



Agenda item: *Leave this space blank for Committee Secretariat support staff to complete*

[No.]

**General Purposes Committee**

**On 11<sup>th</sup> January 2011**

Report Title.

The evaluation and extension of controlled street drinking areas within the London Borough of Haringey

Report authorised by Niall Bolger Director of Urban Environment

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Wards(s) affected: All wards

Report for: Information

**1. Purpose of the report**

1.1 To report on an evaluation on the use and effectiveness of street drinking control zones within the London Borough of Haringey

**2. Introduction by Cabinet Member**

2.1 [click here to type]

**3. State link(s) with Council Plan Priorities and actions and /or other Strategies:**

3.1 The control of street drinking contributes to the achievement of priority one and two of the Council's five priorities namely; 'A cleaner, greener Haringey' and 'A safer Haringey'.

3.2 Designated street drinking control zones are designed to support the Council's alcohol reduction strategy.

#### **4. Recommendations**

4.1 That members are asked to note the findings of the report and the evidence that street drinking control measures in place continue to be a valuable control measure and that there is no evidence to support any variations or extensions to the current arrangements.

#### **5. Reason for recommendation(s)**

5.1 Evidence suggests that over a period of 3 years the existing alcohol control zones have reduced alcohol related anti social behaviour. The evaluation in this report shows the existing alcohol control zones need to continue.

#### **6. Other options considered**

6.1 No other options have been considered

#### **7. Summary**

7.1 The alcohol control zones are having a positive effect in reducing alcohol related antisocial behaviour

7.2 The legislation is being used proportionately and effectively by Police

7.3 Street drinking is still occurring meaning the zones need to continue

#### **8. Chief Financial Officer Comments**

8.1 The costs of the actions within this report can be met within existing service budgets.

#### **9. Head of Legal Services Comments**

9.1 There is no statutory requirement to review Designated Public Place Orders (DPPOs). However, Home Office guidance advises that they should be evaluated and reviewed as a matter of good practice at least every two years to find out whether they have helped to reduce alcohol-related anti social behaviour.

9.2 Notwithstanding the recommendations of this report, powers to extend or revoke such orders are found in S.13 of the Criminal Justice and Police Act 2001 and the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2007.

## **10. Equalities and Community Cohesion Comments**

10.1 Street drinking that causes anti-social behaviour affects everyone who lives, works and visits a particular area. Specific groups who may be adversely affected by this are the vulnerable and elderly. The review has identified that there is evidence that among men from some ethnic groups within Haringey, drinking outside is more of a social norm than he may be for others. Enforcement activity here will therefore have a greater impact on these groups.

## **11. Consultation**

11.1 Consultation was carried out to decide the likely areas that would benefit from being designating as controlled areas. The following partners were asked to provide feedback:

- Safer Neighbourhood Police Teams (SNTs)
- Neighbourhood Management
- Haringey Action Group on Alcohol (HAGA)
- Street Enforcement Team
- Ward Councillors

## **12. Service Financial Comments**

12.1 The report does not propose any extension of street drinking control therefore no new costs arising from signage or the posting of public notices. Enforcement is a police responsibility

## **13. Use of appendices / Tables and photographs**

Appendix 1 - Maps showing current Alcohol Control Zones  
Appendix 2 - Safer Neighbourhood Statistics  
Appendix 3 - Tottenham Hotspur Football Club Match Day Statistics  
Appendix 4 - Alcohol Related Calls  
Appendix 5 - Safer Neighbourhood Sergeant Responses  
Appendix 6 - Local Ward Councillor Responses  
Appendix 7 - Neighbourhood Management Responses  
Appendix 8 - Site Evaluation Results  
Appendix 9 - Street Drinking Hotspot maps

## **14. Background**

- 14.1 Under the Criminal Justice and Police Act 2001 the Council is given the ability to make orders for designating an area for controlled street drinking. The legislation specifically states that once the order is made, pursuant to the Borough Commander's agreement, the police will provide the resources necessary to enforce the compliance of the designation in an identified area. This is at nil cost to the Council.
- 14.2 An evaluation of the effectiveness of the controlled street drinking zones within Haringey was reported to the General Purposes Committee on 11<sup>th</sup> March 2008 and Members agreed at the time to a number of extensions. Members also instructed officers to review the effectiveness and need for zones and the report back. An evaluation was reported on 1<sup>st</sup> December 2009 and at the time members were in agreement that the current alcohol control zones were effective but should be extended due to displacement. These extensions were agreed on 29<sup>th</sup> March 2010.
- 14.3 Existing designated alcohol control zones in Haringey affect 11 wards, the majority of which are in the east of the borough. (See Appendix 1). The alcohol control zones are policed predominantly by the Safer Neighbourhood Teams (SNTs) but match day arrangements for Spurs are through specially designated teams made up of elements of all response teams in the Borough.

## **15. Review of use of powers**

- 15.1 Safer Neighbourhood Teams within the designated wards were contacted and all stated that alcohol related warnings and seizures remained high while arrests remained relatively low. Analysis of the statistics received shows that the 11 Safer Neighbourhood Police Teams enforcing the designated zones are using their powers frequently. High volumes of warnings and alcohol seizures are being recorded while numbers of arrests are very low.
- 15.2 Comparisons between the statistics from 2009 to 2010 both show high warning and alcohol seizure rates with low arrest figures. Warning, seizure and arrest rates have remained at similar levels in 2009 compared with 2010. (See Appendix 2).
- 15.3 Alcohol seizures during Tottenham Hotspur Football Club matches are counted and collated each season. Comparisons between seizure rates through 2006/7 to 2010/11 show a continuing decrease from one season to the next. However seizure rates during European games are distinctly higher causing the average seizure rate to rise from season 2006/7 to seasons from 2008/9 onwards. (See Appendix 3).
- 15.4 Interpretation of these statistics suggests Police Officers are continuing to use the legislation effectively and proportionally. Low arrest rates suggest police time is being used efficiently. Similar levels of warnings and seizures from 2009 to 2010 suggest

street drinking is still occurring within designated areas in Haringey.

- 15.5 Analysis of 1,573 alcohol related calls made from 2007 to 2010 confirms a significant reduction within this period particularly in the 11 wards designated with alcohol controlled zones. Noel Park in particular showed a reduction in alcohol related calls of 49.1% with Tottenham Hale and Tottenham Green showing a reduction of 41.2% and 39.7% respectively. Collectively the London Borough of Haringey showed a reduction of 36.7%. (See Appendix 4).
- 15.6 Safer Neighbourhood Team (SNT) Police Sergeants within the 11 designated wards were consulted on the effectiveness of the controlled zones. All agreed that ability to proactively seize alcohol was a useful tool in reducing anti social behaviour associated with street drinking. There was also a consensus that the legislation is very effective when used in conjunction with other legislation such as dispersal zones and as part of a wider joint multi agency approach to tackling alcohol related issues. (See Appendix 5).
- 15.7 This approach has been used successfully to tackle alcohol related anti social behaviour in St Loy's and Moorefield Road N17 in Bruce Grove ward and in Wood Green High Road N22 outside Morrison's. In Bruce Grove ward the alcohol control zone was incorporated in conjunction with a dispersal zone which further aided the Police. In both locations Police worked in partnership with the Street Enforcement Team and the Anti Social Behaviour Team to install Close Circuit Television (CCTV) and to carry out joint partnership patrols and enforcement.

## **16. Consultation**

- 16.1 Ward councillors representing wards with designated alcohol controlled zones were consulted and the majority of those that responded agreed the zones have had a positive impact in reducing alcohol related anti social behaviour and supported the continuation of the current designations. Only one qualified objection was received by a ward councillor during the consultation period. The objection maintained that alcohol related anti social behaviour in Northumberland Park occurred during Tottenham Hotspur Football matches suggesting football fans were the cause. Ward councillor comments can be seen in Appendix 6.
- 16.2 Neighbourhood Managers within designated alcohol controlled zones were also consulted. All agreed that the zones have had a positive impact in reducing alcohol related anti social behaviour and supported the continuation of the zones. A majority of neighbourhood managers maintained that local residents had a positive perception of the controlled zones and supported their continuation. Neighbourhood manager comments can be seen in Appendix 7.
- 16.3 Haringey Advisory Group on Alcohol (HAGA) was contacted regarding the effectiveness of the controlled zones and their impact on street drinkers in Haringey. They suggest that street drinking has migrated from certain areas to others most

notably from Wood Green High Road N22 to benches outside Ducketts Common in Haringey ward. However street drinking has still been observed in Tottenham Green on Broad Lane N17 and on Tottenham High Road N17 near Tottenham Police station. They also suggest that Street drinking outside Wickes has reduced.

- 16.4 HAGA gave the opinion that the designated zones have proved successful in reducing alcohol related anti social behaviour but may only be a geographical cure that moves the problem on. Engagement between HAGA and street drinkers has also been affected as street drinking has become more sporadic with individuals not congregating in certain areas as they previously did.

## **17. Evaluation of effectiveness**

- 17.1 From consultation seven wards were highlighted as having alcohol related antisocial behaviour. These locations were evaluated by the Street Enforcement Team at different times on different days including weekends. Evidence of alcohol related anti social behaviour gathered during the evaluation process was insufficient to justify designating the newly highlighted areas as alcohol control zones.
- 17.2 Wards with designated controlled zones were evaluated by the Street Enforcement Team through August to November 2010. A comparison of these recent site evaluations against evaluations carried out in 2007 and 2009 showed an overall decrease in street drinking non compliance throughout the 11 wards designated with alcohol control zones. However a slight increase has occurred from 2009 to 2010. West Green ward in particular shows a marked decrease from 2007 to 2009 with a sharp increase in 2010 to nearly double the non compliance levels of 2007. It must be noted however that the evaluation in 2009 was carried out in January where weather conditions may have affected results. Area evaluation results can be seen in Appendix 8.
- 17.3 Interpretation of these statistics suggests that street drinking, alcohol litter, urination and other alcohol related anti social behaviour have decreased since 2007 but remains an issue in some designated zones.
- 17.4 Analysis of street drinking hotspots taken from alcohol related police calls from April to June 2010 corroborates the evaluation results. Street drinking is still occurring in Haringey most notably in Noel Park and Woodside wards and along Tottenham High Road N17. Further analysis suggests street drinking has steadily increased in the summer months from March to June 2010 and had its highest frequency within wards designated with alcohol controlled zones. Street drinking hotspot map can be seen in Appendix 9.
- 17.5 Overall analysis of the police statistics coupled with the area evaluation results and the drinking hotspot statistics suggest that overall alcohol related anti social behaviour has decreased significantly in Haringey most notably on Noel Park, Tottenham Hale and Tottenham Green with alcohol related calls decreasing by over a

third throughout the borough over a period of 3 years. However street drinking is still causing problems within the wards designated with alcohol controlled zones but has not displaced further.

## **18. Conclusion**

18.1 In conclusion the alcohol controlled zones are having a positive effect in reducing alcohol related anti social behaviour within Haringey. The legislation is being used proportionately and efficiently by Police. Street drinking is still occurring meaning the zones need to continue.