreshment licences (LNRL)**

- 17.1 Under the Licensing Act 2003, the sale of hot food and non-alcoholic drink for consumption on or off the premises to the public between the hours of 11pm and 5am is a licensable activity. This includes premises that provide equipment for food and non-alcoholic drink sold to the public to be heated up prior to being consumed.
- 17.2 The Council advises any applicants for a premises licence to sell hot food and non-alcoholic drink after midnight to give a detailed account of how they will promote the four licensing objectives and, in particular, the prevention of crime and disorder and the prevention of public nuisance.
- 17.3 This Council will have due regard to any representations from Responsible Authorities and "other persons" to the grant or variation of a licence to provide hot food and non-alcoholic drink to the public. It will also look particularly closely at any measures proposed by the applicant to promote the licensing objectives.

#### **Shisha**

- 17.4 A number of shisha premises have Late Night Refreshment Licences which permit the sale of hot food and hot drinks between the hours of 11pm and 5am. An LNRL does not impose any requirements or conditions nor does this limit the opening hours of the business from what is stipulated within their planning permission. Currently, there is no strong evidence to support limiting LNRL's in shisha premises however evidence should be collected to determine the suitability of licence

conditions on such places in the future.

- 17.5 There are some shisha premises that serve alcohol in Brent however the number of such places is not yet known. Further evidence is required to determine links between shisha use in premises with LNRL's, and alcohol consumption within those premises, that result in crime and anti-social behaviour.

## **18. Off-licence sales of alcohol**

- 18.1 The Council is aware that there are many small "general stores" within its area that are permitted to sell alcohol for consumption off the premises and also trade until the early hours of the morning, if not for the whole 24 hours.
- 18.2 The Council recommends that shops selling alcohol should generally be permitted to continue selling alcohol during the hours they are normally open for trading, unless there are exceptional reasons relating to disorder or disturbance.
- 18.3 It is also advisable for the applicant to provide measures by which the promotion of the licensing objectives will be achieved, particularly the prevention of crime and disorder and the prevention of public nuisance. Such promotions include participating in the voluntary ban on high-strength alcohol.
- 18.4 Where off sales are permitted, operators should recognise their responsibility to ensure that litter discarded by "street drinkers" in the vicinity of their premises is cleared away regularly.

## **19. Alfresco**

- 19.1 The provision of tables and chairs outside the premises can enhance the attractiveness of a venue or area and encourage a continental style cafe culture. Where applicants wish to place tables and chairs on a public highway they will require to be licensed for such an activity by the Council.
- 19.2 Where applicants intend to use private land for alfresco meals or refreshments they will be required to explain how possible nuisance or crime and disorder from late night use of table and chairs will be controlled. This may include such matters as restricting music or other forms of entertainment, providing additional supervision or installing CCTV. Police recommend in general that outside areas (e.g. beer gardens) should not be used after 23:00 hours.

## **20. Premises security measures**

- 20.1 All on-licence and off-licence premises will take practical security measures to ensure adherence with the four licensing objectives. These measures might include precautionary police notification ahead of any major events, CCTV installation, signage, panic buttons, and on-site security personnel. Any consideration of a licence application or review will take into consideration existing or proposed security measures for premises. The Council will determine an appropriate level of security for a licensee based on existing knowledge of the surrounding area as well as any supplementary evidence, including alcohol-related crime data.

## **21. Venue capacity limitations**

- 21.1 When reviewing applications for a licence, consideration of the venue capacity will be taken into account. This is to help the Council limit the potential for large venues to become problem hot spots by establishing clear criteria – for example, for security. This measure should be used in issuing conditions on those licences that fit within the description of high volume vertical drinking establishments.
- 21.2 The Council accepts that a lot of the problems that may occur in late night licensed premises may be controlled by good management practices. However, controlling the numbers of customers allowed into the premises may also assist in promoting the following three licensing objectives:
- The prevention of crime and disorder
  - Public safety
  - The prevention of public nuisance
- 21.3 The Council will consider capacity conditions where this may be beneficial in promoting the licensing objectives.

## **22. Licence conditions**

- 22.1 Where responsible authorities and interested parties do not raise any relevant representations regarding the application made to the Council, the Council will grant the licence or certificate subject only to the conditions that are consistent with the operating schedule or club operating schedule and any mandatory conditions prescribed in the Act itself.
- 22.2 Where responsible authorities and interested parties raise relevant representations, the Council may, if it is satisfied at a hearing or otherwise, impose conditions where considered appropriate and proportionate for the promotion of the licensing objectives.
- 22.3 Any conditions attached by the Council or submitted by the applicant must focus on the direct impact of the activities taking place at licensed premises, on those attending the premises and residents and persons working in the area.
- 22.4 Any conditions attached to licences will be tailored to the individual needs, style and characteristics of the particular premises and events concerned and will be drawn from a model pool of conditions where appropriate. The model pool of conditions used by Brent Council can be obtained from the Council's website [www.brent.gov.uk](http://www.brent.gov.uk)

## **23. Reviews**

- 23.1 The Council recognises that the review procedure set out in the Act provides an effective mechanism to address concerns relating to the licensing objectives raised by relevant authorities and interested parties which arise after the grant or variation of premises licences.
- 23.2 When a request for a review is submitted to the Council, the Council must first be satisfied that the request is not vexatious, frivolous or repetitious especially if the request relates to a recent hearing on application or review of a licence.

- 23.3 Where a relevant representation is received, the Council may hold a hearing to review a licence and consider evidence relating to problems occurring on the premises associated with crime and disorder, public safety, public nuisance or the protection of children from harm.
- 23.4 Following a review the Council may take a number of steps including the modification of conditions of the premises licence, exclusion of a licensable activity from the scope of the licence, removal of the designated premises supervisor, suspension of the licence for a period not exceeding three months, revocation of the licence or a finding that no action is necessary.

## **24. Consultation**

- 24.1 Before publishing this revised Policy Statement, the Licensing Authority has consulted with the Police, the Fire Authority, representatives of local residents, representatives of premises licence holders and representatives of local businesses. The Licensing Authority has given due regard to the responses from this consultation process when completing the final version of this Policy Statement.
- 24.2 The Secretary of State recommends in the Guidance that the planning and licensing regimes are properly separated to avoid duplication and inefficiency. The Licensing Authority will ensure that the two regimes are kept separated. The Planning Committee will be kept regularly apprised of the situation regarding licensed premises within the Authority's area, including the general impact of alcohol-related crime, to enable this Committee to have regard to such matters when taking its decisions to avoid any unnecessary overlap.

## **25. Area policies**

### **Ealing Road**

- 25.1 This area contains few off-licence and on-licence shops. It experiences heavy footfall due to the presence of Shri Sanatan Hindu Mandir Temple. However, prevalent anti-social behaviour, loitering and public drinking occurs in residential alleys off Ealing Road. These alleys are often shielded from public view. Evidence of public drinking and loitering including littering is common. This type of activity poses unique challenges to managing alcohol consumption.
- 25.2 Anti-social behaviour, loitering, and littering occur largely during the daytime hours. It is unclear that the presence of on-licence or off-licence premises contributes to this activity.
- 25.3 The informal nature of public alcohol consumption and hidden nature of some of the activities means that no policy can effectively mitigate or eliminate this behaviour. However, an increase in enforcement and police checks could discourage further public drinking in the area.
- 25.4 The Council encourages the development of a formal partnership between local resident associations, cultural groups, local businesses, and police to address alcohol consumption issues in Ealing Road in unseen areas. Partnerships should include the Brent Drug and Alcohol Action Team (DAAT) to provide guidance and address substance (abuse) and addiction issues that may be discovered.

- 25.5 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.6 Subject to available staff resources, the Council will seek to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

### **Harlesden**

- 25.7 Current evidence and data analysis shows Harlesden to be a prominent spot for public drinking, loitering and anti-social behaviour. There is heavy footfall throughout the area due to a high concentration of off-licence premises. However, there are no specific on-licence premises that contribute to ASB, public drinking or loitering. Off-licence premises appear to aid the prevalence of those issues whilst a relative lack of on-licensed premises encourages customers to loiter and engage in public drinking. Off-licence premises near transport stops such as bus shelters are converted into informal areas of drinking, causing discomfort to local residents and transport users.
- 25.8 Off-licence premises were seen as contributing to loitering and ASB however the dispersed nature of activity in Harlesden and concentration of loitering around bus stops poses challenges for the capacity of licensing to resolve or mitigate these issues. The Council recognises that this is more complex than other areas and this activity will continue to be monitored.
- 25.9 The Council encourages enacting a Public Spaces Protection Order policy for this area. This would enable the licensing authority to address issues of frequent public drinking and social disturbance in Harlesden. This policy, if enacted, would only come into effect after the expiry of the existing DPPO in 2017.
- 25.10 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.11 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

### **Kilburn**

- 25.12 Kilburn is an important town centre noted for its vibrancy, dynamism, and economic importance within the Brent night time economy. It should be noted that alcohol consumption and enjoyment is a vital component of the attraction of Kilburn. Kilburn is viewed as a place of entertainment and recreation in Brent and London in general.
- 25.13 This area has a high concentration of off-licence shops, chicken and fast food outlets, pubs/bars and lounges. Kilburn High Road is in close proximity to Central London and shares the borough boundary with LB Camden. Heavy footfall to these areas is also encouraged by a high concentration of retail premises, local attractions such as Kilburn Market, and multiple London Underground and Overground services.

- 25.14 Pre-loading and side-loading occurs quite frequently however the shared border with LB Camden and proximity to Central London make travel source and destination difficult to identify. Evidence suggests that accessibility to off-licence premises and after bar closure encouraged slow dispersal times and increased the prevalence of anti-social behaviour, littering, violence, physical violence (leading to police response) and general loud disturbance.
- 25.15 Late-hour fast food shops experience multiple instances of alcohol-related ASB and/or violence. These shops often act as a conduit or catalyst for intimidation and violence against persons by encouraging close interaction between patrons and allowing intoxicated individuals to stay out beyond regular bar closure hours. Public drinking and loitering was persistent throughout the area. It is important to note that individuals and activities crossed borough boundaries frequently.
- 25.16 One Borough's policies can effectively mitigate or discourage issues stemming from alcohol licensing due to the porous border boundary with London Borough of Camden. Kilburn is a popular attraction for residents and non-residents in Brent and further development of the town centre should be taken into consideration. Over-regulation of licensed premises in Kilburn may have an impact on the economic development and night time economy growth on the Brent side of the area.
- 25.17 The Council encourages the development of a cooperative partnership, such as Joint Police Teams, with neighbouring LB Camden police. The aim of the partnership should be to continue to address persistent issues on both sides of the borough boundary. Partnerships should aim to share best practices of licensing enforcement and review, and encourage knowledge sharing between borough police and licensing teams of hotspots and major ASB activity.
- 25.18 The Council encourages the consideration of the renewal of the Joint Safer Neighbourhoods Teams previously successful partnership between LB Brent and LB Camden. This joint working group worked with the Ward Panels and neighbourhood watch to coordinate the work of the Police Community Support Officers on the streets however this will be dependent on the availability of funding.
- 25.19 The Council recognises the important work that has taken place in LB Ealing with the 'Operation Bottletop' scheme which authorises the borough's Safer Neighbourhoods Team (in partnership with local police and street cleaners), to confiscate any alcohol from street drinkers causing nuisance and disturbance. Failure to forfeit alcohol can lead to a monetary fine. Schemes that are implemented in partnership with LB Camden will result in a stronger SLP. We will consider adopting such a scheme in this area and invite, where appropriate, neighbouring Councils to take part.
- 25.20 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.21 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.
- 25.22 Considering the scale of activity in Kilburn, the Council will - subject to available staff resources - collect evidence of significant crime, disorder, or public nuisance over the next 1-2 years to develop an evidence base for informing implementation of a

CIZ, or a similar policy, in the future.

### **Kingsbury**

- 25.23 The centre of activity in this area is dominated by vehicular and footfall traffic along Kingsbury High Road. Wide pavements and benches encourage loitering and groups of individuals standing in areas along the road. Most of the area pubs, shisha bars, off-licence stores, and shops are on this road. Analysis shows that there is little anti-social behaviour during night-time hours however some security and noise pollution issues have arisen from certain establishments with late-hours. Most premises are closed by midnight and have security measures in place to mitigate disturbance to the local area. Footfall in the area is largely contained to close proximity to the London Underground Kingsbury station.
- 25.24 Despite the wide pavements and benches, this area has relatively low levels of public drinking, ASB, and a lesser concentration of licensed premises. Public consultation concerns were raised around bars/pubs, but current evidence suggest that common issues such as dispersal and disruptive noise were minimal and dealt with promptly by on-premises security. Other issues, such as loitering are the intended result of planning decisions that encourage ongoing and fluid social activity in town centres/high streets. Conversely, issues such as public urination or littering cannot be attributed solely to alcohol licensing but may rather be symptomatic of gaps in public amenity provision (such as garbage bins, public toilets). Data and evidence suggest that low activities of alcohol-related crime occur in this area.
- 25.25 Any issues arising from alcohol consumption such as ASB, public drinking, or violent behaviour are concentrated in a small, contained area of Kingsbury. The sources of these issues are two pubs in close proximity to one another on Kingsbury High Road. Evidence and data indicates that Kingsbury is not an area of significant alcohol consumption or misuse.
- 25.26 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.27 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

### **Neasden**

- 25.28 The area's alcohol-related commercial activity is predominantly along Neasden Lane, which has some vehicle restrictions and is a largely pedestrian zone. There are numerous benches that encourage loitering and congregation. Neasden has few off-licence shops with late operating hours and does not have a busy night-time economy. Despite the lack of on-licence and off-licence premises, anti-social behaviour is prevalent in the area. There is minor footfall in the evening hours as most on-licensed premises and shops have closed.
- 25.29 Current evidence and data indicate that Neasden contains a relatively high level of ASB, pre-loading (also known as 'pre-drinking' or 'home drinking' when a person consumes alcohol before going out to a club, bar, or pub), side-loading (when a person consumes alcohol whilst travelling to a club, bar, or pub) and loud and disruptive behaviour after licensed premises have closed.

- 25.30 Significant levels of ASB, pre-loading, side-loading and public drinking indicate the existence of negative issues around alcohol in Neasden. However, existing evidence and data noted that much activity is facilitated by off-licence premises with late operating hours. There are few on-licence premises which would encourage drinking indoors in safe environments.
- 25.31 Brent Police Licensing has recently piloted a new scheme, Operation Mikey, targeted in the Neasden area. This operation involved overt uniform policing focused on street drinking, public nuisance, and identifying ASB. Early outcomes have shown positive results of officers reducing ASB, confiscating alcohol that was being consumed in public, citing penalties for disorder, and general cleaning up of alcohol-related refuse in the town centre.
- 25.32 The Council may encourage Brent Police Licensing to continue the Operation Mikey pilot and look to expand the scheme if impact evidence proves the pilot was successful in reducing public nuisance and ASB in the area. This scheme represents an opportunity to build on best practices and learning for other local authorities around the UK.
- 25.33 The Council encourages enacting a Public Spaces Protection Order policy for this area. The Council believe a PSPO order, or something similar, would be a sufficient measure to address issues of public drinking by allowing for proper enforcement response from the local police and/or enforcement agencies. However, the Council acknowledges that this will be dependent on the availability of Police funding and enforcement resource.
- 25.34 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.35 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

### **Sudbury**

- 25.36 Off licences and pubs are contained to the length of Harrow Road from Watford Road, to the Harrow Road roundabout. There is medium footfall down Harrow Road which is further aided by busy bus routes and close access from the London Underground Sudbury Town station. Data analysis uncovered few instances of crime relative to the rest of the borough.
- 25.37 Most pubs have relatively quick dispersal however there is some loitering after on-licence premises closure. Most pre-loading, side-loading, and post-loading occurred between 1am-3am across the length of the street despite the lack of off-licence and pub/bar establishment. Late operating hours of off-licence shops and pubs/bars appeared to contribute to loitering. Anti-social behaviour and groups of individuals were largely kept to between 2-4 people. Loitering on the street continued for 1-2 hours past bar/pub closing times. Some off-licence shops appeared to be contributing to post-loading. Most individuals engaging in public drinking appeared to do so whilst waiting for a minicab or taxi to arrive.
- 25.38 The later evening hours (11pm-1am saw a minor rise in violence (verbal



altercations, minor shoving) but these were resolved quickly and required no police attention.

- 25.39 Sudbury operates as a local transport hub for buses and often sees people arriving in the area at irregular hours. This contributes to some pedestrian activity along Harrow Road at atypical hours, such as when night buses are in operating in early morning.
- 25.40 Issues arising from alcohol consumption and purchases appear to stem from alcohol availability at late night hours. Whilst there are few off- and on-licensed premises in Sudbury, the area experiences high amounts of public drinking due to the availability of alcohol and hours past midnight. Public drinking late at night led to the visible presence of anti-social behaviour. However, any alcohol-related issues are concentrated in a small geographic area around specific premises.
- 25.41 The Council encourages an increase of joined up working with enforcement agencies in Sudbury. The presence of enforcement agencies could discourage ASB and any violence stemming from the sales of alcohol past midnight and mitigate the likelihood of off-licence alcohol purchases when patrons from on-licence premises disperse. However, the Council acknowledge that this will be dependent on the availability of funding.
- 25.42 The Council encourages the implementation of taxi marshals and/or street pastors to discourage public drinking and ASB that occurs when patrons are waiting for minicabs after premises closure or disembarking buses late in the evening.
- 25.43 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.44 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

## **Wembley**

- 25.45 This area has a high concentration of off-licence shops, chicken and fast food outlets, pubs/bars and lounges. It is in close proximity to Wembley Stadium and Arena (SSE Arena) and the London Designer Outlets retail park. The area is served by multiple transport stops and centred on Wembley Central station and dense residential development.
- 25.46 Data and evidence have confirmed high levels of ASB activity and significant levels of local disruption through noise emanating from bars and/or patrons of bars. There is evidence that security measures are not always enforced at premises operating late night hours, with multiple patrons witnessed engaging in street drinking, anti-social behaviour, noise disruption and violent activity spilling over onto streets and major roads. Public urination and vomiting is also prevalent on residential side streets off Wembley High Road. Data is not available on footfall activity or incidences of ASB in Wembley on Event days.
- 25.47 Whilst activity from major events at the local stadium and arena contributed to footfall, consumption, heavy late night activity at bars/pubs continue well past non-football match event hours. Much of this activity appeared to occur at high volume

vertical drinking premises during regular hours and past midnight.

- 25.48 It is important to note that there is a major difference in activity between Non-event and event days in Wembley. Event days feature tens of thousands of people entering, exiting, and staying in Brent whilst participating in the local day time and night time economy. Event days can be further broken down and understood as two key types: Football match days and Non-football match days. Football match days include international matches and could potentially include regular domestic fixtures in the future. Attendees often require special precautionary measures to avoid disturbance or violence such as seat designations for fans of different clubs, designated pubs for certain fans, and separate hotel floors to mitigate non-stadium confrontations. Alcohol consumption and negative effects including significant public drinking, ASB, and violence are common occurrences during Football match event days. Football match event days may increase in frequency if local football clubs temporarily relocate to Wembley stadium.
- 25.49 Non-football match event days are commonly concerts, rugby matches, and NFL games. Fans are diverse in range in age and gender and are often far less active in alcohol consumption. Non-football match event days do not experience the high levels of public drinking, ASB, and violence of football match event days.
- 25.50 Rapid influxes of people during short time periods make blanket policies ineffective at best and burdensome on local businesses at worst. Brent SLP should acknowledge the nuances of event days at Wembley and how certain types of events will have different attendees with very different characteristics in relation to alcohol consumption.
- 25.51 Olympic Way, a major pedestrian walkway connecting Wembley Park Station to Wembley Stadium and Wembley Arena, has recently undergone large-scale transformation with the addition of high-rise residential towers, retail outlets and upcoming cultural venues and theatres. However, evidence from local police indicates that public safety issues exist on Olympic Way, during Event Football match days. Ongoing development around the area should be monitored to ensure the safe passage of local people and visitors during event and non-event days.
- 25.52 Evidence gathered from local officials highlighted high-volume alcohol sales by supermarkets to match-day visitors as contributing to public nuisance, disorder, and broader ASB around Wembley Stadium and Wembley Arena. There are some partnerships in place with supermarkets to direct store policies to discourage multiple alcohol sales to patrons attending football match event days.
- 25.53 This area experiences high levels of public drinking, disturbance, ASB, and crime stemming from on- and off-licensed premises. The presence of events at a major regional and national entertainment venue have a significant effect on activity however existing policies, such as Match-day conditions on licensed premises, are adequate and balance the needs of tourists and local businesses with the concerns of local residents.
- 25.54 The Council will maintain existing conditions for premises within the Wembley Park area. Existing match-day conditions for on and off licensed premises are operating well and should continue to be used as best practice and guidance. See paragraphs 5.14-.5.17 for conditions.
- 25.55 The Council encourages the development of partnerships and liaison between local enforcement and local supermarkets at the managerial level around Wembley

Stadium and Wembley Arena.

- 25.56 The Council encourages the adoption of a policy that states Olympic Way be treated as a 'dry' or 'sterile' zone where alcohol cannot be consumed. This will discourage ASB and help ensure the safe passage of people through the street.
- 25.57 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.58 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.
- 25.59 Wembley is undergoing a period of significant change and redevelopment that includes the influx of new residents and businesses in the area, with more to come in the next few years. Considering the scale of activity in Wembley, evidence of significant crime, disorder, or public nuisance should be collected over the next 2-3 years to develop an evidence base for informing implementation of a CIZ in the future. However, this will be subject to available staff resource. In addition, should regular domestic football move to Wembley additional research to understand the impact and manage it will need to be undertaken.

### **Willesden**

- 25.60 This area forms a transitional boundary between more wealthy and less well-off parts of the borough. It is a vibrant town centre with an attractive mix of retail, restaurant, bar and recreation offers including the newly renovated Willesden Green Library Centre. There is dense off-licence, pub/bar, and lounge activity across Willesden High Road with loitering and public drinking evident in many open communal spaces across the High Road. Few observed instances of public drinking and alcohol-related crime suggest that licensees do not contribute negatively to the area. However, some problematic hotspots around premises exhibited few mechanisms to control dispersal. The nearby concrete plaza at Willesden High Road/Dudden Hill Lane roundabout encouraged loitering and public drinking which became a public nuisance as the evening progressed whilst areas near Walm Lane saw instances of ASB and loitering.
- 25.61 Willesden is an elongated town centre that varies significantly between points. However, there is clear ASB, public drinking, and noise disturbance activity at the Eastern end of the town centre. The majority of ASB can be traced to activity at premises near Dudden Hill Lane which is outside the eastern town centre boundary or on the opposing end of the town centre boundary nearer to Walm Lane.
- 25.62 The Council encourages enacting a Public Spaces Protection Order policy for this area. The Council believes a PSPO order, or something similar, would be a sufficient measure to address issues of public drinking by allowing for proper enforcement response from the local police and/or enforcement agencies. However, the Council acknowledge that this will be dependent on the availability of funding.
- 25.63 The Council believes that improved data collection, particularly evidence of significant crime, disorder, or public nuisance as related to alcohol consumption and issues, is an important component of evidence-based policy.

- 25.64 The Council encourages on and off-licence premises participate in a voluntary ban on high-strength alcohol.
- 25.65 Subject to available staff resources, the Council will aim to maintain licence inspections and premises review. This will encourage premises to adhere to existing licensing rules and the four core objectives of the licensing policy. These actions are aimed at reducing anti-social behaviour and crime where it is related to alcohol use.

## **26. Administration, exercise, and delegation of functions**

- 26.1 Brent Council has established a licensing committee to administer its licensing functions under the Licensing Act 2003.
- 26.2 To provide a speedy, efficient and cost-effective service the committee has established a number of sub-committees and delegated certain functions and decisions to those sub-committees.
- 26.3 Many of the decisions are largely administrative in nature such as, the grant of non-contentious applications, including for example, those licences and certificates where no representations have been made. These are delegated to Council officers by the Council.
- 26.4 Applications where there are relevant representations will be dealt with by the sub-committees unless such representations are considered irrelevant, frivolous or vexatious or unless the Council, the applicant and all those persons who have made representations agree that a hearing is not necessary.
- 26.5
- 26.6 Where there is sufficient reason to believe the publishing of personal details such as names and addresses will result in intimidation, the Council will withhold such information to protect the individual. However, the Council will make available such information as is necessary, without identifying individuals, for the applicant to respond to the objections raised by the representations.
- 26.7 Where persons making a representation wish to have their details kept confidential this will be considered on an individual basis after receiving a request from the person concerned, and they will be required to show that there is a reasonable fear of intimidation. In any event sufficient information (without identifying the objector) will be given to the other party to enable them to address the objection. Information informing objectors of our policy over the right to have personal details withheld is included on the consultation notice we ask applicants to display and in our acknowledgement letter sent on the receipt of an objection.
- 26.8 Where only positive representations are made the Council will invite those making the representation to withdraw and so avoid the need for a hearing.
- 26.9 Where there is the likelihood of an agreement being reached between an applicant and a person making a representation, then where appropriate and lawful, the Council will with the agreement of both parties, extend the limit for holding a hearing.
- 26.10 Information on the procedure to be adopted at hearings will be sent to applicants and persons making a representation at the time the agendas are dispatched.

Anybody wanting a copy of this information may obtain it from the Council.

- 26.11 The table on the following page sets out the delegation of functions under the Licensing Act 2003 to the licensing committee, sub-committees and officers. Where appropriate, officers may refer any matter to a sub-committee or a sub-committee to Full Committee.

## 27. Table of Delegation of Licencing Functions

### 27.1

Matter to be dealt with	Decision Maker		
	Full Committee	Sub-Committee	Officers
Application for personal licence		If police representation made	If no relevant representation made
Application for personal licence with unspent convictions		All cases	
Application for premises licence/club premises certification		If relevant representation made	If no relevant representation made
Application for a provisional statement		If relevant representation made	If no relevant representation made
Application to vary premises licence/club registration certificate		If relevant representation made	If no relevant representation made
Application to vary designated personal licence holder		If police representation made	All other cases
Request to be removed as a designated personal licence holder			All cases
Application for transfer of premises licence		If police representation made	All other cases
Application for interim authorities		If police representation made	All other cases
Application to review premises licence/club premises registration		All cases	
Decision on whether a complaint is irrelevant, frivolous or vexatious			All cases
Decision to object when local authority is a consultee and not the lead authority			All cases
Determination of a police representation to a temporary event		All cases	

notice			
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## **28. Integrating strategies and avoiding duplication**

- 28.1 The Council recognises the need to avoid duplication with other regulatory regimes as far as possible and will not seek to impose conditions where it can be demonstrated by applicants that the licensing objectives can be met by existing legislation. These regulatory regimes include (but are not limited to) the Disability Discrimination Act 1995, the Health and Safety at Work Act 1974 and associated legislation, Fire Safety Legislation, Race Relations Act (as amended 2002) and the Environmental Protection Act 1990.
- 28.2 The Council recognises that there should be a clear separation of the planning and licensing regimes and licensing applications should not be a re-run of the planning application. In order to ensure this, the Council recommends that applicants should have the appropriate planning permission in respect of their application. In addition the Licensing Committee will keep the Planning Committee informed of the situation regarding licensed premises within the London Borough of Brent.
- 28.3 The Council will consider local planning conditions and restrictions to those applicants applying or renewing licences. This will help ensure alcohol licences are properly aligned with planning uses.
- 28.4 Any licence issued either directly by Licensing Officers or following a hearing of the Council's Licensing Sub-Committee does not absolve the applicant of their responsibilities under other legislation. In particular where the times and conditions imposed on a licence are at variance with any planning consent the applicant or licensee should ensure they comply with any conditions imposed under any other legislation.
- 28.5 Applicants will be expected to have taken local crime prevention strategies, transport and planning policies and tourism and cultural strategies into account when submitting their operating schedules.

### **Brent Council department 'buy in'**

- 28.6 Where appropriate, and where alcohol plays a role, departments across Brent Council should support the licensing policy and make explicit attempts to adhere to its principles particularly in relation to issues around health, protection of children, public harm, and public nuisance.

### **Neighbouring boroughs**

- 28.7 Some of Brent's town centres, particularly Kilburn and Cricklewood, share borough boundaries with LB Camden and LB Barnet respectively. Future SLP reviews should be compared with those neighbouring borough's SLPs with the objective of exploring areas to share strategy and resource in addressing the four licensing objectives.

## **29. Diversity and equality**

- 29.1 Brent is a diverse borough and this is recognised by Councillors and officers. The

Council is aware applications may have a greater impact on groups, organisations or associations in respect of their race, gender, age, disability, sexuality or religious beliefs. With a view to eliminating unlawful discrimination, applicants will be expected (where appropriate) to address these concerns in their application.

29.2 Brent Council is keen to see comprehensive facilities for people with disabilities wherever reasonably practicable and therefore applicants will be encouraged and expected (where appropriate) to address the needs of disabled persons in their operating schedules.

29.3 Where applications made by these groups or organisations representing them highlight special needs or customs that may affect their application, the Council, in recognising its duty to promote good relations between persons of different racial groups, will give consideration to supporting those needs or customs whilst seeking to promote the licensing objectives.

29.4 As part of our policy review the Council will consider the impact of this policy on these groups.

## **30. Human rights**

30.1 The Human Rights Act 1998 incorporates the European Convention on Human Rights and makes it unlawful for a local authority to act in a way that is incompatible with a Convention Right. Brent Council will have particular regard to its rights and responsibilities under the Human Rights Act 1998 when determining applications and reviewing this policy. The Council will have particular regard to:

- Article 6 that in the determination of civil rights everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
- Article 8 that everyone has the right to respect for his home and private life; and
- Article 1 of the First Protocol that every person is entitled to peaceful enjoyment of his or her possessions.

## **31. Enforcement**

31.1 It is essential that premises are managed so as to ensure the promotion of the licensing objectives and compliance with the specific requirements of the Licensing Act 2003. The Council will make arrangements to monitor premises and take appropriate action to ensure that licensing objectives are adhered to.

31.2 Brent Council's Licensing Officers will develop constructive and effective working relationships and strategies with the Police, Fire Authority and other enforcement agencies as appropriate, for the management of licensed premises and the night-time economy.

31.3 Joint working with the Police and other agencies together with targeted enforcement will ensure a more effective and efficient deployment of officers and will avoid any duplication of duties.

31.4 The Council in its enforcement activity will have regard to the Regulators' Code, which includes:

- Use of risk assessment to concentrate resources
- To be accountable for efficient and effective activity
- Must be a reason for inspections
- No requirement on business for unnecessary information or its duplication
- Persistent law breakers are identified quickly
- Provision of good and easily accessible, cheap advice
- Not to intervene into economic progress unless there is a clear case of protection

31.5 Inspections and enforcement will be undertaken on a risk basis if and when judged necessary.

## **32. Minimising disproportionate impact of licensing on equalities**

32.1 The Council's aim to ensure that services provided are relevant to the needs of all sections of the communities. The stated policies are not expected to adversely affect any of the protected equalities groups highlighted in this assessment. The Council is aware of the negative impact of alcohol on some specific groups (children, those with mental health issues, particular ethnic groups), therefore in some cases the reviewed policy may have a positive effect.

32.2 Licensing policy sits within the wider context of the Local Authority's duties under the Equality Act 2010.

32.3 The duties require of LB Brent have due regard to:

- Eliminating unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act
- Advancing equality of opportunity between people who share a protected characteristic and people who do not share it
- Fostering good relations between people who share a protected characteristic and people who do not share it

### **Data note**

32.4 Evidence and data on understanding the disproportionate impact of licensing policy on equalities was drawn from the Brent Diversity Profile – July 2014, Brent Alcohol Harm Reduction Strategy 2014, and data available within Brent Council. There is no data on ethnicities of licence holders or the ethnicity of users. Limitations of the data mean that this cannot provide a comprehensive picture of equalities across the borough and thus offers only supplementary evidence. The Brent Joint Strategic Needs Assessment 2015 provides information on the needs of older people, those from a black or minority ethnic background, the lesbian, gay, bisexual, and transgender population, and physically or mentally disabled individuals.



- 32.5 The Council believes that improved data collection, particularly of equalities as related to alcohol consumption and issues, is an important component of evidence-based policy.

### **Diversity and geography**

- 32.6 There is a strong association between deprivation and an increased burden of harm linked to alcohol misuse, particularly among minority and vulnerable populations. A comprehensive alcohol licensing policy should acknowledge communities living in the most deprived areas of Brent (generally the south of the borough) whilst encouraging positive health outcomes and reductions in alcohol-related crime.
- 32.7 Population demographics indicate that poorer communities and a higher proportion of BAME communities live within the south of the borough, and therefore are more likely to experience a higher burden of alcohol related harm than the less diverse, wealthier population in the north. Brent Council acknowledges of the diversity of these areas of the borough where people may be most vulnerable to negative effects of alcohol.

### **Business community**

- 32.8 For the business community, the SLP outlines the procedure for applying for a business licence and sets out the responsibilities of Brent Council as the Licensing Authority and business owners undertaking licensable activities. The principles governing the SLP remain consistent with the previous policy statement and recognise the wider community impacts that the local authority, business community and other stakeholders must be aware of when undertaking licensed activities.
- 32.9 The SLP recognises the need for a balance between the rights of businesses and the community of which they are a part. This is done in line with Regulators' Code. For example, this is reflected in the conditions which include voluntary restrictions on the sale of beer, larger and cider above 6% ABV; restrictions applying to major event days at Wembley Stadium (including restricting the sale of cans to 4 per customer, closing 1 hour before event start times, restricting the sale of alcohol in glass bottles, restrictions on the numbers of people congregating at a licensed premises) irresponsible drinks promotions and the provision of free drinking water. These conditions may have a limited negative effect on the profitability of a small number of premises but are intended to tackle crime and anti-social behaviour as well as addressing potential health related issues for consumers. Brent Council and police officers are of the view that the public benefits outweigh any adverse impact on business prosperity.
- 32.10 Evidence suggests a high BAME ownership of small off-licensed premises relative to white ownership of similar premises in Brent. Therefore, any policies that could affect off-licensed premises could affect BAME business owners disproportionately. Care will be taken by the Council to ensure that this outcome is avoided. It is not anticipated that the policies and measures in place will affect the ability of LB Brent to meet their duties under the Equality Act.

## **33. Contact details**

- 33.1 The Council's licensing service can be contacted in any of the following ways:

### **In person**

Visit us – by prior appointment only – Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ

**By post**

Write to Regulatory Services, Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ

**By email**

[business.licence@brent.gov.uk](mailto:business.licence@brent.gov.uk)

**By telephone**

(020) 8937 5359

**Other Useful Contacts**

33.2	Police	Metroplitan Police (Licensing), Brent Civic Centre, Engineers Way, Wembley Middlesex, HA9 0JF TEL: 020 8733 3206
	Fire Authority	Fire Safety Regulation: North West Area 1, London Fire Brigade, 169 Union Street, London SE1 0LL TEL: 020 8555 1200 ext. 38778
	Planning	Planning Service, Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ TEL: 020 8937 5210
	Environmental Health	Environmental Health, Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ TEL: 020 8937 5252
	Trading Standards	Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ TEL: 020 8937 5555
	Public Safety Team	Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ TEL: 020 8937 5252
	Health Board	Public Health, Brent Civic Centre, Engineers Way, Wembley Middlesex, HA9 0FJ: 0208 937 6557
	Brent Magistrates	448 High Road, London NW10 2DZ TEL: 020 8955 0555
	Children's Services	Brent Civic Centre, Engineers Way, , Wembley, Middlesex, HA9 0FJ: 0208 937 6262
	Portman Group	<a href="http://www.portmangroup.org.uk">www.portmangroup.org.uk</a> TEL: 020 7907 3700 EMAIL: <a href="mailto:info@portmangroup.org.uk">info@portmangroup.org.uk</a>

**34. Health appendix**

34.1 Alcohol-related harm in Brent is closely related to the overall health and wellbeing of Brent residents. Whilst data shows that alcohol consumption is lower in Brent compared to the London average, there is nevertheless a concern that those numbers of people that do drink, do so at a higher concentration than other London boroughs. This section of the appendix sets out some general background and gives some suggestions of best practice that licensees may wish to consider

adopting.

- 34.2 The Licensing Authority can consider representations from health bodies acting as responsible authorities. The health bodies can provide information set out in this Appendix that is relevant to the promotion of the licensing objectives such as data including information on alcohol related ambulance call-outs and hospital admissions as a result of alcohol and alcohol related presentations to accident and emergency units. This information is reviewed regularly as part of the Joint Strategic Needs Assessment (JSNA) and the Local Alcohol Profiles for England (LAPE). The information this brings together should be seen as a core source of data to support licensing decisions.
- 34.3 Health is an intrinsic part of community safety and utilisation of health data in the decision making around licensing and broader activity of alcohol consumption and regulation is important. The appendix also sets out guidance to licensees on how to address the health impacts of alcohol on their customers and the residents of the Brent.
- 34.4 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.

### **Outlining Drinking Levels**

- 34.5 The Department of Health recommends that:
- Adult men should not regularly drink more than three to four units of alcohol per day
  - Adult women should not regularly drink more than two to three units per day
  - Men and women should avoid alcohol for 48 hours after a heavy drinking session and
  - Pregnant women and those trying to conceive are advised not to drink alcohol or, if they choose to do so, not drink more than 1-2 units of alcohol once or twice a week
- 34.6 There is no guaranteed safe level of drinking, but drinking below the recommended daily limits, means the risks of harm to health are low. Even drinking less than lower risk levels is not advisable in some circumstances.
- 34.7 Drinking any alcohol can still be too much in certain circumstances such as when driving, operating machinery, or engaging in strenuous physical activity.
- 34.8 For children and young people, the Chief Medical Officer recommends an alcohol-free childhood as the healthiest and best option. However, if children drink alcohol, 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. They should do so infrequently, certainly on no more than one day a week. They should never exceed recommended adult daily limits and, on days when they drink, consumption should usually be below such levels.
- 34.9 Increasing and higher risk drinking are terms used to describe the amount of alcohol that people drink. Increasing risk drinking is defined as:

<b>Drinking level</b>	<b>Men</b>	<b>Women</b>
Regular	3 to 4 and 8 units of alcohol a day	2 to 3 and 6 units a day
Higher-risk	more than 8 units a day or 50 units a week	more than 6 units a day or 35 units a week

### **Identifying drinking patterns**

- 34.10 It is not only the amount of alcohol consumed that increases the risk of harm. Binge drinking, which refers to a pattern of drinking in which a person consumes at least twice the daily recommended amount of alcohol in a single drinking session, can cause acute intoxication and lead to problems such as accidents, injury and violence. The area of greatest concern is that Brent seems to have a higher proportion of high risk drinkers. Brent is below the national profile in terms of 'binge drinkers' (8.2%), and those at increasing risk of drinking (16.9%). The borough also has more abstainers per head of population (31.4%) and a higher number of lower risk drinkers (76.0%). However, an area of concern is that Brent (7.1%) has a high proportion of high risk drinkers compared to the national average of 6.7%
- 34.11 Most common in younger age groups, binge drinking is often associated with 'pre-loading'. Preloading is a term that relates to people, particularly young people, drinking alcohol at home or in streets before going on to pubs, bars and clubs. It has been associated with higher overall alcohol consumption and a greater likelihood of being involved in a violent incident. People often pre-load on alcohol because it's much cheaper to buy in the supermarket or other off licence than in a pub, bar, or club.
- 34.12 Dependent drinking describes a mix of behavioural, cognitive, and physiological symptoms that typically include a strong desire to consume alcohol, and difficulties in controlling drinking.

### **Negative effects of alcohol on health**

- 34.13 Regularly drinking more alcohol than the recommended daily limit can damage health whilst excessive or higher-risk alcohol consumption is associated with over 60 medical disorders. Brent currently experiences better or average hospital admissions related to alcohol compared to London however men in Brent often fare significantly than the London average. Ultimately, more data will be needed to understand differences in alcohol specific admissions to hospital as related to the level of deprivation in Brent.
- 34.14 More people are now drinking at home, and over 70% of all alcohol in England is now purchased through the off trade. Whilst this includes preloading, adults who drink mainly at home appear to be aware of the risk of drinking more overall but unaware of the possibility of increased consumption leading to an increased risk of longer-term harm to health.
- 34.15 Consideration also needs to be given to the harm alcohol causes to people other than the person who is drinking, sometimes referred to as 'social harm' or 'passive drinking'. Children of parents misusing alcohol may experience severe emotional distress, physical abuse and violence as well as a general lack of care, support and protection.

## **Best practice and conditions**

34.16 Brent's Alcohol Harm Reduction Strategy strongly promotes working in partnership with licensed premises and the adoption of high standards of management at all premises. However, it does not currently recognise that many licensees are supportive of the need to address the health issues relating to alcohol. In order to align closer with the four SLP objectives stated previous, it is suggested the following actions can be adopted through conditions:

- Restrict "special offers" like cheap shots, 'Happy Hours', Buy One Get One Free or buy 2 glasses of wine get whole bottle. This slows down consumption, the rate at which blood alcohol concentrations increase and the peak levels reached by drinkers. Rapidly ascending and high blood alcohol concentrations are shown to be associated with violence and uninhibited behaviour
- Align pricing with Alcohol by Volume (ABV), and ensure that non-alcoholic drinks are kept much cheaper. Increase seating for customers to reduce more intensive drinking
- Reduce the volume of music as loud music can increase alcohol consumption
- Actively promote designated driver schemes where a driver is offered discounted or free non-alcoholic drinks
- Make food available in late venues
- Start the sale of alcohol later in the day and not align it purely with opening hours
- No advertisements for alcohol in the shop window
- Storing alcohol behind the shop counter
- No display boards or other advertising showing on the shop floor
- Cans of alcohol should not be sold singly
- Bottles of beer under 1 litre should not be sold singly
- No beer or cider over 6% ABV should be sold, and
- No alcopops should be sold where they could attract under age purchasers

## **Aligning with substance abuse treatment**

34.17 Through the Council, the Police, the CCG and health services, Brent is committed to addressing responsible alcohol consumption and to safeguarding the health, safety and wellbeing of the whole community. Existing treatment interventions are care plan-based and there is a limited level of in treatment transfers for clients between different service providers to procure the best possible outcome. The Council acknowledges that the current treatment system is performing well in Brent, there are more people coming into treatment and more are completing successfully.

34.18 Comprehensive assessments for those that test positive for class A substances when arrested for a trigger offence (usually a form of acquisitive crime) are a mandatory requirement of the national Arrest Referral Scheme. In Brent this means that Westminster Drug Project (WDP) staff is required to conduct an assessment on that person in custody following a positive test. However, for alcohol, engagement in police custody with a drugs and alcohol worker, or to be referred for treatment or work with a specialist provider, is voluntary.

- 34.19 Magistrates at courts can give someone an ATR (Alcohol Treatment Requirement) as a community order, which means the person is mandated to attend appointments and treatment with a relevant service, and non- attendance is breachable – meaning the person breaches the court order and there are consequences to this. These are usually given for approximately six months.
- 34.20 Interventions for alcohol treatment in Brent broadly cover:
- Assessment, support, brief intervention, onward referral for specialist treatment for those who choose to see a drugs and alcohol worker in police cells
  - Service at Hendon Magistrates Court who arrange Restrictions on Bail (ROB), Alcohol Treatment Requirement (ATR), for those who are given a court order by the magistrates – note these usually last for 6 months
  - Assessments for Alcohol Treatment Requirements
  - Key work for those who require one on one support from a drugs and alcohol worker and have contact with CJS
  - Group work sessions to address alcohol use
  - Referrals to and partnership working with those services who provide outreach to problematic alcohol and drug users (CRI), a drop in (Addaction), community health care services (CNWL – NHS) who provide prescribed treatment for alcohol or drug use (such as those requiring detox or rehab) and those services who run the ATR community orders, and
  - Treatment coordination and case management of individuals in the community who require treatment for drugs and or alcohol who are involved with the CJS – where there are other services involved in the treatment of that individual
- 34.21 In the last year WDP have provided brief interventions to 53 clients in Wembley Police station to people who state that alcohol is their primary substance that they use problematically (these are not necessarily people arrested for alcohol related crime – they can be seen by an alcohol worker if they want if arrested for other crimes).
- 34.22 Brief interventions include alcohol harm reduction advice, discussions about support available and safe limits and the dangers of alcohol and preventative interventions.
- 34.23 Over the 2014-2015, the WDP service has provided 667 brief interventions for alcohol to those detained in police custody in the area they cover. Due to some recent police station closures, they are seeing people in custody from Brent, Harrow and Barnet. Of those 667, they conducted a more detailed structured assessment on 187 to make onward referrals for specialist treatment (perhaps where brief intervention alone was deemed not sufficient due to level of consumption, complexity of situation, for example)
- 34.24 Specialist treatment can include having a key worker who supports someone with alcohol issues to address this, attending group sessions, structured sessions, being referred to prescribing services for an alcohol detox in the community, being referred for in-patient detox at a rehabilitation centre for example.
- 34.25 WDP also conducted 96 assessments for Alcohol Treatment Requirement in the last year and 41 were given by the court for individuals to attend appointments, and treatment services for approximately six months.

### **Long-term effects of alcohol on health**

- 34.26 Drinking hazardous amounts of alcohol for many years will take its toll on many of the body's organs and may cause organ damage. Long-term alcohol misuse can weaken the immune system, making people more vulnerable to serious infections. The Council acknowledges there are many long-term health risks associated with alcohol misuse that will continue to be monitored.

### **Long-term effects of alcohol on the sustainability of social structures**

- 34.27 Alcohol misuse can also have long-term social implications. For example, it can lead to family break-up and divorce, domestic abuse, unemployment, homelessness, and financial problems. Currently, there is not enough suitable evidence of the impact of alcohol on social structures among minority groups in Brent to suggest specific licensing policies. The Council will take measures to ensure this issue is monitored on an ongoing basis.

### **Impact on public health of local people**

- 34.28 An explicit connection to public health that recognises the impact of alcohol use, and the need to place licensing in context of wider public health strategy. This includes acknowledging how alcohol can lead to drug abuse and high risk-taking behaviour. This can disproportionately affect vulnerable individuals and groups in the community.

### **Smoking advice**

- 34.29 Health studies and NHS guidance has shown a link between likelihoods of smoking and alcohol use. This is also true for young people. The Council acknowledges these connections and will work to ensure adherence to principles of health and prevention of harm against children by taking into the potential for health hazards of smoking as it's related to alcohol consumption and overall licensing.

### **Alcohol and pregnancy**

- 34.30 The Council recognises the dangers of drinking while pregnant, and any approach to be taken to minimise harm will be encouraged. For example, provision of warning posters or disclaimers for all licensed premises.

### **Sexual offendin**

- 34.31 Alcohol related harm is experienced not only by drinkers but by those around them including families, friends, colleagues and strangers. The Council acknowledges that there is a strong relationship between alcohol abuse and sexual assault. Reference will be made to the Sexual Offences Act 2003 to acknowledge the connection between alcohol abuse and sexual offences. Whilst alcohol should not be used as an excuse for those who perpetrate violence and abuse, neither should its influence be ignored.
- 34.32 Currently, there is not enough suitable evidence of sexual offences as related to alcohol in Brent to inform specific licensing policies. This will continue to be monitored.

### **Child sexual exploitation (CSE)**

- 34.33 Perpetrators often use alcohol as a tool to exploit vulnerable children and young people. Children and young people who abuse drugs or alcohol are susceptible to mental health issues that can lead to sexual exploitation.
- 34.34 Operation Make Safe is a recently developed scheme in LB Hounslow in partnership with the Met, aimed at highlighting the signs of CSE to local businesses. Brent Council encourages the adoption of best practices as this will be particularly valuable in the area around Wembley Stadium and Wembley Arena which has seen the development of new hotels
- 34.35 Brent has experienced large growth in population, particularly among children and young people. The SLP acknowledges changing demographics and dynamics of the borough. Currently, there is not enough suitable evidence of CSE prevalence in Brent to inform specific licensing policies. However, CSE in Brent will continue to be monitored, particularly as the demographic makeup of the borough continues to change.
- 34.36 **Impact of shisha bars on health**
- 34.37 Brent's town centres and neighbourhoods feature a diverse offer of shisha/sheesha bars, some of which sell alcohol under the Late Night Refreshments licence. Shisha smoking is a way of smoking tobacco, sometimes mixed with fruit or molasses sugar, through a bowl and hose or tube. Shisha smoking is traditionally used by people from Middle Eastern or Asian communities and is becoming increasingly popular in cities around the UK. The British Heart Foundation in 2011 demonstrated that the UK had seen an increase in 210% in the number of shisha premises since the introduction of the smoke-free legislation in 2007. However, shisha smoking can pose health concerns for Brent residents and visitors, particularly when combined with unsafe consumption of alcohol.

## 35. Glossary

AAR – Alcohol Arrest Referral  
 ABV – Alcohol by Volume  
 ARS – Alcohol Referral Scheme  
 ASB – Anti Social Behaviour  
 ATR – Alcohol Treatment Requirement  
 BAME – Black and Minority Ethnic  
 CAD – Computer Aided Dispatch  
 CCTV – Closed Circuit Television  
 CDA – Controlled Drinking Area  
 CDZ – Controlled Drinking Zone  
 CIZ – Cumulative Impact Zone  
 CSE – Child Sexual Exploitation  
 CSP – Community Safety Partnership  
 DAAT – Drug and Alcohol Action Team  
 DPPO – Designated Public Place Order  
 EMRO – Early Morning Restriction Order  
 ENTE – Entertainment and Night Time Economy  
 GIS – Geographic Information System  
 GP – General Practitioner  
 HVVD – High Volume Vertical Drinking  
 LAPE – Local Alcohol Profiles for England



LAS – Local Ambulance Service  
LB – London Borough  
LNL – Late Night Levy  
LNRL – Late Night Refreshment Licence (or Licencing)  
MPS/MET – Metropolitan Police Service  
NHS – National Health Service  
NTE – Night Time Economy  
PCC – Police and Crime Commissioner  
PCO – Public Carriage Office  
PSPO – Public Spaces Protection Order  
SIA – Security Industry Authority  
SNT – Safer Neighbourhoods Team  
SLP – Statement of Licensing Policy  
TfL – Transport for London  
WDP – Westminster Drug Project