

MUNICIPAL YEAR 2005/2006 REPORT NO. **288**

MEETING TITLE AND DATE:

**Licensing Committee
Monday 30th January 2006**

REPORT OF:

Director of Environment, Street
Scene and Parks

Agenda – Part: 1	Item:
Subject:	Proposed Extension of Controlled Alcohol Zones
Wards:	All
Cabinet Member consulted: Councillor Neville	

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1. EXECUTIVE SUMMARY

- 1.1 This report concerns designated controlled alcohol zones. These are public places where the consumption of alcohol is controlled.
- 1.2 It is proposed that new controlled alcohol zones be introduced covering all parks / open spaces, railway and London Underground stations in the borough.
- 1.3 The Licensing Committee has delegated power to agree to extend designated controlled alcohol zones, subject to a statutory consultation process.

2. RECOMMENDATIONS

- 2.1 Controlled alcohol zones be extended to include all London Underground / railway stations and all parks / open spaces in the borough as shown in Appendix 1.
- 2.2 It is recommended that due to the large number of parks / open spaces in the borough the controlled alcohol zones be introduced in 5 phases, as set out below:
- Phase 1**
All Railway and London Underground Stations
- Phase 2**
Wards: Ponders End, Highlands, Southbury, Jubilee, Cockfosters
- Phase 3**
Wards: Haselbury, Grange, Chase, Bush Hill Park, Palmers Green
- Phase 4**
Wards: Turkey Street, Southgate Green, Enfield Lock, Edmonton Green, Enfield Highway.
- Phase 5**
Wards: Winchmore Hill, Southgate, Bowes, Lower Edmonton, Town, Upper Edmonton.
- 2.3 That the controlled alcohol zones around stations also extend to areas in the vicinity of licensed premises.
- 2.4 Where a station is situated on a road that is already partly in an existing controlled alcohol zone it is recommended that the new controlled alcohol zone should link with the existing area so that the whole road is covered. This will make the zones simpler for the public to understand and easier to police.
- 2.5 That the boundaries of the areas covering parks / open spaces be the current boundaries of these areas and that one controlled alcohol zone sign be placed at every entrance point. Some open spaces are not gated/fenced and access can be gained along a wide frontage. In this instance it is recommended that signage be placed adjacent to any footpaths into the sites or spaced equidistant along the boundary.
- 2.6 That officers undertake the statutory consultation with;
- a) The Borough Police Commander;
 - b) The Police Commanders for Barnet and Haringey
(only in designated areas adjacent);
 - c) Barnet and Haringey Councils; (only in designated areas adjacent)
 - d) The licensee of any licensed premises who may be affected by the designation.
 - e) Friends of the Parks Group, cafes lessees and other relevant commercial operators.
- This will include the statutory notice published in a local paper
- 2.7 That officers make the necessary arrangements to implement the extension of controlled alcohol zones, subject to any minor amendments following consultation to be agreed with the Chairman of the Licensing Committee.

3. BACKGROUND

- 3.1 Sections 12-16 of the Criminal Justice and Police Act 2001 came into force on 1st September 2001. These provide local authorities with an adoptive power to restrict anti-social public drinking and they provide the police with the power to enforce this restriction. The penalty is a maximum fine, currently £500.
- 3.2 A local authority may only designate a public place in their area if they are satisfied that:
- a) Nuisance or annoyance to members of the public or a section of the public; or
 - b) Disorder has been associated with the consumption of intoxicating liquor in that place.
- 3.3 Also on 1st September 2001, the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001 came into force. These Regulations set out the procedures to be followed by Local Authorities in designating public places for this purpose.
- 3.4 The London Borough of Enfield currently has ten areas designated under this legislation.
- 3.5 On 29th April 2002, Enfield's Licensing Committee granted an Order designating Enfield Town as a controlled alcohol zone, which became effective on 1st June 2002.
- 3.6 On 4th September 2002, Enfield's Licensing Committee granted an Order designating Edmonton as a controlled alcohol zone, which became effective on 1st October 2002.
- 3.7 On 10th November 2004, Enfield's Licensing Committee granted orders designating Bush Hill Park Enfield Town Extension, Enfield Wash, Ponders End, Southgate, New Southgate, Green Lanes and Winchmore Hill as controlled alcohol zone, which became effective on 1st June 2005.
- 3.8 Occasional events take place in parks where alcohol is available or likely to be consumed. Conditions will be placed upon these events by the Parks Service to ensure all rubbish is collected and that behaviour of participants is monitored.
- 3.9 Properly licensed premises and areas within their boundary are disappplied as designated public places.

4. ALTERNATIVE OPTIONS CONSIDERED

- 4.1 Designating 100 Metre Areas
A number of factors have determined the exact location of the proposed zones around stations. Originally it was intended for zones to cover a 100m radius around every station. However this sometimes meant that a zone

ended next to licensed premises. The zones have therefore been stretched so that they cover licensed premises in their vicinity.

4.2 Prioritising Certain Geographical Areas

Research indicates that the 5 wards most in need of a controlled alcohol zone are: Ponders End, Highlands, Southbury, Jubilee and Cockfosters and that tube stations are worse than railway stations and parks. Police information suggests that the following areas should be considered when looking at future controlled alcohol zones: Broomfield Park, Brimsdown Railway Station, Enfield Lock Railway Station, Cockfosters ward and the Grange ward. An alternative would be to just target these areas but it is believed having different rules in different parks / stations will be too complicated for the public to understand and more difficult to police.

4.3 Making the whole borough a controlled alcohol zone

Legislation does not permit the Council to do this without evidence to prove that nuisance and annoyance is caused by alcohol consumption in all public places.

5. REASONS FOR RECOMMENDATIONS

5.1 Over a period of five weeks (18th April – 19th May 2005) 12 railway stations, 2 tube stations and 24 parks / open spaces were visited so see if alcohol consumption was creating a social problem in these areas. Evidence of alcohol consumption in the form of empty cans, bottles and other litter was found at all of the stations and 93% of the parks visited.

5.2 Whilst grounds maintenance personnel are required to inspect all grass areas prior to cutting operations, cans and bottles are sometimes caught up in cutting machinery - this results in both damage to the machinery and sharp shards of both glass and metal being left on the grass, which can cause harm both park users and wildlife

5.3 Many visitors to the Borough arrive by train or tube and a station littered with cans and bottles of alcohol creates a poor impression. It also contributes to continuing disregard for the area, leading to further littering.

5.4 Alcohol is known to affect balance and judgement. According to a Transport for London article (www.tfl.gov.uk - The 5 most numerous customer injuries) alcohol was the cause of 934 incidents in the last two years. This shows that there are significant safety issues relating to alcohol and tube/rail use. Alcohol can also make people louder and sometimes aggressive which can be intimidating for commuters.

5.5 Controlled alcohol zones could potentially reduce the number of alcohol related accidents, improve the Boroughs appearance, decrease vandalism and damage to vehicles and personal injury as well as making the public feel safer. If people feel safe they will make greater use of these facilities.

5.6 The police provided information regarding CAD calls (calls such as 999 calls that go through to the police control room) and crime reports that refer to drunkenness within a 400m radius of train stations. Excluding stations that are already in an existing controlled alcohol zone the stations with the highest number of CAD calls were Brimsdown and Enfield Lock. In the same 12-week period drunkenness was mentioned in 40 completed crime reports. The wards with the highest number of these crime reports were Cockfosters and Grange.

6. COMMENTS OF THE DIRECTOR OF FINANCE AND CORPORATE RESOURCES AND OTHER DEPARTMENTS

6.1 Financial Implications

The Legislation makes no provision for cost recovery and therefore any costs of introducing additional areas will fall upon Environment Street Scene and Parks, revenue budget, and can be met within 2005/06 provision.

Estimated costs are:

Schedule of street / maps		£2,000
Staff time		£3,500
Newspaper notices		£3,500
Signage	Stations (147)	£808.50
	Parks (272)	£1496.00
		£2304.50
Total		£10404.50

6.2 Legal Implications

Sections 12-16 of the Criminal Justice and Police Act 2001 came into force on 1st September 2001. These provide local authorities with an adoptive power to restrict anti-social public drinking and they provide the police with the power to enforce this restriction. The penalty is a maximum fine, currently £500.

A local authority may only designate a public place in their area if they are satisfied that:

- a) Nuisance or annoyance to members of the public or a section of the public;
or
- b) Disorder has been associated with the consumption of intoxicating liquor in that place.

7. PERFORMANCE MANAGEMENT IMPLICATIONS

7.1 The controls are likely to contribute towards improving the appearance of the Borough in the designated areas and thereby contribute to Best Value Performance Indicator 199.

8. PUTTING ENFIELD FIRST

- 8.1 The Policy seeks to support 'Putting Enfield First' and will specifically impact upon Community safety and quality of life.
- 8.2 The Policy recognises the importance of protecting local residents and businesses, whose lives can be seriously affected by disturbance and anti-social behaviour which may arise from irresponsible alcohol consumption.

BACKGROUND PAPERS

Report from Charlotte Palmer of evidence for extension of designated alcohol control zones.

Letters dated 13 and 18 January 2006 from members of the Grange Park Residents Association.

APPENDIX 1

Designated Drinking Control Areas – Phase 1

SCHEDULE OF PUBLIC PLACES REFERRED TO

Angel Road Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

CONDUIT LANE (from junction with Montagu Road to junction with Meridian Way)

Note: This proposed DDCA abuts the existing Edmonton DDCA

Brimsgate Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

GREEN STREET (from the common boundary of nos.332 and 334 Green Street to the junction with Mollison Avenue)

JUTE LANE

MOLLISON AVENUE (from junction with Millmarsh Lane to the junction with Braithwaite Road)

Bush Hill Park Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

DRYDEN ROAD

FIRST AVENUE (from the junction with Park Avenue to and including the junction with St. Marks Road)

QUEEN ANNES PLACE

PARK AVENUE (from the junction with First Avenue to the junction with Wellington Road)

ST. MARKS ROAD

Crews Hill Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

CATTLEGATE ROAD (from the junction with Theobalds Park Road to a point 100 metres west of the western bridge parapet at Crews Hill Station)

Cockfosters Tube Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

COCKFOSTERS ROAD (from the common boundary of nos.2 and 4 Bramley Road to the north-western kerbline of the southern east to west arm of Chalk Lane)

To include all service roads adjacent to Cockfosters Road and those known as STATION PARADE and HEDDON COURT PARADE

Enfield Chase Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

WINDMILL HILL (... to the junction with The Ridgeway and Slades Hill)

Note: This proposed DDCA abuts the existing Enfield Town DDCA

Enfield Lock Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

ORNANCE ROAD (western arm - ... to the junction with Mollison Avenue)

Note: This proposed DDCA abuts the existing Enfield Wash to Ponders End DDCA

Gordon Hill Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

LAVENDER HILL (... to the common boundary of nos.158 and 160 Lavender Hill)

Note: This proposed DDCA abuts the existing Enfield Town DDCA

Grange Park Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

CHEYNE WALK

THE GRANGEWAY

VERA AVENUE (from the junction with The Grangeway to the north-western kerbline of Cheyne Walk)

NESTOR AVENUE

Hadley Wood Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

CRESCENT EAST
CRESCENT WEST

Note: Bartrams Lane is currently Unadopted Highway

Oakwood Tube Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

BRAMLEY ROAD (from the south-western kerblineline of South Lodge Drive to the north-eastern kerblineline of Reservoir Road)
To include all service roads adjacent to Bramley Road, known as BRAMLEY PARADE and OAKWOOD PARADE

Ponders End Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

ALMA ROAD (from the junction with South Street to the north-eastern kerblineline of Napier Road)
NAPIER ROAD
SOUTH STREET (to include service road adjacent to the north-eastern kerblineline, serving nos.98 to 142)

3) OPEN SPACES MANAGED BY L.B.E.

To include all open areas of land that are not adopted public highway that serve Curlew House, Merlin House, Cormorant House and Kestrel House

Note: This proposed DDCA abuts the existing Enfield Wash to Ponders End DDCA

Southbury Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

SOUTHBURY ROAD (the eastern arm – from the eastern kerblineline of Great Cambridge Road to ...)

Note: This proposed DDCA abuts the existing Enfield Wash to Ponders End DDCA

Turkey Street Station

1) PUBLIC HIGHWAY - ROADS

All that which is Public Highway includes:

TURKEY STREET (the south-eastern arm – from the south-eastern kerbline of Great Cambridge Road to ...)

Note: This proposed DDCA abuts the existing Enfield Wash to Ponders End DDCA

Created: 19th January 2006

Phase 2

WARD	PARK
Ponders End	-
Highlands	Boxers Lake Open Space (7) Slades Close (1) Worlds End Lane Open Space (2)
Southbury	Enfield Playing Fields (9) St. George's Field (3)
Jubilee	Boundary Ditch (3) Cuckoo Hall Recreation Ground (1) Jubilee Park (7) Lee Road Open Space (1) Turin Road (2)
Cockfosters	Bramley Road Sports Ground (5) Christchurch Cockfosters Churchyard (1) Cockfosters Sports Ground (5) Covert Way Field (4) Hood Avenue Open Space (2) Hadley Wood (5)

Phase 3

WARD	PARK
Haselbury	Churchfields Recreation Ground (3) Church Street Recreation Ground (3) Riverside Walk (1) St. David's Park (1)
Grange	Bush Hill Gardens (3) Cheyne Walk Open Space (2) Gladbeck Way (1) Housden Spinney (2) Riverdale Court (1) Riverside Park (2)
Chase	Bulls Cross Field (1) Forty Hall Park (5) Gough Park (1) Hillyfields (10) North Enfield Recreation Ground (6) The Dell (2) The Warren Footpath (1) Whitewebbs Golf Course (4) Whitewebbs Park (5)
Bush Hill Park	Bury Lodge Gardens (3) Church Street Tennis Courts (2) Delhi Gardens (3) Firs Farm (5) King George Field (2) Land R/O Bury Lodge Nursery (1)
Palmers Green	Hazelwood Recreation Ground (6) Tatem Park (6)

Phase 4

WARD	PARK
Turkey Street	Aylands Link (1) Aylands Open Space (2) Elsinge Golden Jubilee Park (4) Hoe Lane Open Space (3) Holmesdale Tunnel Open Space (6) Waltham Gardens (4)
Southgate Green	Arnos Park (6) Broomfield Park (10) Minchenden Oak Gardens (1) High Road Open Space (3)
Enfield Lock	Painters Lane Open Space (6) Prince of Wales Field (3) Soham Road Recreation Ground (4) Warwick Fields Open Space (2)
Edmonton Green	All Saints Church Yard (4) Kenninghall Open Space (3) Montagu Recreation Ground (3)
Enfield Highway	Alma Road Open Space (2)

Phase 5

WARD	PARKS
Winchmore Hill	Brackendale (1) Clowes Sports Ground (1) Grovelands Park (9) Housden Gutter (1) Woodcroft Sports Ground (1)
Southgate	Bournside Sports Ground (1) Conway Road Recreation Ground (3) Ivy Road Open Space (3) Oakwood Park (6)
Bowes	Boundary Playing Fields (4) The Strays (3) Tile Kiln Lane Open Space (1) Tottenham Sports Ground (2)
Lower Edmonton	Forest Road Golden Jubilee Park (4) Montagu Recreation Ground Annex (1)
Town	Riverfront (1)
Upper Edmonton	Ladysmith Road Open Space (3) Weir Hall Recreation Ground (2) Wilbury Way Open Space (4)

The figures shown in brackets indicates the number of entrances into each park/open space.