

# **Licensing Policy**

**Achieving the right balance**

**January 2011**

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## 1. Introduction

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- 1.1 Applicants are encouraged to read this policy before applying for a licence. Where relevant representations are received by the Licensing Authority from a person or body opposing an application, then unless the parties agree that there is no need for a hearing, the application shall be heard before a Licensing Sub-Committee drawn from the Licensing Committee. A Licensing Sub-Committee shall also have regard to this policy when making its decision.
- 1.2 The only factors that a Licensing Sub-Committee shall take into account (subject to 1.7) are the four licensing objectives, namely:
- **the prevention of crime and disorder**
  - **public safety**
  - **the prevention of public nuisance**
  - **the protection of children from harm**
- 1.3 Any other matters covered in this policy that do not relate to the licensing objectives cannot be taken into account by a Licensing Sub-Committee. For example, one of the Council's key priorities in its Community Plan for 2007-2017 is to make Richmond upon Thames the greenest borough in London. The Licensing Authority would like to see the licensed trade focus on 'green' issues. (see 2.5 below) However, when determining a licence a Licensing Sub-Committee cannot take into account 'green' issues where they do not relate to the licensing objectives. This is merely a suggestion for applicants and existing licence holders, as they are practices the Council would seek to encourage. The Licensing Authority cannot insist that such practices are followed.
- 1.4 Applications for new premises licences or club premises certificates or for variations to existing ones, that attract relevant negative representations that are not withdrawn will be determined by a Licensing Sub-Committee that will consider each application on its individual merits. In the absence of a relevant negative representation, an application will be granted by officers in the terms sought by the applicant under delegated powers.
- 1.5 It is expected that a Licensing Sub-Committee will generally apply this policy, though it may depart from the policy if the individual circumstances of the application warrant such a departure. In such circumstances, a Licensing Sub-Committee must be able to justify such a departure in the reasons given in the decision notice. Such reasons will need to be based upon the promotion of the licensing objectives.
- 1.6 This policy will not over-ride any obligations under the Licensing Act 2003 ('the Act') or any other legislation or relevant case law. The Licensing Authority in preparing this policy has had regard to the Statutory Guidance ('the Guidance') issued in March 2010 and has consulted with the statutory consultees.

- 1.7 Advice on making an application or representation can be sought from the Council's web site [www.richmond.gov.uk](http://www.richmond.gov.uk) or by contacting the Licensing Authority by telephone on 020 8831 6455 during normal office hours or via email at: [licensing@richmond.gov.uk](mailto:licensing@richmond.gov.uk)

## 2. Integrating Strategies

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- 2.1 The Secretary of State recommends that licensing policies should provide a clear indication as to how the Licensing Authority will secure the proper integration of its licensing policy with local crime prevention, planning, transport, tourism, race equality schemes, cultural strategies and any other plan introduced for the management of town centres and the night time economy. Guidance states that many of these strategies are not directly related to the promotion of the four licensing objectives, but, indirectly, impact upon them. Co-ordination and integration of such policies, strategies and initiatives are therefore important. **Appendix 'A'** sets out the boroughs key strategies and priorities.

## 3. Other Visions

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- 3.1 This policy aims to 'achieve the right balance' through consideration of the needs of businesses whilst respecting the needs of residents to be able to go about their normal lives without undue interference or disturbance from licensable activities.
- 3.2 The Council encourages:
- Entertainment (live music, dancing, theatre, plays)
  - Cultural diversity
  - Choice
  - Family friendly environments
  - Focus on food
  - Quality standards
  - Environmentally responsible premises
- 3.3 The Council encourages a diverse range of services beyond the sale of alcohol. It does not wish to allow or promote a 24 hour drinking or off-sales culture.
- 3.4 The Council is committed to all measures that may reduce incidents of drunkenness and antisocial behaviour in the borough, and discourages promotions that may lead to excessive consumption of alcohol.
- 3.5 The Council has no specific areas of the borough that are in need of regeneration from licensable activities. There are specific areas of the borough where certain changes of use under planning legislation will not be allowed due to existing concentrations. This includes A3 restaurants, A4 drinking establishments and A5 hot food takeaways. Applicants who may be seeking a change of planning use to premises as well as a premises licence should check

with the Council's Development Control section to see if there are such restrictions in the area in which they wish to apply.

#### **4. Cumulative Impact**

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- 4.1 Cumulative impact means the potential impact upon the promotion of the licensing objectives by a significant number of licensed premises concentrated in one area. A cumulative impact policy was incorporated into the Licensing Policy following the decision of Council in June 2005 and continues to form an important part of this current policy.
- 4.2 The effect of the cumulative impact policy is to create a rebuttable presumption that applications for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule or supporting documentation that there will be no negative cumulative impact on one or more of the licensing objectives. Applicants are advised to fully address cumulative impact issues in their application.
- 4.3 The Council remains of the opinion that it needs to maintain the two geographical areas in Richmond and Twickenham town centres as shown in **Appendix B** and **Appendix C** as 'cumulative impact zones' and that all licensing applications in these zones should be subject to the tough test referred to in 4.2 above. Both town centres continue to experience crime and disorder, nuisance from low level anti social behaviour (asb) and commercial noise complaints above those experienced elsewhere in the borough. The evidence has been re-examined and while low level asb is lower than was the case in early 2005, indicating that the policy is working and ought to be continued, there is still an undesirable amount of asb particularly linked to the night time economy. In addition there is also evidence suggesting that the following factors contribute to anti-social behaviour in the CIP zone: underage drinking, off sales of alcohol and consequent public drinking in the streets and public spaces, and dispersal of persons from licensed premises in the town centres and public spaces late in the evening. The borough as a whole is a low crime area in comparison with the rest of London. Much good work has been done in partnership between licence holders and the regulatory authorities. There is still room for further improvement to make the night time economy in Richmond and Twickenham in particular more accessible to a wider range of visitors and residents, while also reducing the negative impacts on residents and other businesses. Richmond and Twickenham town centres continue to be the hot spots for many of the police crime and disorder indicators.
- 4.4 In June 2009 the Council's Regulatory Committee was presented with the April 2009 low level asb survey data in the Make Associates Report and recommended that the cumulative impact policy be maintained. This formed part of the regular review of this policy. This Report forms a substantial part of (but not the only) evidence, upon which the Council based its decision to continue the Cumulative Impact Policy and can be accessed through the Council's web site

[www.richmond.gov.uk](http://www.richmond.gov.uk) search under Licensing Act 2003 or Make Associates or at **Appendix D**. Police data can be seen at **Appendix E**.

- 4.5. This special policy maintains the broad approach adopted in 2008 and also incorporates minor variation applications as brought in by changes to the Licensing Act in 2009. It applies to all applications for new or variation applications, major or minor, for premises licences or club premises certificates in the cumulative impact zones. The effect of the policy is that subject to relevant representations being received, applications will normally be refused. This policy is intended to be tough and will only be overridden in exceptional cases.
- 4.6. Exceptions might arise, for example, where the applicant can demonstrate that their proposed operation will have no negative impact on one or more of the licensing objectives in the town centres and beyond. Applications must directly address the underlying reasons for this policy in order to demonstrate why an exception should be made in any particular case. An exception may be made where the application proposes, for example:
- To substitute one type of premises with another which is likely to have a lesser impact on the licensing objectives.
  - To substitute one licensable activity with another.
  - To effect a real reduction in capacity.
  - To replace vertical drinking with seated consumption and or waiter service.
  - To make alterations to the premises that maintains the status quo or enhances the premises without negatively impacting on the licensing objectives.
  - Where a reduction in hours of operation is proposed.

This list is not intended to be an exhaustive or prescriptive list of when exceptions may be found as each case will be determined on its individual merits.

- 4.7. The policy presumption to refuse an application within the cumulative impact zone does not relieve responsible authorities or interested parties from the need to make 'relevant representations' (as defined by section 18(6) or 72(7) of the Licensing Act 2003). If there are no relevant representations against an application then the Licensing Authority must grant the application in terms that are consistent with the operating schedule submitted.
- 4.8. Where relevant representations are received and not withdrawn, the application will be determined by a Licensing Sub-Committee who will consider the application and submissions from the applicant in order to determine whether it would be justified in departing from this special policy in the light of the individual merits of the case.
- 4.9. The cumulative impact policy is not absolute and it is for the applicant to show what exceptional circumstances should be considered. The Licensing Authority

recognises that the impact can be expected to be different for premises with different styles and characteristics. For example, whilst a large nightclub or high capacity public house might add to problems of cumulative impact, a small restaurant or a theatre may not.

- 4.10 It may be necessary and proportionate to refuse a premises licence for a premises where evidence suggests that an increased licensed capacity would have a negative effect on any of the licensing objectives in areas beyond the licensee's control. Where changes proposed will have a positive effect the application may be granted subject to the above cumulative impact criteria, relevant case law, guidance and legislation.
- 4.11 If the Licensing Sub-Committee decides that an application should be refused it will still need to show that in light of the cumulative impact policy the grant of the application would undermine the promotion of one or more of the licensing objectives and that the imposition of conditions would be ineffective in preventing cumulative impact problems. However it will be assumed that the grant of an application will undermine the licensing objectives unless the applicant is able to demonstrate otherwise. The burden of proof being on the applicant.
- 4.12 The policy aim is to ensure that the two central areas of Richmond and Twickenham can be attractive day and evening centres for residents and visitors, viable for a range of business enterprises while continually trying to reduce the negative impacts associated with licensed premises and/or their users. The cumulative impact policy will be kept under review by the Licensing Authority.

## **5. The Prevention of Crime and Disorder**

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In considering an application a Licensing Sub-Committee shall have regard to the following:

### Closed Circuit Television (CCTV)

- 5.1 The primary purpose for having CCTV in and around licensed premises is to prevent and detect crime, apprehend and prosecute offenders, and protect public safety. Applicants are encouraged to assess whether the use of CCTV is necessary on their premises. Upon receiving a relevant representation from a responsible authority or interested party it is within a Licensing Sub-Committee's remit to impose a condition requiring CCTV if it is felt to be necessary and proportionate for the promotion of the licensing objectives. A typical condition might be:

*“CCTV shall be maintained in good order and recordings shall be retained for at least 31 days and be made available for inspection by authorised officers of the Licensing Authority and the police upon request. Recorded images shall not be blurred or indistinct.”*

### Door supervisors

- 5.2 Applicants may also wish to assess whether Security Industry Authority (SIA) registered door supervisors are required on their premises. It is recognised, however, that not all premises require door supervision.

### Plastic glasses / polycarbonate vessels

- 5.3 Applicants might wish to consider whether safety glasses or plastic glasses and bottles may be necessary from time-to-time, to prevent them from being used as weapons or missiles. Whether or not plastic glasses are necessary could be addressed by way of a risk assessment. Where the consumption of alcohol is likely to be on a public open space, the operator should seriously consider using materials other than glass for drinking vessels.

### Pre-application discussions with Police

- 5.4 Applicants are encouraged to discuss their application with the police prior to submitting it to the Licensing Authority. The police have a wealth of experience in terms of the prevention of crime and disorder and may be able to assist with any proposed conditions. The Metropolitan Police have an Event Risk Assessment and Event Debrief Risk Assessment that organisers may find useful to use when liaising with the Police Operations team.

### Pubwatch

- 5.5 Pubwatch is a voluntary organisation set up to support existing licence holders. It is organised by the licence holders themselves to share intelligence and best practice ideas. It invites speakers to help inform licence holders on current issues such as police campaigns and changes in licensing and other regulatory law. The police and relevant licensing officers usually attend part of such meetings.
- 5.6 The Licensing Authority is wholly supportive of Pubwatch, and would urge all relevant applicants and existing licence holders to become members. The Licensing Authority is able to assist with details of the existing Pubwatch groups in the borough and would welcome and support the creation of other groupings within the licensing sector such as for off licences or late night refreshment premises.

## **6. Public Safety**

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Public safety is concerned with the physical safety of people using or working in the premises and not with public health, which is dealt with under other legislation. In considering an application, a Licensing Sub-Committee shall have regard to the following:



### Risk Assessments

- 6.1 Applicants are reminded of their obligations under the Management of Health and Safety at Work Regulations 1999 which require every employer to make a suitable and sufficient assessment of the risk to health and safety of his/her employees whilst at work and other persons / patrons at the licensed premises.

### Point of Contact for Advice and Information

- 6.2 The Council's Commercial Environmental Health Service is responsible for exercising health and safety enforcement in relation to nearly all licensed premises in the borough and are available to provide advice and information by telephoning 020 8891 7994 or emailing: [commercialeh@richmond.gov.uk](mailto:commercialeh@richmond.gov.uk)
- 6.3 The London Fire and Emergency Planning Authority (LFEPA) ([www.london-fire.gov.uk](http://www.london-fire.gov.uk)) are the contact point regarding fire safety and prevention, and responsibilities under the Regulatory Reform (Fire Safety) Order 2005.
- 6.4 Information concerning means of escape and crowd control in sports stadia and other similar premises may also be obtained from the Council's Building Control services: [buildingcontrol@richmond.gov.uk](mailto:buildingcontrol@richmond.gov.uk)
- 6.5 The HSE Event Safety Guide (ISBN10:0717624536) and Guide to Safety at Sports Grounds (ISBN0113000952) may assist some applicants and are available from the Stationery Office: [www.tsoshop.co.uk](http://www.tsoshop.co.uk)

## **7. The Prevention of Public Nuisance**

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In considering an application a Licensing Sub-Committee shall have regard to the following issues:

- 7.1 Public nuisance could include low level nuisance affecting a few people living locally, as well as major disturbance affecting the whole community. It must amount to more than a "private" nuisance affecting only an individual. It may include noise nuisance, light pollution, noxious smells, litter and any other relevant considerations.

### Noise Management Policies

- 7.2 Noise Management Policies are good practice and may help to prevent problems of public nuisance affecting nearby residents. They are encouraged by the licensing authority. Control measures detailed within Noise Management Policies may be used by a licensing authority to form conditions which promote the licensing objectives and are necessary, relevant, and proportionate to the individual circumstances of the premises. A booklet published by the Commercial Environmental Health Department explaining noise management policies can be

found on the Council's website: [www.richmond.gov.uk](http://www.richmond.gov.uk) or by contacting the department by telephone on 020 8891 7994.

7.3 The Council's Commercial Environmental Health service has suggested the following formula:

- Identify all potential sources of noise and who may be affected;
- Consider what other controls can be implemented to minimise noise in respect of each source (ultimately by ceasing its use or application);
- Consider whether controls are adequate to prevent nuisance to these people or whether more can be done;
- Document in your policy what controls will be in place to minimise nuisance and how they are checked by staff;
- Implement your policy.

#### Noise from patrons arriving and departing the premises

7.4 Noise can often be created by patrons arriving and leaving licensed premises. Ambient noise levels generally fall later into the night/early morning. Voices of patrons speaking as they leave can be intrusive to nearby residents, especially where patrons have consumed a few drinks and may have been listening to loud music within the premises. A condition to address this may be:

*"Notices shall be prominently and permanently displayed at or near exit/s requesting patrons to leave quietly and to avoid creating disturbances".*

7.5 Applicants may also consider having a staff member at the door around closing time to remind customers to leave quietly or to arrange taxis to ensure an efficient departure from the premises. Arrangements for queuing may also be assessed.

7.6 Premises that offer take-away food should be mindful of noise which may be created by customers who congregate outside or by delivery motor bikes, and should do whatever is possible to minimise such noise.

#### Regulated entertainment

7.7 Regulated entertainment has the potential to result in public nuisance being caused to residents. In order to avoid this, applicants may choose to consider:

- whether it is necessary to install a noise limiting device for amplified music, (and engage professional acoustic advisors to set suitable music or noise levels at likely noise sensitive premises)
- whether it is necessary to keep windows and/or doors closed, except for entry and exit, during regulated entertainment
- the location of speakers
- installation of sound insulation to the building (professional advice should be sought first)

- the structure of the building and whether noise break out and noise induced vibration is possible
- limiting the times when regulated entertainment may be provided and the nature of it
- assessing noise from plant and machinery, including air conditioning units, refrigeration units and kitchen extracts
- assessing whether there is excessive artificial lighting associated with the premises

7.8 Applicants, as well as a Licensing Sub-Committee, may consider conditions such as:

*“Doors and windows must be kept closed, except for entry and exit, when there is live music taking place.”*

*“Doors and windows must be kept closed, except for entry and exit, when there is regulated entertainment taking place.”*

#### Refuse, collections, and deliveries

7.9 Littering, the collection of refuse and deliveries to commercial premises may contribute to, or be a cause of, a public nuisance.

7.10 Applicants may wish to address as part of their operating schedule any measures that they intend to take to control litter. For example:

- Litter patrols directly outside their premises, including the picking up of cigarette butts and broken glass
- Notices at take-away premises asking patrons to dispose of their litter in bins

7.11 Various written representations have been received from residents in the vicinity of licensed premises explaining that they are being awoken by early morning commercial refuse collections. It is recognised that refuse collection times can sometimes be outside the control of the premises licence holder. However, premises licence holders are encouraged to consider whether their refuse collection time could result in a public nuisance and, if so, attempt to renegotiate different times with the contractor.

7.12 Applicants might also wish to consider whether deliveries to the licensed premises could potentially result in a public nuisance.

#### Smoking and outside areas

7.13 Patrons may not smoke inside licensed premises and consequently may go outside to smoke. Applicants and existing licence holders are encouraged to assess whether the noise from such patrons could potentially disturb nearby residents and whether there is potential for smoke to drift to nearby residential properties. Consideration should be given to ways to reduce the potential

consequences to residents arising from smokers outside. For example, Notices placed outside to remind patrons to be quiet and respect neighbours while they are outside smoking, talking etc, may be appropriate subject to deemed consent under planning legislation. Similarly consideration may be given to having an appropriately trained staff member supervise smokers outside if necessary to promote the licensing objectives. As the licensed trade can only be responsible for matters within their control it is recommended that licence holders focus on the effects of smoking in beer gardens, patios and the pavement directly outside the premises.

- 7.14 These considerations may also be relevant to those people using or permitting the use of beer gardens or outside areas.

#### Pre-application discussions with Commercial Environmental Health

- 7.15 Applicants are encouraged to discuss their application with Commercial Environmental Health prior to submitting it to the Licensing Authority. Environmental Health officers have a wealth of experience in terms of the prevention of public nuisance and may be able to assist with the applicant's proposed operating schedule and propose suitable conditions.

### **8. The Protection of Children from Harm**

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In considering an application a Licensing Sub-Committee shall have regard to the following issues:

#### Admission of children

- 8.1 It is an offence to permit children under the age of 16 who are not accompanied by an adult to be present on premises being used exclusively or primarily for the supply of alcohol for consumption on those premises under the authorisation of a premises licence, club premises certificate or temporary event notice (TEN).
- 8.2 This policy does not seek to limit the access of children to any premises unless it is necessary for the prevention of physical, moral or psychological harm to them. Access may be limited, however, in the following circumstances:
- where entertainment or services of an adult or sexual nature are commonly provided
  - where there have been convictions of members of the current staff at the premises for serving alcohol to minors or the premises have a reputation for underage drinking
  - where there is a known association with drug taking or dealing in connection with the premises
  - where gambling on the premises plays a prominent role (but not, for example, the simple presence of a small number of cash prize gaming machines); where the supply of alcohol for consumption on the premises is the exclusive or primary use to which the premises are put

- where it is known that unaccompanied children have been allowed access
  - where requirements for proof of age cards or other age identification to combat the purchase of alcohol by minors is not the norm
- 8.3 There are a range of alternative measures which may be considered in order to limit the access by children to premises where necessary for the prevention of harm to children. These include:
- limitations on the hours when children may be present;
  - limitations excluding the presence of children under certain ages when particular specified activities are taking place;
  - limitations on the part or parts of premises to which children might be given access;
  - age limitations;
  - a requirement that children be accompanied by adults;
  - a full exclusion of persons under 18 years of age from the premises when any licensable activities are taking place.
- 8.4 The conditions outlined in 8.3 may only be attached to premises licences and club premises certificates. They may not be attached to a temporary event notice (TEN).

#### Proof of Age

- 8.5 Licence holders are encouraged to consider carefully ways to ensure that the sale of alcohol is restricted to those over the age of 18, unless one of the exceptions applies. Operators may choose to adopt nationwide schemes such as 'Challenge 21' whereby if the individual looks under 21, they should be asked to prove that they are over the age of 18 when buying alcohol. Some retailers use 25 years of age as the benchmark. Acceptable forms of proof are: a photo card drivers licence, passport or PASS card. PASS is the national guarantee scheme for proof-of-age, which is fully supported by the Home Office. Special care should be exercised when the licensed trade check IDs. Staff should be alert to counterfeit IDs. Other useful aids can be till prompts on the sale of alcohol.

#### Adult Entertainment

- 8.6 This authority will consult about the possible adoption of the provisions of the Local Government (Miscellaneous Provisions) Act 1982 (LG(MP)82) for the licensing of sex establishments including sexual entertainment venues. If after consultation this legislation is adopted one of the consequences will be that 'regulated entertainment' under the Licensing Act 2003 will not include sexual entertainment as defined under the amendment in the LG(MP)82 and if such activities are to be offered a separate sexual entertainment venue licence must be applied for, subject to limited use exceptions within the LG(MP)82.

## 9. Making an application

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- 9.1 Application forms and payment can be made online by accessing the Council's web site: [www.richmond.gov.uk](http://www.richmond.gov.uk) (business licences). Applying online saves applicants the need to send copies to responsible authorities, as this will be done automatically by the licensing authority, a saving in paper and postage to applicants. Alternatively application forms can be downloaded from either the Council's web site or from the Department of Culture, Media and Sport website: [www.culture.gov.uk](http://www.culture.gov.uk) or by contacting the Licensing Department: [licensing@richmond.gov.uk](mailto:licensing@richmond.gov.uk) telephone – 020 8831 6455.)
- 9.2 The application forms for premises licences and club premises certificates (and for variations) enable the applicant to state in their operating schedule the additional steps they will take to promote the licensing objectives. Applicants are reminded that any information contained within the operating schedule may be converted into conditions and this may be done even where there is no hearing.
- 9.3 Before making an application, applicants are strongly encouraged to contact the police to discuss any issues relating to crime and disorder, and Commercial Environmental Health to discuss potential nuisance and safety issues. Where the application exceeds in some way an existing planning consent the applicant is advised to contact Development Control to discuss the position. Early involvement with the responsible authorities may enable the applicant to adapt their application in a way which avoids the need for formal representations and a hearing. Contact details are given below in **Appendix F**.
- 9.4 Licensing Officers are assigned to different parts of the borough. For example, one licensing officer is responsible for all the premises in the South Richmond ward. Applicants are encouraged to seek advice from the relevant licensing officer if they have any queries in relation to the application process. Details of the officers and their respective wards can be found on the website: [www.richmond.gov.uk](http://www.richmond.gov.uk)

### New or variation applications

- 9.5 Where a premises licence holder wishes to amend their licence, they may make an application to vary their licence rather than make an application for a new premises licence or club premises certificate. A variation application cannot be made to extend the period for which the licence has effect where there is a time limited premises licence or to vary substantially the premises to which it relates. (S36 (6) LA03) 'Substantially' is not defined in the Act or Guidance, but this Licensing Authority takes it to mean 'large or considerable' and this will ultimately depend on the individual circumstances of the case. It is neither exhaustive nor prescriptive, but a premises changing its whole operation or increasing the size of the building in which it operates to a significant degree could be seen as a substantial change. Normally an application for extended hours would be by way of full variation rather than by way of a "minor variation" (for which see below).

### Minor Variations

9.6 Minor variations will be dealt with under a simplified process. Minor variations will generally fall into these categories: minor changes to the structure or layout of a premises; small adjustments to licensing hours; the removal of out of date, irrelevant or unenforceable conditions or addition of volunteered conditions; the removal of licensable activities from a premises licence; and the addition of certain licensable activities. In all cases the overall test is whether the proposed variation could impact adversely on any of the four licensing objectives.

9.7 The Licensing Authority may consult with the responsible authorities, take into account relevant representations and grant only where the proposed application could not have an adverse effect on the promotion of any of the licensing objectives. The Licensing Authority must otherwise reject a minor variation application. The Licensing Authority will also reject a minor variation application where it proposes:

- To vary substantially the premises to which it relates;
- Changes to the premises layout that could potentially have an adverse impact on the promotion of the licensing objectives, for example by:
  - increasing the capacity for drinking on the premises;
  - affecting access between the public part of the premises and the rest of the premises or the street or public way, e.g. blocking emergency exits or routes to emergency exits;
  - impeding the effective operation of a noise reduction measure such as an acoustic lobby;
- To add the sale by retail or supply of alcohol to a licence;
- To extend licensing hours for the sale or supply of alcohol for consumption on or off the premises between the hours of 23.00 and 07.00;
- To increase the amount of time on any day during which alcohol may be sold or supplied for consumption on or off the premises;
- To extend the period for which a Premises Licence has effect;
- To specify an individual as the premises supervisor.

9.8 A decision on a minor variation application must be made within 15 working days of receipt of the application (beginning on the first working day after the Licensing Authority received the application). Where a minor variation application is refused the applicant may wish to consider making a full variation application.

- 9.9 In determining a minor variation application it would assist the Licensing Authority if applicants would give full details of the proposed variation and the reasons the applicant considers the variation could not have an adverse effect on the promotion of the licensing objectives (and in this regard applicants are also referred to the guidance notes on the minor variation application form). For minor variation applications there is no requirement to advertise the application in a newspaper, though the premises notice must be displayed on the premises on a white A4 sheet and displayed for ten working days following the day the application was given to the licensing authority.
- 9.10 There is no right of appeal on a refusal to permit a minor variation.

### Advertising

- 9.11 Applicants must comply with the *Licensing Act 2003 (Premises licence and club premises certificate) Regulations 2005* when advertising their applications for a premises licence or club premises certificate or a variation, by displaying a pale blue notice for 28 days on the exterior of the premises and placing an advertisement in a local newspaper (e.g. Richmond and Twickenham Times, Guardian, Informer). For a minor variation no newspaper advertisement is required although a notice on white paper must be displayed for 10 consecutive days. Notices must be prominently displayed so that they can be conveniently read from the exterior of the premises.
- 9.12 Applicants are reminded that for variations where a premises covers an area of more than 50 metres square, additional notices must be displayed every 50 metres along the external perimeter of the premises abutting the highway. For minor variations if any part of the external perimeter of the premises is 100 or more metres in length abutting a public highway or other places accessible to the public, the white notice shall be displayed every 50 metres along the premises.
- 9.13 It is usual practice for licensing officers to visit the applicant's premises on at least one occasion during the advertising period to ensure that the notices are being displayed in accordance with the regulations. Where advertising irregularities are found, the 28 day notice period may need to be restarted or extended to comply with the advertising requirements.

### Personal licences

- 9.14 As required under the *Licensing Act 2003 (Personal licences) Regulations 2005*, personal licence applications must be accompanied by two photographs of the applicant, one of which is endorsed with a statement verifying the likeness of the photograph to the applicant signed by a solicitor, notary, a person of standing in the community or any individual with a professional qualification. Applications not conforming to the requirements of the Regulations as stated above will be rejected. Similarly criminal conviction checks shall not have been issued earlier than one calendar month before receipt of the application by the Licensing Authority.



- 9.15 Personal licence holders are encouraged when authorising members of staff to sell alcohol to keep a record of the authorisation. It is recommended that any authorisation should state who has been authorised and for what period. It would also be good practice for personal licence holders to train staff as to their responsibilities in relation to the service of alcohol.
- 9.16 Personal licence holders are reminded of their obligation to notify the Licensing Authority as soon as reasonably practicable of any change of name or address or conviction for a relevant or foreign offence as defined in the Licensing Act 2003.

#### Large events

- 9.17 Organisers of festivals or concerts who require a premises licence are strongly advised to contact the Licensing Authority at least six months prior to the event, although there is no statutory requirement to do so.
- 9.18 Organisers of large events should also have early discussions with responsible authorities such as the Police, Commercial Environmental Health and the London Fire and Emergency Planning Authority (LFEPA).
- 9.19 The Metropolitan Police have an 'Event Risk Assessment' and 'Event Debrief Risk Assessment' that organisers may find useful to use in liaison with the Police Operations Team.

#### Sending to Responsible Authorities

- 9.20 New applications or applications to vary premises licences or club premises certificates must be made to the licensing authority with copies served on each of the responsible authorities (see **Appendix F** for names and addresses), unless applications are made online when the licensing authority forwards the application to the responsible authorities..

#### Designated Premises Supervisors/Management Committees

- 9.21 Where a premises licence application is made by a management committee of a community premises which includes the supply of alcohol, the requirement on the premises licence for a named designated premises supervisor holding a personal licence authorising sales of alcohol can be replaced by the supply of alcohol being made or authorised by the management committee to avoid the need for an individual to be named on the premises licence. The management committee must ask for the removal and replacement of these conditions and the Licensing Sub-Committee must consider that the management of the premises will be sufficient to ensure adequate supervision of the supply of alcohol.
- 9.22 The mandatory condition requiring a designated premises supervisor holding a personal licence authorising sale of alcohol can be re-imposed should the premises licence be subject to a review.

## 10. Making a representation

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- 10.1 Responsible authorities and interested parties who live in the vicinity of the applicant's premises, together with their representatives, and local councillors may make representations concerning applications for, or variations of, premises licences or club premises certificates. Only the police may object to a temporary event notice (TEN) and to personal licence applications.
- 10.2 Representations concerning an application may be positive or negative, although only negative representations would result in a Licensing Sub-Committee hearing. Representations must relate to one of the four licensing objectives and to be properly considered and acted upon by the Licensing Sub-Committee must be based on evidence or proper inference rather than mere speculation.

### Vicinity

- 10.3 In making a decision on the question of vicinity, the Licensing Authority will consider whether the individual's residence or business is likely to be directly affected by disorder or disturbance occurring or potentially occurring on those premises or immediately outside the premises. In other words, it is the impact of issues relating to the four licensing objectives that is the key consideration. No rule in terms of distance will be applied. Where a representation concerns 'cumulative impact' then the individuals living, working in the neighbourhood or area immediately surrounding the premises or engaged in normal activity in the area concerned will be able to make representations. When considering "vicinity" each representation will be judged on its own merit and in light of the facts of the particular case being considered.
- 10.4 Upon receiving a representation, officers of the Licensing Authority may assess whether the interested party lives in the vicinity of the applicant's premises and may decide whether a representation is or is not a relevant representation. The Licensing Sub Committee may also make a determination on representations put before them and may decide whether representations are or are not relevant representations.
- 10.5 In borderline cases the benefit of doubt should be given to the interested party and the representation should be included in the agenda for the Licensing Sub-Committee to determine vicinity.

### Irrelevant, frivolous, vexatious

- 10.6 Any representation which is irrelevant (does not relate to the licensing objectives), frivolous (lack of seriousness) or vexatious (may include a dispute between local businesses) shall not be considered.
- 10.7 Officers may also assess whether a representation is irrelevant, frivolous or vexatious and may choose to consult with the chairman of the licensing committee. An officer is empowered to make a decision, which could result in the representation not going before the Licensing Sub-committee.

- 10.8 In borderline cases, an officer may also choose to include an irrelevant, frivolous or vexatious representation in the agenda and the Licensing Sub-Committee will determine whether to accept it.

#### Registering to speak or be represented at Sub-Committee hearings

- 10.9 Any person making a representation that wishes to speak or be represented at a Licensing Sub-Committee hearing must inform the Licensing Authority of their intention at least five working days before the hearing. Failure to do so may result in such a person not being heard, although the chairman may exercise their discretion and allow the person to speak. (see licensing procedures on the website: [www.richmond.gov.uk](http://www.richmond.gov.uk)).

### **11. Reviews**

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- 11.1 Reviews represent a key protection for the community where premises present problems associated with the licensing objectives, allowing interested parties, local councillors or representatives and responsible authorities to apply in writing to the Licensing Authority for a review of a premises licence or club premises certificate.
- 11.2 The Licensing Authority may, at any time, reject any ground for review if it is satisfied that the request for review does not relate to the licensing objectives or is frivolous, vexatious or repetitious.
- 11.3 The review process will not be allowed to be used as a 'second bite of the cherry' where the decision of the Licensing Authority is disagreed with. In other words, where a licence has been granted or varied and an aggrieved interested party chooses not to appeal but elects instead to review the premises licence/certificate shortly after the Licensing Sub-Committee's decision.
- 11.4 Generally the Licensing Authority would expect a period of at least 12 months to elapse before a second review may be considered in relation to the same premises on similar grounds to a previous review (other than for closure orders) or where very serious incidents which impact on the licensing objectives occur within 12 months of the previous review.
- 11.5 The Licensing Sub-Committee must, having regard to an application and any relevant representations, take such steps as it considers necessary for the promotion of the licensing objectives. It is able to:
- (a) modify the conditions of the licence (The conditions of the licence are modified if any of them is altered or omitted or any new condition is added);
  - (b) exclude a licensable activity from the scope of the licence;
  - (c) remove the designated premises supervisor;
  - (d) suspend the licence for a period not exceeding three months;
  - (e) revoke the licence;

- 11.6 Upon receipt of a request for review licensing officers are empowered to determine whether the request from an interested party or responsible authority is relevant to the licensing objectives or, in the case of a party other than a responsible authority, is frivolous, vexatious or repetitious (see considerations above).
- 11.7 The Licensing Sub-Committee or Licensing Authority must follow Guidance and relevant case law in respect of those reviews issued by responsible authorities that follow successful prosecutions.

### Police Summary Reviews

- 11.8 Where a licensed premises is considered to be associated with serious crime or serious disorder or both, the Chief Officer of Police can apply to the relevant Licensing Authority for a summary, or expedited, review of the premises licence. Within 48 hours of receipt of that application the Licensing Authority must consider whether it is necessary to take interim steps pending the determination of a review of the premises licence. Within 28 days after the day of its receipt, a full review hearing must be held.
- 11.9 Interim steps can include (a) the modification of the conditions of the premises licence, (b) the exclusion of the sale of alcohol by retail from the scope of the licence, (c) the removal of the designated premises supervisor from the licence, and/or (d) the suspension of the licence. If the holder of the premises licence makes, and does not withdraw, representations against any interim steps taken by the Licensing Authority, the authority must, within 48 hours of the time of its receipt of the representations, hold a hearing to consider those representations.
- 11.10 There is separate guidance on Summary Reviews:  
[http://www.culture.gov.uk/what\\_we\\_do/alcohol\\_and\\_entertainment/4049.aspx](http://www.culture.gov.uk/what_we_do/alcohol_and_entertainment/4049.aspx)

### 12. Temporary Event Notices (TENS)

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- 12.1 If the Licensing Authority receives a TEN and there are no representations against it by the police, then the Licensing Authority is obliged to issue the TEN subject to the statutory limits being complied with. Only the police can object to a TEN and only under the crime prevention objective.
- 12.2 The TEN must be given to the licensing authority no later than 10 working days before the day on which the event period begins, and must be accompanied by the prescribed fee. The 10 working days runs from the day after the notice is received by the Licensing Authority, as the day the notice is received is deemed to be day zero. Public holidays and weekends are not counted, as they are not working days. For example, say a TEN was served on Tuesday, 13 November, the 10 working days would begin to run from Wednesday, 14 November to Tuesday, 27 November and the event could be no earlier than Wednesday, 28 November.

- 12.3 The Licensing Authority may not attach any terms, conditions, limitations or restrictions on the carrying on of licensable activities at such events under the authority of a TEN. The notice giver is, however, responsible for ensuring that the event complies with all relevant legislation, such as noise nuisance and health and safety.

### 13. Conditions

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- 13.1 Applicants are encouraged to complete the operating schedule fully as appropriate to their business by addressing the four licensing objectives. Any information contained within the operating schedule may be turned into a condition by the licensing authority. Where no representations have been submitted an applicant is entitled to the grant of a licence without the imposition of conditions beyond those consistent with the content of the operating schedule in so far as they are necessary to promote the licensing objectives and any mandatory conditions under the Act.
- 13.2 Where there is a relevant representation and the application is heard before the Licensing Sub-Committee, further conditions may be imposed upon the licence or certificate to address any concerns raised by either the interested parties or responsible authorities. However, conditions will only be placed on the licence by the Licensing Sub-Committee if they are:
- Necessary
  - Proportionate
  - Reasonable
  - Tailored to the specific premises
  - Capable of compliance
  - Enforceable
  - Relevant to the representations received (e.g. if representations are received on public nuisance grounds only, then the Sub-Committee should not impose conditions relating to the other licensing objectives).
- 13.3 Before refusing in full an application for a premises licence or club premises certificate or a variation application, the Sub-Committee should consider whether the imposition of conditions could address the concerns expressed by interested parties or responsible authorities.
- 13.4 Conditions must focus on measures within the direct control of the licence holder or club. Conditions relating to public nuisance caused by the anti-social behaviour of customers once they are beyond the control of the licence holder, club or premises management cannot be justified.
- 13.5 Further mandatory conditions may be imposed on existing premises licences or club premises certificates subject to legislation. (See web site [www.richmond.gov.uk](http://www.richmond.gov.uk) for current mandatory conditions or the DCMS web site)

- 13.6 Conditions must not duplicate other statutory responsibilities already placed on the operator of the premises under other legislation outside the Licensing Act 2003

## **14. Regulated Entertainment**

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### Incidental music

- 14.1 Applicants are encouraged to consider carefully whether or not they require a licence for live music or recorded music, or whether it is incidental and therefore does not require to be licensed. When in doubt, applicants are encouraged to discuss it with officers of the Licensing Authority.
- 14.2 In considering whether or not music is incidental one factor may be whether or not, against a background of the other activities already taking place, the addition of music will create the potential to undermine any of the four licensing objectives. Other factors might include some or all of the following:
- Is the music the main, or one of the main, reasons for people attending the premises?
  - Is the music advertised as the main attraction?
  - Does the volume of the music disrupt or predominate over other activities or could it be described as 'background' music?

### Spontaneous music, singing and dancing

- 14.3 The spontaneous performance of music, singing or dancing does not amount to the provision of regulated entertainment and is not a licensable activity.

### Films

- 14.4 Where a premises licence or club premises certificate authorises the exhibition of a film it is a mandatory condition that admission is restricted in accordance with the recommendation of the British Board of Film Classification (BBFC) or by the Licensing Authority.
- 14.5 Normally films will be classified by the BBFC. However, if required to do so, the Licensing Authority would apply the categories laid down by the BBFC in making its own determination as to classification.

## **15. Use of Personal Data**

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- 15.1 The name and address of interested parties will be disclosed to the applicant, Licensing Sub-Committee and officers of the Council involved in the licensing process. This is necessary in order to allow an assessment of the representation and to check it has been made by a person(s) within the vicinity.

- 15.2 At present the names and addresses of interested parties will be redacted, (blacked-out) in agendas and will, therefore, not be disclosed to other interested parties, responsible authorities or the public at large, unless consent has been obtained.
- 15.3 Any person appearing before a Licensing Sub-Committee shall have their name recorded in the minutes. A copy of the minutes is distributed to the applicant and any interested parties and responsible authorities, with a copy being placed on the Council's web site.
- 15.4 Although there is no statutory requirement to do so applicants may wish to insert additional wording on their pale blue advertisement on the exterior of the premises to explain how personal data will be used. For example, the following wording could be adopted:

*“Any personal data contained in a letter of representation will be disclosed to the applicant, Sub-Committee and officers of the Council involved in the licensing process and the name of any person appearing before the Sub-Committee will be published in the minutes which will be available on the Council’s website.”*

## **16. Shop Hours**

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- 16.1 As a general rule, the Licensing Sub-Committee will take the approach that shops, stores and supermarkets will be free to sell alcohol for consumption off the premises at any time when the retail outlet is open for shopping unless there are good reasons, based upon the licensing objectives, for restricting those hours. For example, a limitation may be appropriate following police representation where youths gather outside a shop and cause disorder and disturbance.
- 16.2 The Licensing Sub-Committee, however, may consider the cumulative impact policy where any shop, store or supermarket falls within the cumulative impact zone.

## **17. Duplication and Planning**

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- 17.1 Applications under the Licensing Act 2003 will be considered separately from other regimes such as planning and building control. This is in order to avoid duplication and inefficiency. Applications for premises licences for permanent commercial premises should normally be from businesses with the appropriate planning consent for the property concerned. However, applications for licences may be made to the Licensing Authority before relevant planning permission has been sought or granted by the planning authority.
- 17.2 The planning and licensing regimes involve consideration of different matters. For example, licensing takes into account the four licensing objectives:

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

whereas planning considers a range of issues such as,

- Public nuisance
- Loss of privacy
- Highway safety
- Design
- Nature conservation
- Adequacy of parking
- Visual Amenity
- Layout & Density
- Sustainability

## **18. Enforcement**

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- 18.1 Before taking enforcement action, the Licensing Authority will consider the Licensing Enforcement Policy, which has taken into account the Code for Crown Prosecutors, a copy of which may be found at:  
[www.richmond.gov.uk/licensing\\_enforcement\\_policy.pdf](http://www.richmond.gov.uk/licensing_enforcement_policy.pdf)
- 18.2 The Licensing Authority recognises and endorses the Hampton principles in carrying out its duties under the Licensing Act 2003. Premises inspections will be risk based, intelligence led or in response to complaints.  
[www.hm-treasury.gov.uk/hampton](http://www.hm-treasury.gov.uk/hampton)

## **19. Appeals**

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- 19.1 Where an applicant, the police or responsible authorities or in some cases interested parties are dissatisfied with a Licensing Sub-Committee decision, they can appeal the decision under the Section 181 and Schedule 5 of the Licensing Act 2003 to their local Magistrates' Court (Richmond Magistrates Court). However, unlike applications before the Licensing Sub-Committee, an appeal before Richmond Magistrates will involve the court deciding on an award of costs.
- 19.2 Section 181(2) of the Licensing Act 2003 dictates that the award of costs is in the ultimate discretion of the Magistrates. Usually, where there is no misfeasance or unreasonableness on the part of the Council, the Court would not award costs against the Council, because it is simply discharging its statutory duty.



## **20. Miscellaneous**

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### Agendas

- 20.1 Copies of agendas for Licensing Sub-Committee hearings are available on the Council's website: [www.richmond.gov.uk](http://www.richmond.gov.uk)

### Olympic Games

- 20.2 The Council is fully committed to a safe and successful Olympic and Paralympic Games in London in 2012. The Council recognises that the resources of the police and emergency services will be planned out and prioritised for the security of major events before, during and after the Games from 1 May 2012 until 31 October 2012. Due consideration will be given by the Licensing Authority to representations from the police in relation to licence applications for activities during the above period when police and other emergency services resources are likely to be stretched to deal with the risks presented by the Games. Where, as a result of representations from a responsible authority, it is identified that a licence application or proposed event presents a significant risk that the licensing objectives will be compromised, the Licensing Authority will consider the special context of the representation in coming to its decision and in the wider interest of security it may refuse such applications. However, each application and representation will be judged on its own merits but in the context of this unique period.
- 20.3 This 'Games Policy' is intended to be a tough test on applicants in what are likely to be exceptional circumstances in London. For the above reasons applicants are advised to submit their applications for the critical period during 2012 well in advance.

## APPENDIX A

The key strategies in the borough are:

- The Community Plan (2007-2017) ; To be revised. Check on web site
- Corporate Plan (2009-2012) Interim Corporate Plan 2010 - 2011
- Richmond upon Thames Community Safety Partnership Plan 2008-2011 January 2010 update ; To be revised: Check on web site
- Local Development Framework Core Strategy adopted April 2009
- Local Development Framework Pre-Submission Development Management (submission version from October 2010)
- Borough Alcohol Strategy 2009-2011

The key priorities of each plan / strategy are summarised below:

### Community Plan 2007 - 2017

The overall vision is for a Richmond upon Thames that is

- Inclusive;
- Puts protection of the environment at the core of its services and community life;
- Delivers quality public services that truly reflect the needs of all its local people;
- Addresses its challenges by harnessing the capacity of all its partners in the public, private, voluntary and community sector.

There are seven priority themes within the vision:

- Priority 1: Tackling disadvantage and inequalities
- Priority 2: Being the greenest borough in London
- Priority 3: Being the safest London borough for all our communities
- Priority 4: Growing up in Richmond upon Thames
- Priority 5: Creating a healthy and caring Richmond upon Thames
- Priority 6: Creating a vibrant and prosperous Richmond upon Thames
- Priority 7: Improving access and participation

### Interim Corporate Plan 2010 – 2011

This plan represents the Council's commitments and targets for 2010/11 and also how the Council as an organisation will work with the community in designing and delivering services.

Our vision is to be **the best place in London in which to live, work and learn**. For this reason community participation and value for money are at the centre of everything we do as a council.

### **Service priorities for the next three years**

- A borough to be proud of
- Supporting business, culture and the arts
- The best schools in London Borough of Richmond Upon Thames
- Caring for the most vulnerable in our community

And underpinning these service priorities are four management priorities:

- Value for money and sound finance
- Understanding our customers
- Consultation in strong communities
- Being fully accountable to the public

### **Local Development Framework Core Strategy adopted April 2009**

- The Core Strategy contains the strategic policies to guide the future development of the borough and all of the other local development framework documents must be consistent with it. In turn the Core Strategy has to be consistent with the national and regional policy as well as take account of the plans of other local bodies, the Community Plan and other relevant borough strategies.

### **Local Development Framework Pre-Submission Development Management (submission version from October 2010)**

- This provides a detailed set of policies, designed to contribute to achieving the spatial strategy and core planning policies set out in the core strategy.

### **Richmond upon Thames Community Safety Partnership Plan 2008-2011 January 2010 update**

The Strategic Assessment is set out in three sections:

- **Performance, activities and recent trends** – this reviews how crime, disorder, anti-social behaviour (asb) and substance misuse has changed since the last assessment, and whether the partnership is on track to meet its targets. It also describes the activities that have aimed to address the issues previously identified and any major developments.
- **Community Safety Partnership Priorities** – based on the assessment of crime, disorder, asb and substance misuse, the partnership priorities for action are described
- **Richmond upon Thames crime, disorder, asb and substance misuse problems** – this section provides an assessment of the borough's main problems, illustrating it in terms of who commits offences, the communities that are most vulnerable, premises and products that are targeted and where and when problems occur.

## Borough Alcohol Strategy

The aims and objectives of this Strategy are to:

1. Reduce the negative impact of alcohol on health
2. Reduce anti-social behaviour caused by alcohol
3. Reduce alcohol use amongst children and young people
4. Promote responsible alcohol sales
5. Improve data collection and local knowledge of the impact of alcohol
6. Reduce the negative impact of alcohol use on town centres whilst minimising negative impact on the local economy
7. Promote responsible drinking within the community

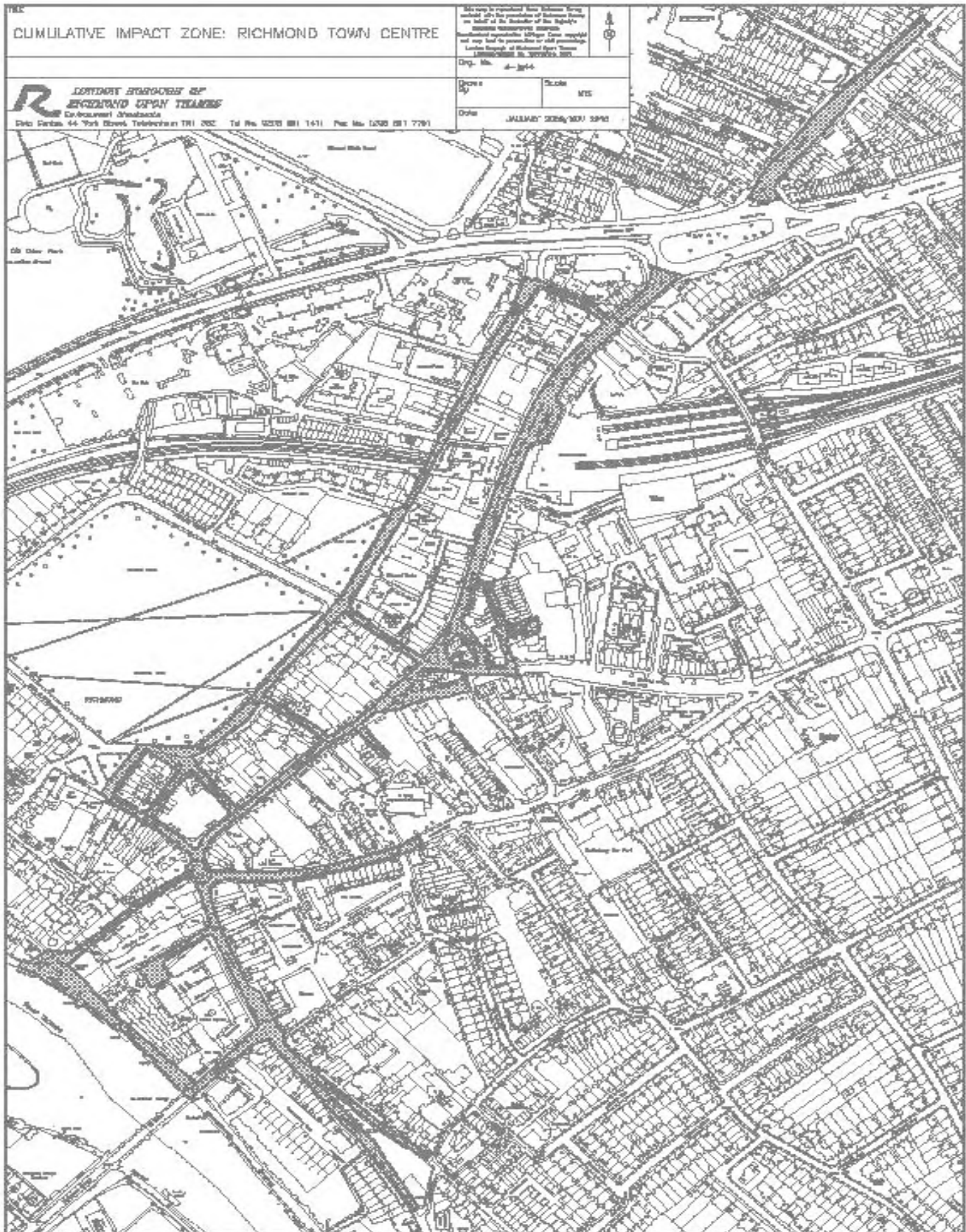
Applicants and existing licence holders are encouraged to consider the plans and strategies mentioned above. A Licensing Sub-committee in determining a contested application shall only take into account the plans / strategies in so far as they relate to the four licensing objectives and when similar issues are raised by interested parties or responsible authorities. For example, if public safety was not raised by interested parties or responsible authorities in their letter of representation, a Licensing Sub-committee would have no remit to consider public safety.

Applicants and existing licence holders are *encouraged* to:

- examine the energy performance of their buildings and equipment (such as patio heaters)
- reduce waste where possible recycle glass/plastic bottles, cans and any other recyclable material
- consider public safety (see section headed 'public safety')
- tackle antisocial behaviour (see section headed 'the prevention of crime and disorder' and section headed 'the prevention of public nuisance')
- encourage the responsible service of alcohol (see section headed 'the prevention of crime and disorder')
- offer top quality facilities (see section headed 'other visions')
- look at the prevention of noise disturbance (see section headed 'the prevention of public nuisance')

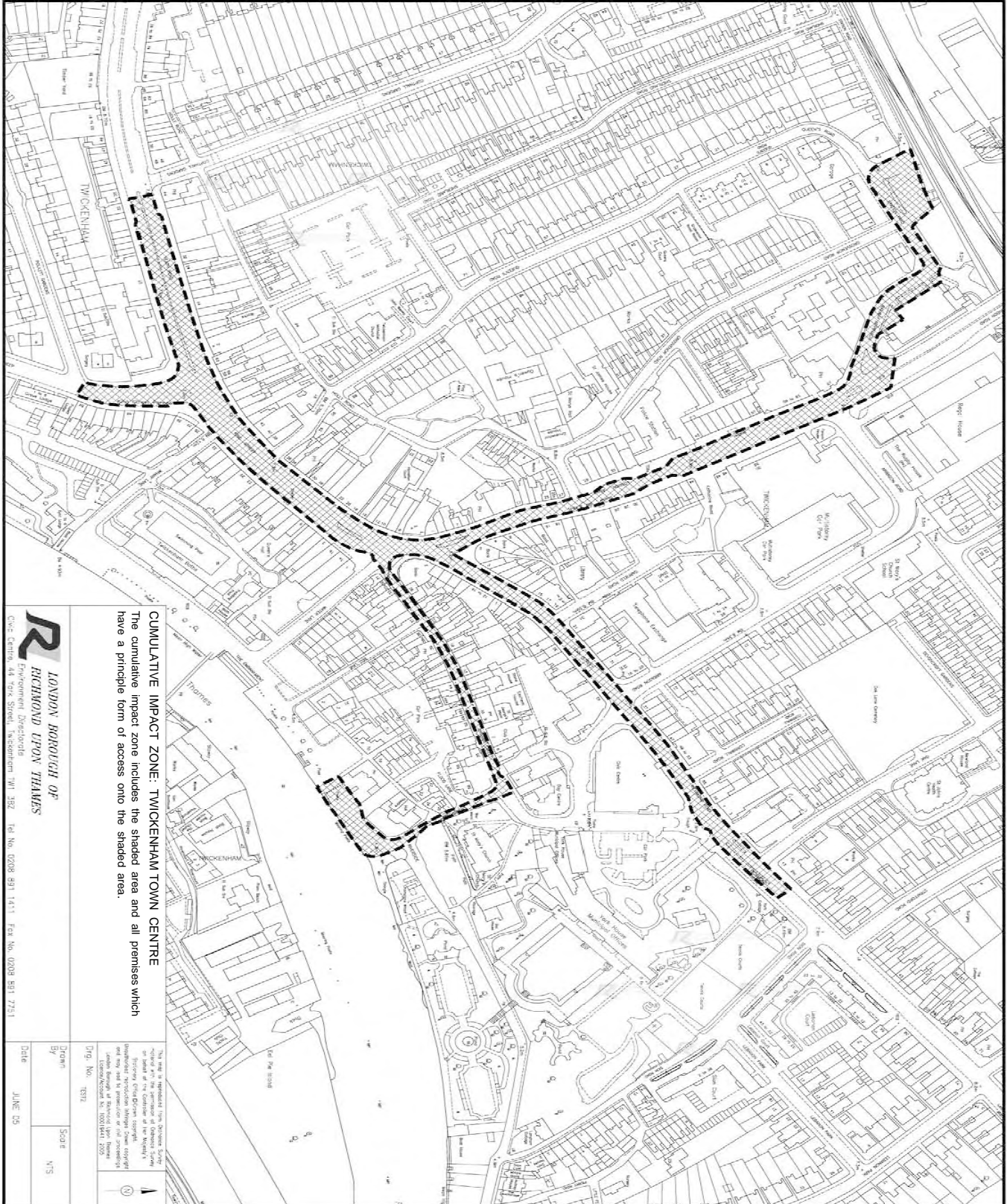
The Licensing Authority is committed to meeting the key values of the Council. It will provide a good service to applicants, existing licence holders, interested parties, responsible authorities, etc

## Appendix B CUMULATIVE IMPACT ZONE: RICHMOND TOWN CENTRE



## Appendix C

### CUMULATIVE IMPACT ZONE: TWICKENHAM TOWN CENTRE



# **Measuring Cumulative Impact in Richmond & Twickenham 2009**

**A report by MAKE Associates...**

**...for The London Borough of Richmond upon Thames**

**June 2009**



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## 1 Summary

### 1.1 Introduction

- This summary highlights the background to, and the most important findings of, the 2009 cumulative impact study undertaken for the London Borough of Richmond upon Thames (LBRuT).
- Cumulative impact, as defined by the Guidance made under the Licensing Act 2003 is, put simply, an area where the number of licensed premises is so concentrated that, even if they are all individually well run, the large numbers of people leaving those premises can cause social problems or 'cumulative impact'. Examples of cumulative impact can be unreasonable burdens on public transport or cleansing or increases in crime or nuisance towards residents and businesses.
- The aim of the study was, as in previous years, to *produce independent and robust observational data on the cumulative impact of the licensed economy in Richmond and Twickenham*.
- The study compares figures from 2009 to identical data collected in 2005 and 07 to understand how the evening (8-11 pm) and night-time (11pm-3am) economies of Richmond and Twickenham have changed over the past 4 years.
- The research involved the sifting of 7 trained observational researchers in Richmond and 4 in Twickenham at key hotspots for crime and disorder.

- This study was undertaken by specialists in the evening and night-time economy MAKE Associates LLP. The project manager of the study, Alistair Turnham, had led two previous studies for LBRuT, so has been able to ensure that the figures and comparisons over time are accurate and consistent.

### 1.2 Findings

#### 1.2.1 Overall

- Overall, 2009 demonstrates a mixed picture of crime, disorder and nuisance associated with the night-time economies of Richmond and Twickenham. The two town centres still have large amounts of low level nuisance (particularly littering and rowdiness) and, occasionally, crime taking place. Urinations remain a problem. However, in 2009 there have been no returns to the higher levels of these incidents shown by both Richmond and Twickenham in 2005. In summary, the two town centres are safe places to visit and live, though nuisance behaviour remains a problem.

#### 1.2.2 Richmond

- Overall there was a continuation in the fall in crime and nuisance in Richmond in 2009 that was also seen in 2007. In 2009 the number incidents fell by 17% from 2005 levels of 451 to a total of 374. Using pedestrian flows as relative rather than absolute measure, Richmond has 1 incident for every 31 people counted in 2009, an improvement from 1:24 in 2005.



- There are five peaks of incidents throughout the evening in Richmond (as there are in Twickenham). However in Richmond these peaks are smaller in 2009 than in previous years, except a small 'spike' late on, which may be a result of later trading hours.
- In terms of type of incidents, littering and rowdiness remain the main problems. Both types of incident remain substantially down on 2005 levels, although while littering has fallen again from 2007 levels by 40%, rowdiness has increased by 75%.
- Fighting and intimidation, while small in numbers, have fallen in 2009 to their lowest historical levels.
- In terms of location, the Station remains the hotspot in Richmond, although most of the 2009 increases have taken place on the Green (particularly associated with users of the two pubs here, not just visitors to the Green itself).
- In Twickenham, crime and disorder is relatively evenly spread across the town centre, however, although the KFC remains an individual hotspot, the overall standard of this area has been aided by the closure of McDonald's, which was a flashpoint in 2005.

### 1.2.3 Twickenham

- As per Richmond, during 2009 there have been some small increases in incidents over 2007 figures, though the area remains well down on crime and disorder from 2005.
- However, while the increase has been small, it has happened at two specific times: 20:15hrs and 02:15hrs. This may be linked to 'kicking out' time at specific premises, and *perhaps* to later opening hours.
- It is worth noting that while Richmond has remained consistently busy over the three study periods (around 11,500 to 12,500 pedestrian counts), Twickenham has



## 2 Background

This report highlights the findings of research conducted by specialists in the evening economy, MAKE Associates, for the London Borough of Richmond upon Thames. Taking place in April 2009, this study replicated previous projects undertaken in 2005 and 2007 to provide evidence on the impact of the evening economies of Richmond and Twickenham.

The data collected in the first study helped the local authority make a decision about whether or not to implement a cumulative impact policy (it did).<sup>1</sup> And the 2007 study provided the London Borough of Richmond upon Thames evidence to inform the decision whether or not to continue with the policy, which again it did.

The aim of this 2009 study was to:

To produce independent and robust observational data on the cumulative impact of the licensed economy in Richmond and Twickenham (specifically addressing violence, anti-social behaviour and nuisance). By repeating the methodology of the 2005 and 2007 studies exactly and at the same time of year, the research will demonstrate whether there has been an increase,

decrease or no change in these cumulative impact issues. The data will form a key part of the review of the borough's licensing policy.

The detailed approach to the study can be found in Appendix 1. However, in brief, it involved 11 trained researchers located at positions around Richmond and Twickenham who observed all crime, antisocial behaviour and nuisance in these town centres between 20:00hrs and 02/03:00hrs on the 23<sup>rd</sup>, 24<sup>th</sup>, 25<sup>th</sup> and 26<sup>th</sup> April 2009. The findings were analysed and form the next section of the report.

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<sup>1</sup> Cumulative impact as set out by the Guidance made under the Licensing Act 2003 is, simply put, the negative effect on any of the Licensing Act's four licensing objectives (crime, nuisance etc.) by the presence of a large concentration of licensed premises in any one location, even if individually those premises operate within the law.



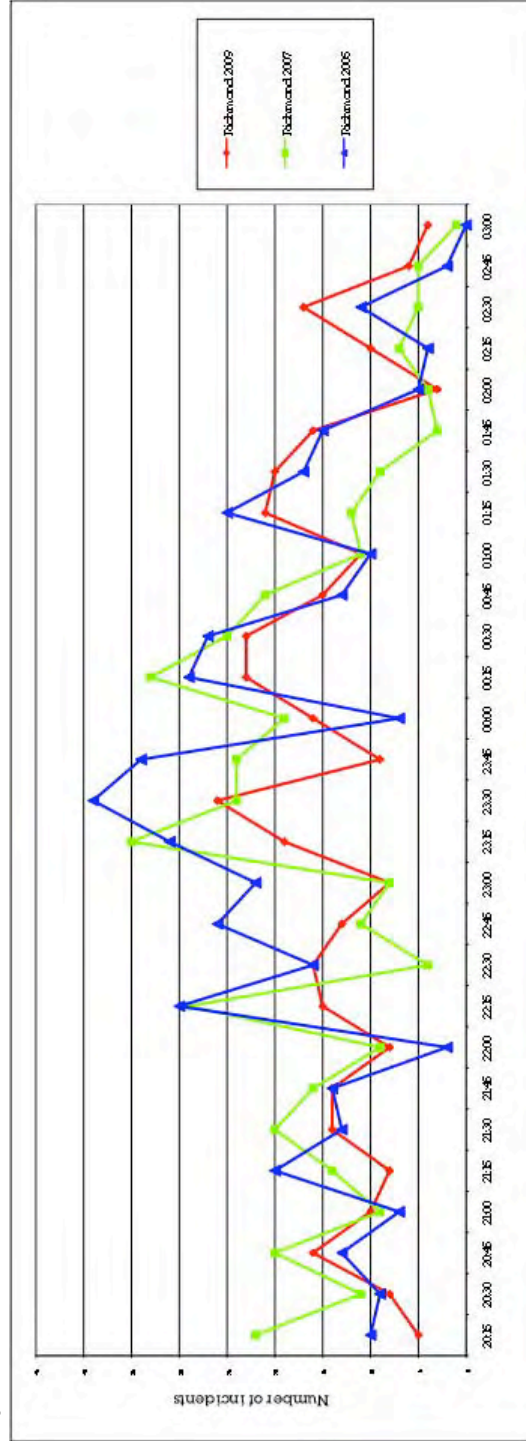
### 3 Findings

#### 3.1 Overall incidents

##### 3.1.1 Richmond

Figure 1 shows a comparison between 2005, 07 and 09 of all recorded incidents (e.g. criminal damage, rowdiness, littering etc.) observed in Richmond over the observation days.<sup>2</sup> An explanation is detailed on the following page.

**Figure 1. Richmond: All incidents 2005/07/09**



<sup>2</sup> All figures exclude 'public drinking' data which was also captured, because this is treated in a separate report. The figures given here also exclude 'premises noise', which is recorded for the council's own monitoring purposes but is not an issue that a cumulative impact policy should deal with (it is a premises-specific issue). These figures are available from the London Borough of Richmond upon Thames.



In Richmond in 2005 there were a total of 451 incidents, in 2007 there were 411 and in 2009 there were 374. This is a fall over 4 years of 17%.

There remain five major incident peaks: one at 22:15hrs, the largest at around 23:30hrs, the second largest at 00:15-00:30hrs, one at 01:15hrs and final spike at 02:30hrs. In 2005 / 07 these spikes were similar in scale (up until 01:00hrs, when in 2007 the town centre quietened off dramatically in terms of incidents). However, figure 1 now shows that in Richmond the pattern of evening and late night crime and nuisance has changed during the evening over the course of four years. In particular, the most salient finding from 2009 is that the peaks, though occurring at the same times, are less dramatic than in previous studies.

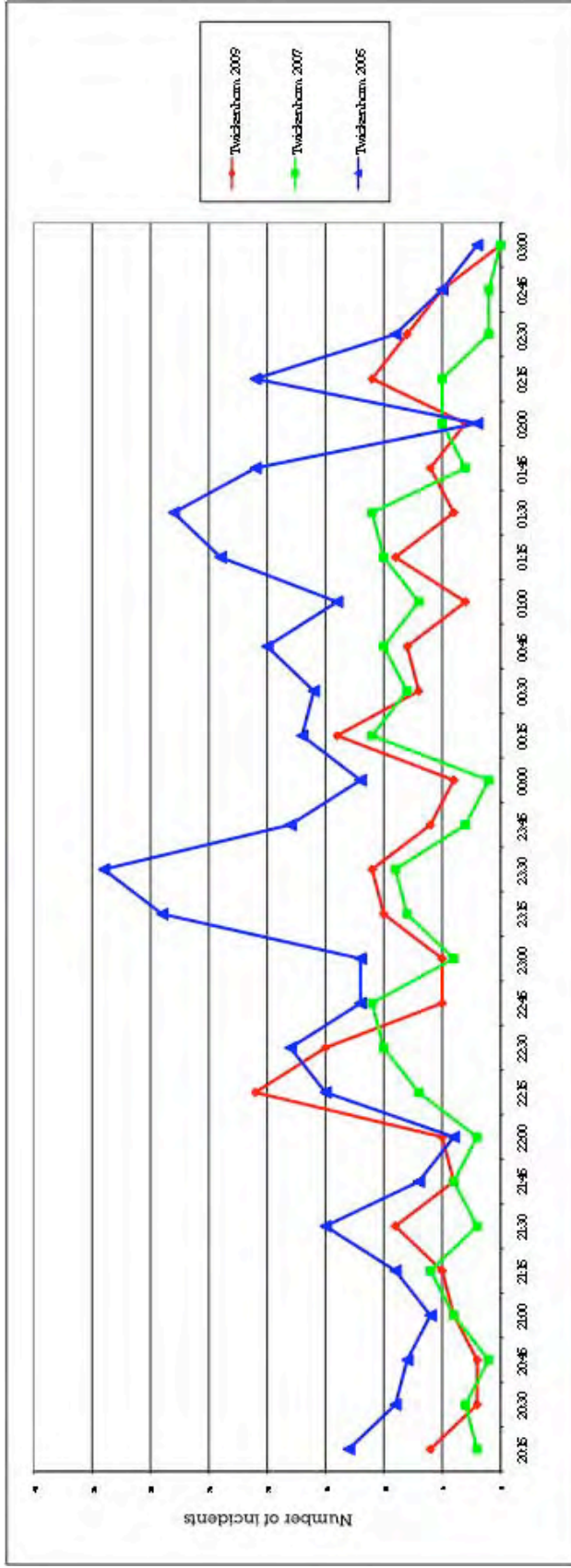
For example, incidents are considerably lower than 2005 and 2007 during the early part of the evening, become relatively similar around 00:00hrs until 01:30hrs but in 2009 there is a spike that is larger than either 2007 or 2005 which occurs at 02:30hrs – the end of the observation period.

While it cannot be said for certain (due to potential distorting from other factors, e.g. a different type of clientele attracted to the town, more policing, different types of pubs and bar operations etc, and the absence of a 'control' comparison area to this study), it could be reasonably suggested that this levelling out, but with a small new spike at the end of the night, may in part be the result of the more flexible hours introduced by the Licensing Act 2003.



### 3.1.2 Twickenham

**Figure 2. Twickenham All incidents 2005 / 07 / 09**



In Twickenham the number of incidents observed in 2007 was notably lower in 2009 than 2005 (400 to 192), but this is a slight rise over the 2007 level of 155, which is clearly disappointing.

However, as figure 4 shows, the number of town centre users recorded on the evenings of observation was also substantially lower in both recent studies than in 2005 (a total of 3,788 in 2009 compared to 5,221 in 2005 - a reduction of 38%).

In 2009, the incident peaks also remain much less pronounced than 2005, however the peaks at

22:15hrs and at 02:15 hrs have shown notable increases in 2009 against 2007



### 3.2 Pedestrian counts

Before drawing any absolute conclusions about overall incidents, it is also important to examine pedestrian flows (see figure 3 and 4, and for a more detailed appraisal figure 5). These give us a clear picture of how busy the town centre is.<sup>3</sup> If the town centre appears busier, it is not unreasonable (though of course undesirable), to expect the number of incidents to increase.

2005. However, despite this there has been a fall in incidents from 411 to 374 (a 10% fall since 2007) while pedestrian numbers fell by only 6% – which is an encouraging finding.

#### 3.2.1 Richmond

#### 3.2.2 Twickenham

Richmond: Incidents vs. pedestrian counts 2005/07/09

	2005	2007	2009
Incident total	451	411	374
Pedestrian total	1,422	12,469	11,729
Incident ratio per user	1:25	1:30	1:31

Twickenham: Incidents vs. pedestrian counts 2005/07/09

	2005	2007	2009
Incident total	400	155	192
Pedestrian total	5,221	3,788	3,782
Incident ratio per user	1:13	1:24	1:20

The ratio of incidents in Twickenham has increased slightly between 2007 and 2009, but still remains well below the high figure for 2005. Again it must be noted that the total volume of incidents is also considerably down on 2005.

#### 3.2.1 Richmond

**Figure 3. Richmond: Incidents vs. pedestrian counts 2005/07/09**

	2005	2007	2009
Incident total	451	411	374
Pedestrian total	1,422	12,469	11,729
Incident ratio per user	1:25	1:30	1:31

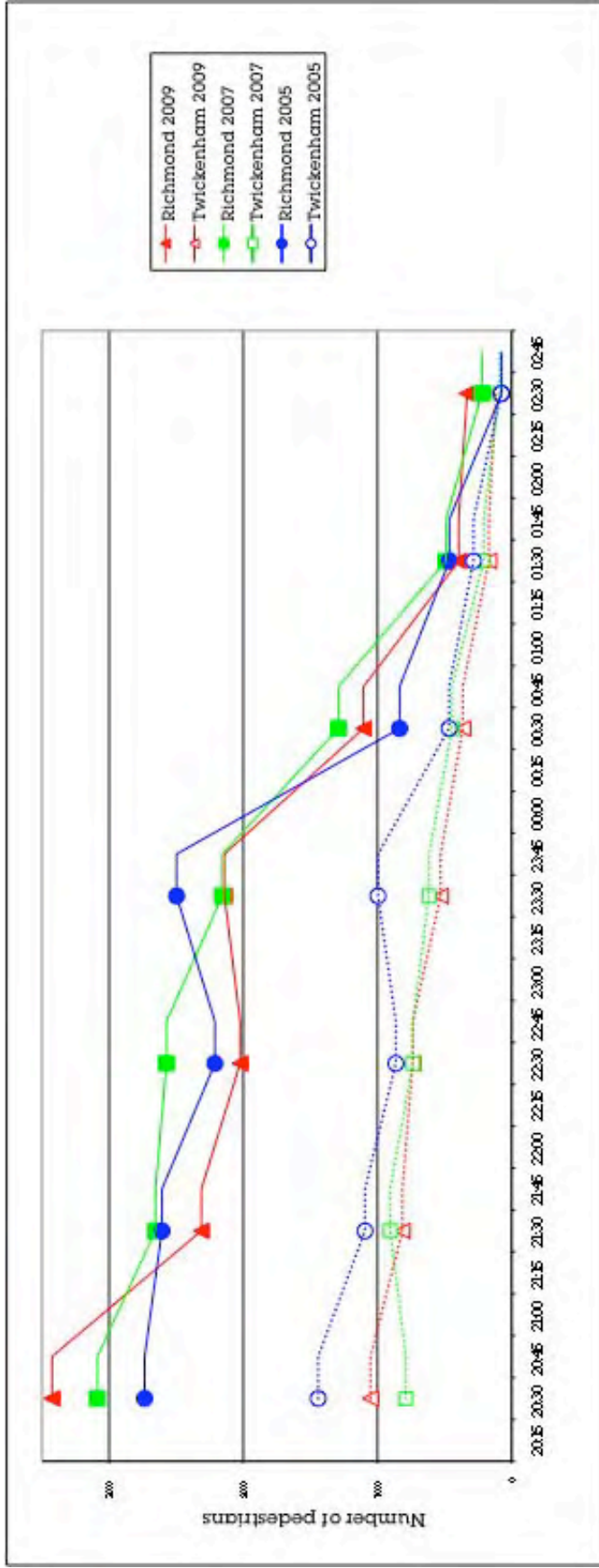
Taking into account the caveats shown in the footnotes, the figures suggest that in 2009 Richmond was slightly less busy than in 2007 and nearer that of

<sup>3</sup> It is also important to note that a pedestrian count is not a count of unique users in the town centre – it is a count of users passing specific points over a 10 minute period each hour. Therefore, there will be duplication (people passing the same point twice or two different points over the course of an evening). However, because the count takes place over 10 minutes every hour, on balance the figure is likely to underestimate the number of unique users of the town centre over the course of an evening. The pedestrian count is used in this study to give a comparable indicator of 'busy-ness' to the observations, rather than as an absolute measure of unique town centre users.



### 3.2.3 Overall pedestrian counts

**Figure 5.** Richmond & Twickenham: Pedestrian counts 2005/07/09



This figure is included to highlight briefly how overall pedestrian flows (shown as a 'trendline') change over the evening in each of the study years in both town centres.

Overall both town centres exhibit very similar levels of 'busy-ness' over each of the three study years. However, there are two changes worth noting: Richmond in 2009 is notably busier than previous years for the first hour, but then tails off and is notably less busy than previous studies during the mid evening.

In 2009, Twickenham remains similar to 2007, which means it is notably less busy than in 2005 and the figures presented in this report corroborate the 'feel of the towns' gained by the research manager, while managing the observation process. In particular, while Richmond has an ever-popular early evening, mixed client, restaurant scene, with its 'busy-ness' holding up, some concerns must exist about the long term-sustainability of the Twickenham night-time economy which seems not to have recovered from the slump in users between 2005 and 2007.



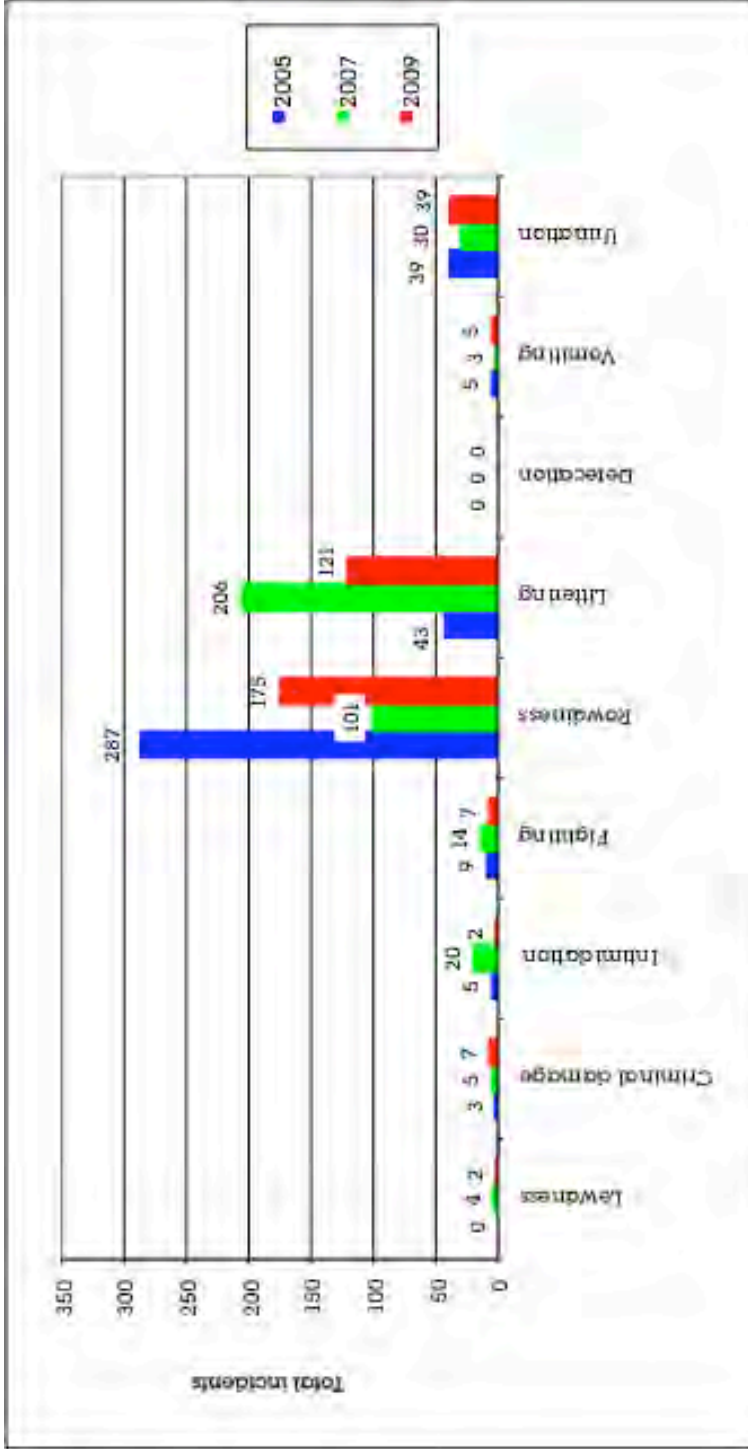


### 3.3 Type of incident

#### 3.3.1 Richmond

**Figure 6.** Richmond: type of incident by year

intimidation, fighting etc.). However, rowdiness has increased in 2009 after a substantial fall between 2005 and 2007, though it remains well below the 2005 levels.



Littering remains the second most common incident in Richmond, though this has fallen in 2009, though not quite as low as its 2005 levels.

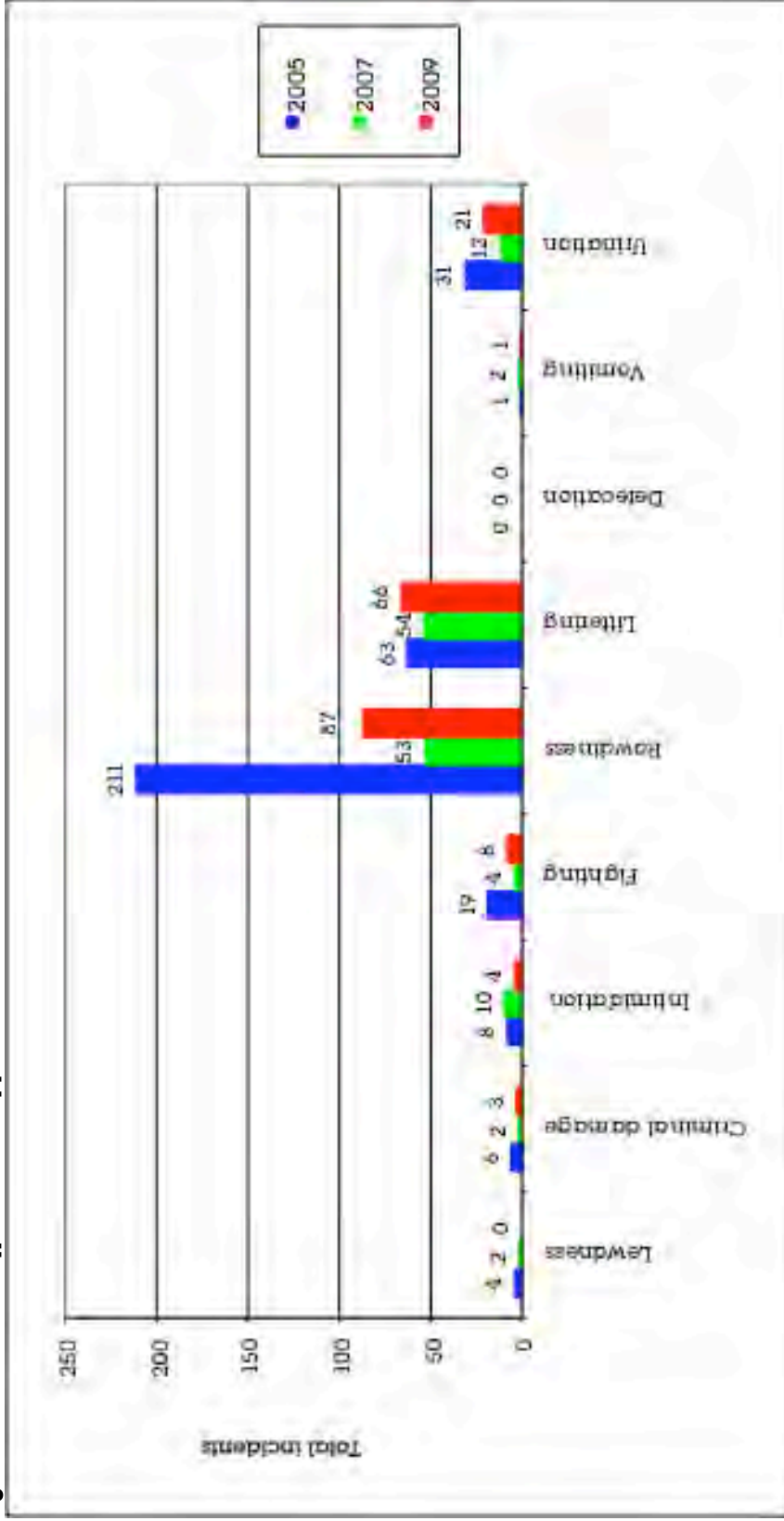
Urinations remain a problem; rising again to their 2005 levels with almost 40 recorded incidents over the four nights.

There are a few major differences between 2005, 2007 and 2009 in the proportions of incident type in either town. Taking Richmond first, it is evident that the town centre remains a relatively safe place to be during the evening and at night, with very few serious incidents (e.g. criminal damage,



### 3.3.2 Twickenham

**Figure 7. Twickenham: type of incident by year**



Twickenham continues to remain static in terms of both more serious incidents and those that are less directly to affect the individual. It is positive that levels of rowdiness remain much lower than they did in 2005, however, this may be, at least in part, because pedestrian flows are also substantially lower in 2007 and 2009 than in 2005.

Urinations rose in 2009 by around 50%, even though overall numbers of people using the town centre are similar to 2007.



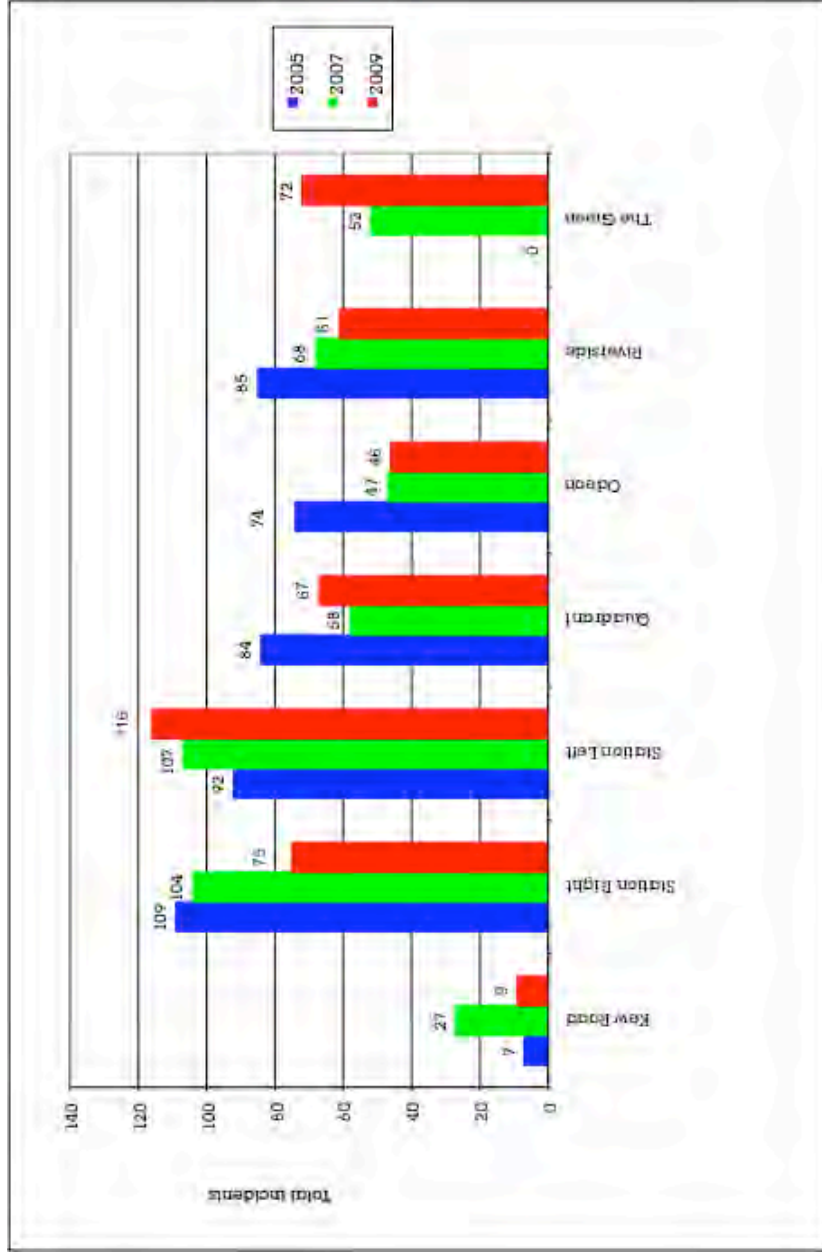
### 3.4 Location

While there are limited changes to be noted in 2009 over previous years, it is worth highlighting the trends.

#### 3.4.1 Richmond

Kew Road remains the quietest location as previous years and is even quieter in terms of incidents in 2009 than it was in 2007.

**Figure 8. Incident levels by observer location 05/07/09<sup>4</sup>**



The Station (both right and left) remains the hotspot for activity in Richmond town centre with over 40% of activity still taking place here in 2009. Station Right seems to have become a relatively quieter part of the town centre and while there is no obvious reason for this from the data, the field manager noticed that in 2007 the offence, which had been a magnet for very intoxicated people seeking to buy more alcohol (and who caused rowdiness), appears to be less of a node for nuisance and disorder.

The other salient observation is that there has been a notable rise in incidents around the Green. This is particularly to do with rowdiness from those using

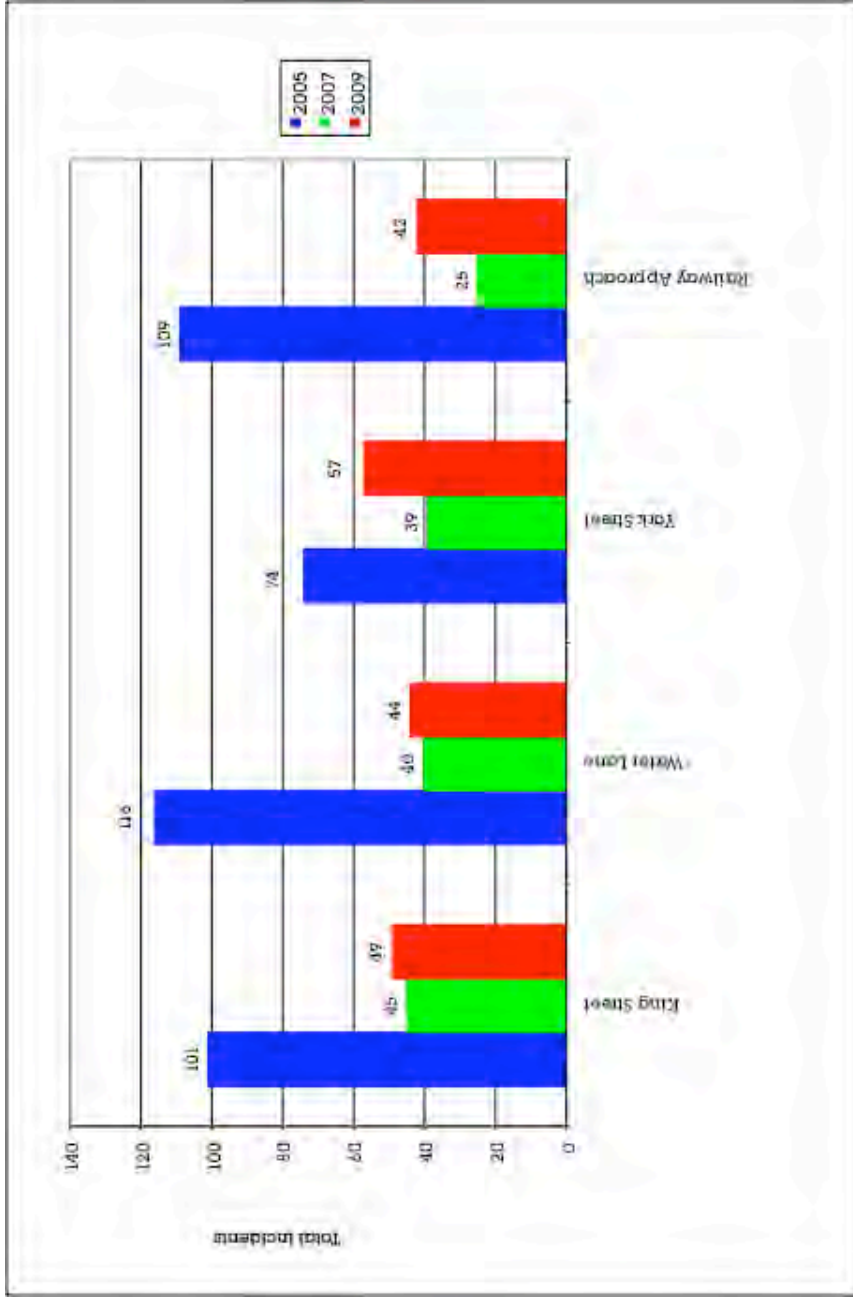
the pubs in this area while standing beyond the curtilage or who take drinks onto the Green. There also remain a notable number of urinations against trees in this area.

<sup>4</sup> NB. The Green was not an observational location in 2005. This was introduced in 2007. To this end when comparing overall totals year on year, adjustments have been made for the additional incidents recorded in this location, so that the results remain comparable year on year.



### 3.4.2 Twickenham

**Figure 9.** Incident levels by observer location 2005/ 07/09



The large falls in incidents in Twickenham seen between 2005 and 2007 effectively remain in place though there have been some small rises around York Street and Railway Approach.

There were no reasons evident from field observation for these particular changes.



## 4 Contact information

### 4.1 London Borough of Richmond upon Thames

Address	Licensing, 7b Parkshot, Richmond, TW9 2RT
Telephone	020 889 17739
Officer responsible	Rob Mitchener
Email	r.mitchener@richmond.gov.uk

### 4.2 MAKE Associates LLP

Address	41 Monkgate, York, YO31 7PB
Telephone	07515 369039
Website	<a href="http://www.makeassociates.com">www.makeassociates.com</a>
Partner responsible	Alistair Turnham
Email	<a href="mailto:alistair@makeassociates.com">alistair@makeassociates.com</a>



## 5 Appendix 1: How the study was undertaken

### 5.1 Background

The section below highlights how the research was undertaken.

### 5.2 Researchers

As per 2005 and 2007, the field researchers were university graduate qualified. A short formal recruitment process was undertaken and observers were chosen on the basis of their skills and ability to convince MAKE that they would be reliable and capable of carrying out the work accurately.

The field researchers received full training on research methods, research ethics and how to use the Observation Research Tool (see below). They also were taken through safety and communication protocols.

### 5.3 Observation

The field researchers were briefed at the start of each session and supported throughout with a series of visits from the research manager over the course of each evening. The quality of work was checked each night and was found to be accurate and thorough. The observers rotated between each position to avoid fatigue and to maintain interest and therefore concentration and quality of work.

As in 2005 and 2007, the observers observed for 50 minutes in each hour, for example, 20:00hrs to 20:50hrs and then they moved to their next site in the

remaining ten minutes of each hour, allowing a short break when moving between sites.

Therefore, the number of observed hours is slightly lower than at first glance. For example, on a Sunday night (when observers worked from 20:00hrs to 02:00hrs) this 6-hour or 360-minute period encompassed 300 minutes of active observation.

Therefore, when analysing the number of incidents per hour it should be noted while it is not possible to extrapolate with complete certainty, it is likely that the number of incidents may have been around a sixth greater than the totals reported in the main body of the report

## 5.4 Timing

To ensure that the study gave a 'typical' or 'average' picture, it was deliberately undertaken outside of summer, when town centre managers, police and licensees all say there are increases in both the number of town centre users and incidents of alcohol-related crime etc. This is particularly important in Richmond with its popular areas of the Riverside and the Green.

Likewise, it was not undertaken in winter when the weather would depress the activity in the two town centres' public spaces. The study was undertaken in a week free of significant rugby events, as this would skew the results, particularly in Twickenham.

For 2009, the same week was chosen as 2005/7. The only minor difference was that on Sunday in 2009 as in 2007, an extra hour was added to the observation (a 02:00hrs finish rather than the 01:00hrs finish of





2005) to examine whether there had been any impact from the extra hours that some licensed premises had received on Sundays.

Therefore, when year on year comparisons are made, the extra hour has been removed so an exact like for like comparison can be made. Any observations relative to Thursday 01:00hrs to 02:00hrs in 2007 have been commented on separately in the text. The following figure shows the hours of the observation.

**Figure 10. Hours of observation 2009**

Date	Time
Thursday 24 <sup>th</sup>	20:00 to 02:00hrs
Friday 25 <sup>th</sup>	20:00 to 03:00hrs
Saturday 26 <sup>th</sup>	20:00 to 03:00hrs
Sunday 27 <sup>th</sup>	20:00 to 02:00hrs

## 5.5 Location

The observers were sited in the following locations and adopted the position with the least obstructed views. They were identical to 2007's locations.

**Figure 11. Locations**

Town	No	Location	Details
Richmond	1	Kew Road	Looking to restaurants (left) and left to Shattesbury Arms etc. (right)
Richmond	2	Station Right	Looking from The Bull (though not including the Bull) right towards The Orange Tree
Richmond	3	Station Left	Looking left including The Bull and O'Neil's
Richmond	4	Quadrant	Looking left towards Dickins & Jones & right back towards station
Richmond	5	Odeon	Looking left towards Hill Rise, straight towards Bridge Street and right towards All Bar One
Richmond	6	Riverside	By the river on the terracing - looking left towards White Cross and right to Pitcher and Piano
Richmond	7	The Green	On corner of the Green - looking 360° but with focus from The Cricketers to The Prince's Head. This was a new observation for 2007.
Twickenham	1	King Street	Opposite The George looking left towards Riley's snooker hall and right towards Water Lane
Twickenham	2	Water Lane	In small public space looking down Water Lane and up London Road
Twickenham	3	York Street	Outside Pizza Express looking left towards Up and Under and right towards The Bear
Twickenham	4	Railway Approach	Looking right toward the town centre and left to the Station.



## 5.6 Incident recording

An Observation Research Tool was used to record incidents. This is available from the council. All types of activity that might be considered ‘criminal’ or ‘nuisance’ by residents, businesses, visitors etc. were recorded in the following categories:

**Figure 12. All forms of recordable incident**

Category	Types of behaviour
Criminal damage	Vandalism, graffiti, smashing windows, damaging cars / car mirrors etc.
Defecation	Self explanatory
Fighting	Scuffling. This may be within groups, with other socialisers / door supervisors / police etc.
Intimidation	Verbal / physical of other citizens, door supervisors, police etc.
Lewdness	Exposure of sexual body parts, sexually provocative behaviour, intimate sexual contact
Littering	Bottles smashing, late night food cartons, paper, spitting of chewing gum etc.
Premises noise	Noise from sound systems, air conditioning units, empty bottles being recycled.
Rowdiness	Shouting, singing, hollering etc.
Urination	Self explanatory
Vomiting	Self explanatory
Other	Kicking bottles, unlicensed taxis
Public drinking	Any individual carrying a vessel of alcohol, open or closed, whether or not they are drinking from that vessel.

In terms of the point where a call or raised voice becomes a shout / holler / scream is an arbitrary one without sound recording equipment. However, when out in the field, the discernment of the fieldworkers develops very quickly and what is recorded is very consistent. Field researchers were asked to only record the sound if somebody living nearby would be disturbed, woken up by it or their quality of life diminished by the shout / holler if this happened on a regular basis over the course of a night. Clearly, residents living in town centres must expect some level of street noise.

Incidents, whether they are committed by an individual or by a group are considered as a single incident. So, for example, six men together walking down the street shouting loudly are considered the same as if it is one individual. Overall, the collective impact of a group might be larger, but to maintain consistency across the study and between observers this method was adopted in all three studies.

This effect is probably balanced out to some extent by the double counting phenomenon. This is where any incident committed by the same individual or individuals in the different locations is recorded each time. This methodological decision was taken because a group shouting at one end of Richmond will cause a completely different set of residents or visitors nuisance if they are still shouting when they reach the other end of Richmond.

Therefore, while it is likely that these two quirks will balance each other out, overall it must not be taken that the study is a complete representation of all crime, disorder, nuisance and ASB behaviour in the town. The seven points in Richmond and four in





Twickenham will capture the most as they are cited to cover virtually all of the main routes through the town centre. However, there are locations that are not observed in the town centres, e.g. alleyways in Richmond, as well as routes home, which will be subject to incidents beyond the scope of the study.

Incidents taking place in premises are not counted, unless they spill out on to the street. This is because they should be dealt with under relevant legislation applying to individual premises, and are not issues that a cumulative impact policy or public drinking policy can or should attempt to address.

around the town will cross the same counter twice and only count every ten minutes in each hour.

## 5.7 Pedestrian counts

In addition to the observational work, pedestrian counts were undertaken. This was done to ensure that we could gain some perspective on the volumes of people using each space being surveyed so that we could make fair judgments about the quantity of incidents relevant to the volume of users. We followed a tried and tested method of counting on both sides of the street on the main entry points into the town centres, e.g. for Richmond, the bridge, the start of the Kew Road, Hill Rise etc. They were all undertaken at the same time periods, between 40 and 50 minutes past each hour.

However, as useful as they are in giving us an idea of the 'busy-ness' of a particular place, they are not an indicator of the total volume of town centre users for two reasons. Firstly, they do not take account of people entering or leaving by smaller entrances. Secondly, they do not give a measurable number of 'unique' people because some people who move

## Appendix E



# Town Centre Crime and Disorder v.2

Richmond BIU

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## Introduction

This report was commissioned by TW licensing officer PS Dave George to assist the borough and the local authority in its review of the boroughs licensing policy. It is aimed to be a very brief review analysing if the two main town centres (Richmond and Twickenham) are still the main areas for crime and disorder on the borough since the implementation of Cumulative Impact Zones in these areas in 2008.

## Methodology

MapInfo was used to extract details of all geocoded offences recorded on CRIS. DARIS was used to extract details of CAD calls given an “ASB” class code and a “Licensing” code. LASS was used to extract details of London Ambulance Service incidents classed as Alcohol Related. FBOC was used to extract details of any offence attributed an MF Suspect has been drinking feature code.

Dates used were 01st April to 31st March the following year for the 07/08, 08/09 and 09/10 financial years.

## Limitations

MapInfo does not extract details of all reported offences committed on TW. Offences committed on TW but reported on other boroughs are omitted as are a number of offences which are not geocoded so are not available to be extracted by MapInfo. This means numbers extracted do not match official PIB figures, although trends and patterns such as peak locations are largely unaffected by this limitation when using large amounts of data.

DARIS data is plotted to the centre of a 250m<sup>2</sup> CAD grid square and is often plotted to incorrect squares. This limits the ability to accurately map incidents and calculate peak locations, although “thematic” mapping offers a partial solution, location mapping is not as accurate as with actual offences.

Limitations with LAS data are unknown as the data was extracted from LASS. The data does not included specific location fields so calls not be directly attributed to the town centre areas.

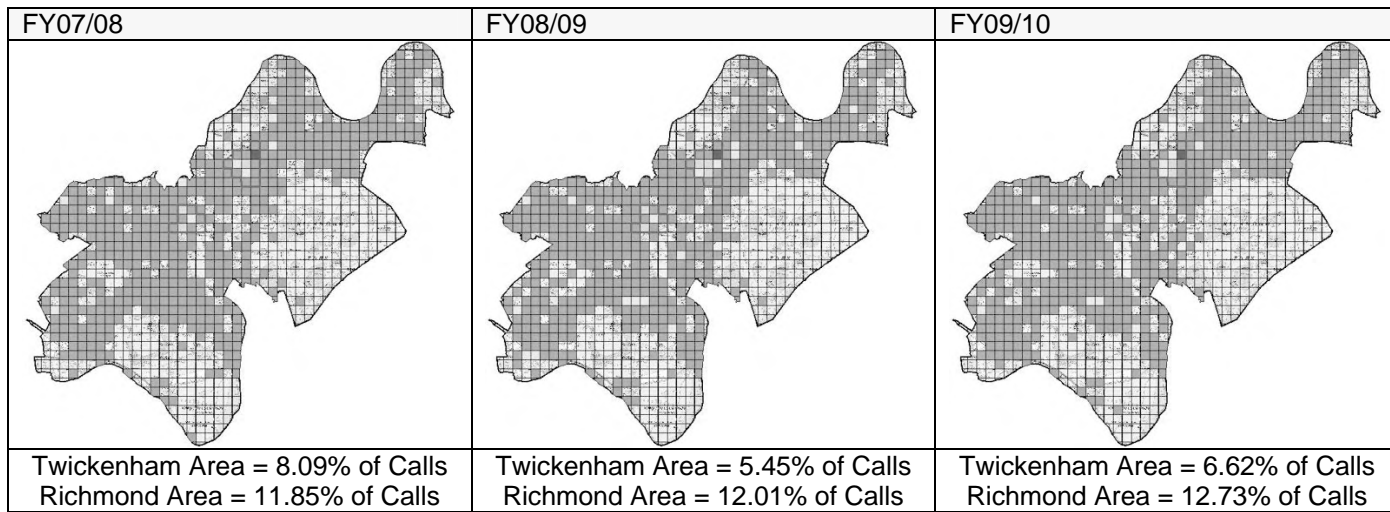
The MF feature code is subject to a reporting officers discretion and interpretation and it’s use is known to be inaccurate. This data should be considered a guide and not definitive of alcohol related crime.

## Town Centre Crime and Disorder

### DARIS ASB Data

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall change
6101	5809	-5%	6957	+19.7%	+14%

Calls to police on TW relating to ASB have actually risen in the past 3 years, despite a drop from FY07/08 to FY08/09.



The 3 maps above show the numbers of ASB related CAD calls on TW for each financial year thematically mapped to the MPS CAD grid. The two town centre areas of Richmond and Twickenham are marked with a red outline and are shown to be the peak locations for each of the 3 financial years.

The columns to the right show the percentage of calls that year within the two areas marked in red. It shows that the Richmond areas consistently see's a high number of calls, around 12% of calls each year whilst Twickenham see's a lower percentage fluctuating between 5 and 8% each year.

#### Richmond Area

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall change
723	698	-3.5%	886	+26.9%	+22%

#### Twickenham Area

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall change
494	317	-36%	461	+45%	-7%

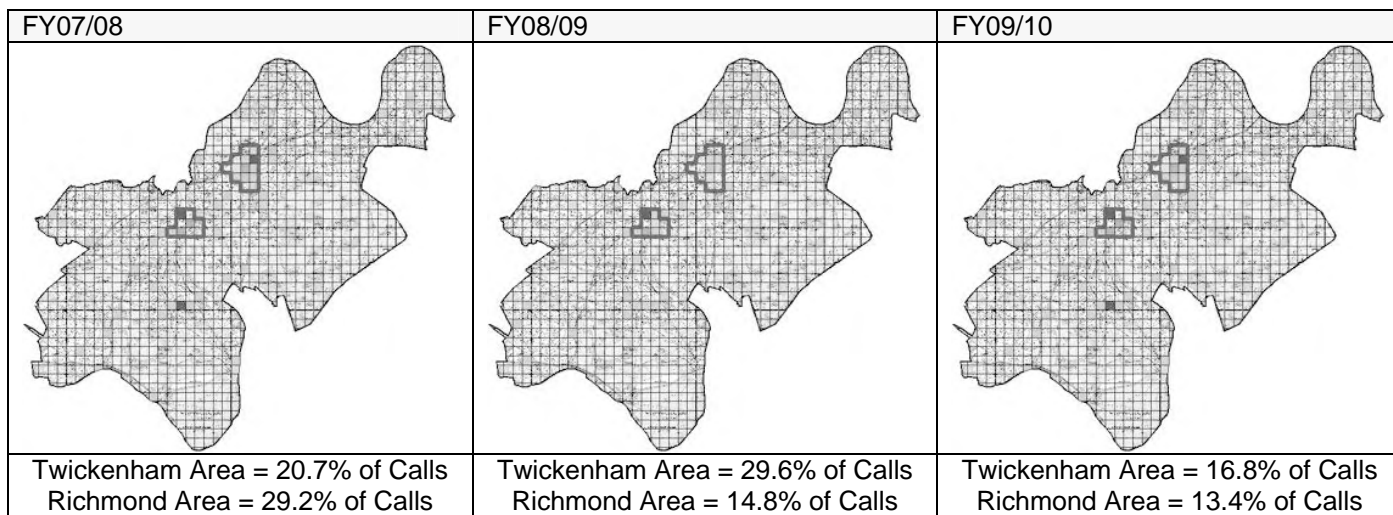
Changes in call levels in Richmond largely reflected those seen TW wide. This isn't the case in Twickenham where overall call levels are down over the 3 financial years.

### DARIS Licensing Data

CAD calls with a licensing code make up part of the ASB call set, but have been analysed separately.

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall change
130	81	-38%	89	+9.8%	-33.6%

Calls to police on TW relating to licensing have dropped over the last 3 years, despite a small rise from FY08/09 to FY09/10. Calls relating to licensing make up less than 2% of all ASB related calls to police each year.



The 3 maps above show the numbers of ASB related CAD calls on TW for each financial year thematically mapped to the MPS CAD grid. The two town centre areas of Richmond and Twickenham are marked with a red outline and are shown to be the peak locations for each of the 3 financial years.

The columns to the right show the percentage of calls that year within the two areas marked in red. It shows that the Richmond areas consistently see's a high number of calls, around 12% of calls each year whilst Twickenham see's a lower percentage fluctuating between 5 and 8% each year.

#### Richmond Area

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall change
38	12	-68.5%	12	0%	-68.5%

#### Twickenham Area

Calls FY07/08	Calls FY08/09	Change	Calls FY09/10	Change	Overall

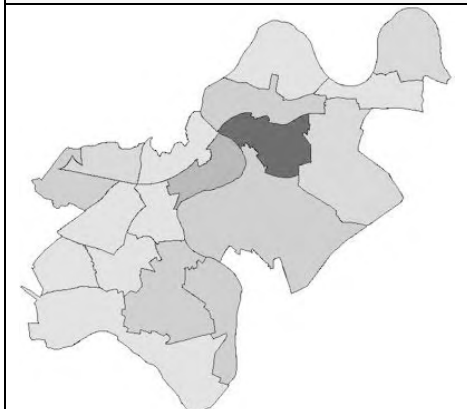
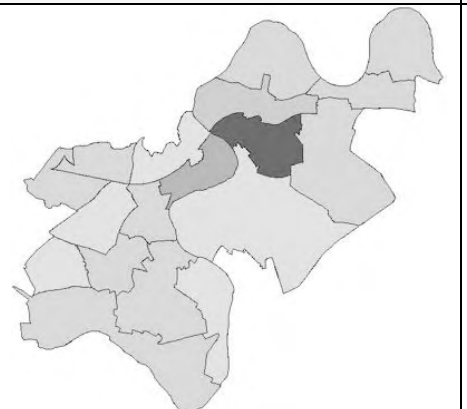
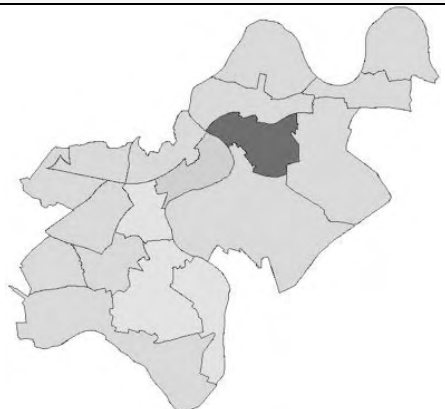
					change
27	24	-12.2%	15	-37.5%	-44.5%

Call levels have dropped in both town centre areas over the last 3 years. In 2 of the last 3 years Twickenham had more calls than Richmond relating to licensing. This could indicate significant flaws with the data.

### LAS Alcohol Related Incident Data

Incidents FY07/08	Incidents FY08/09	Change	Incidents FY09/10	Change	Overall change
954	955	+0.1%	977	+2.3%	+2.4%

There has been a small increase in Alcohol related class to LAS in the last 3 years.

FY07/08	FY08/09	FY09/10
		
Twickenham Area = 7.7% of Incidents Richmond Area = 11.3% of Incidents	Twickenham Area = 11.2% of Incidents Richmond Area = 15.7% of Incidents	Twickenham Area = 8.9% of Incidents Richmond Area = 16.7% of Incidents

The 3 maps above show the “Thematic” maps for all alcohol related calls to LAS on TW in each of the financial years. It clearly shows that South Richmond is the peak ward in each year, with Twickenham Riverside being the secondary location for incidents each year.

The columns to the right show the percentage of incidents that year within the two peak wards. It shows that the proportion of incidents in the South Richmond ward is rising each year, at a rate that is larger than that seen TW wide. The proportion of incidents in Twickenham Riverside have fluctuated over the last 3 years, although they have risen slightly overall.

#### Richmond Area

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
108	150	+38.8%	164	+9.3%	+51.8%

#### Twickenham Area

Offences	Offences	Change	Offences	Change	Overall

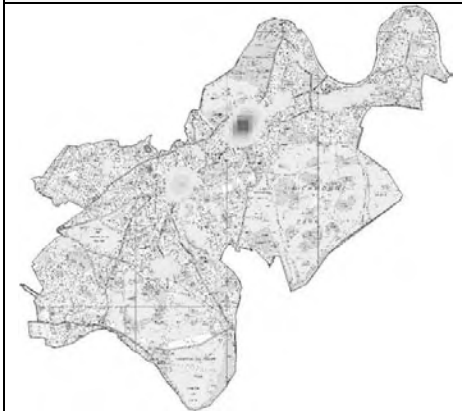

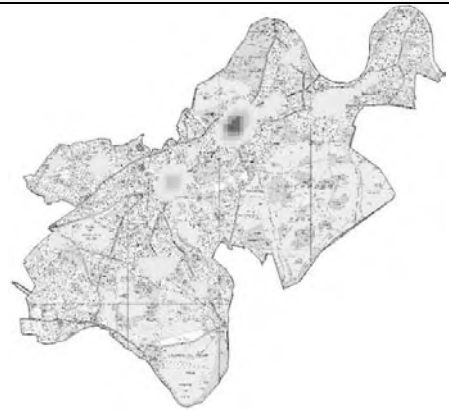
FY07/08	FY08/09		FY09/10		change
74	107	+44.5%	87	-19%	+17.5%

Incident levels have increased each year in South Richmond ward. Overall they have increased by over 50% in the last 3 years. In Twickenham Riverside they have fluctuated but have also increased over the whole 3 year period.

### Crime Data

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
13396	13498	+0.7%	12778	-5.4%	-4.7%

Offences have dropped over the past 3 years, despite a slight rise in FY08/09.

FY07/08	FY08/09	FY09/10
		
Twickenham Area = 5.18% of Offences Richmond Area = 12.06% of Offences	Twickenham Area = 4.85% of Offences Richmond Area = 10.37% of Offences	Twickenham Area = 5.6% of Offences Richmond Area = 11.53% of Offences

The 3 maps above show the “hotspot” maps for all geo-coded reported offences on TW in each of the financial years. It clearly shows that Richmond is the peak location in each year, with Twickenham being the secondary location for offences each year.

The columns to the right show the percentage of offences that year within the two areas marked in red in the DARIS section of this report. It shows that the Richmond areas consistently see’s a high number of offences, around 12% of offences each year whilst Twickenham see’s a lower percentage, around 5% each year.

### Richmond Area

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
1616	1401	-13.4%	1474	+5%	-8.8%

### Twickenham Area




Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
695	656	-5.7%	716	+9.1%	+3%

Changes in offence levels in Richmond largely reflected those seen TW. This isn't the case in Twickenham where overall offence levels are up over the 3 financial years.

### Alcohol Related Offences

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
578	506	-12.5%	601	+18.7%	+3.9%

Offences have risen over the past 3 years, despite a drop in FY08/09.

FY07/08	FY08/09	FY09/10
		
Twickenham Area = 10.2% of Offences Richmond Area = 23% of Offences	Twickenham Area = 12% of Offences Richmond Area = 20.9% of Offences	Twickenham Area = 13.8% of Offences Richmond Area = 21.2% of Offences

The 3 maps above show the “hotspot” maps for all geo-coded reported offences on TW with an MF feature code in each of the financial years. It clearly shows that Richmond is the peak location in each year, with Twickenham being the secondary location for offences each year.

The columns to the right show the percentage of offences that year within the two areas marked in red in the DARIS section of this report. It shows that the Richmond areas consistently has around 21% of offences each year whilst Twickenham has around 12% each year. These proportions are far higher than those seen with all crimes.

### Richmond Area

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
133	106	-20.4%	128	+20.7%	-3.8%

### Twickenham Area

Offences FY07/08	Offences FY08/09	Change	Offences FY09/10	Change	Overall change
59	61	+3.3%	83	+36%	+40.6%

Overall offence levels in Twickenham are up significantly over the 3 financial years. Overall offences in Richmond area down slightly despite an increase in FY09/10. These patterns do not match those seen with overall offences in the town centre areas.



## Licensed Premises Offences

This section will look at any offence recorded on CRIS in FY09/10 that gives a licensed premises as a venue. This work was carried out for a separate reason but may be of interest to this report. This information is not available for FY08/09 or FY07/08.



The map shows clearly that offences to licensed premises were committed predominantly in Richmond and in Twickenham to a lesser extent. This is perhaps not surprising considering they have the highest density of licensed premises on TW. However a breakdown of individual venues reveals more.

Offences with venues flagged as licensed premises accounted for around 4.3% of all the boroughs crimes in FY09/10. Of those the commonest featured was The Bull in Richmond which made up just over 11% of the offences. Two other Richmond venues accounted for nearly a further 5% of venues each, O'Neills and Vodka Revolutions. Twickenham premises The William Webb Ellis and The Grand Union both accounted for over 3% of offences in a licensed premises each.

The top 5 licensed premises as venues combined to make up over 27% of all the offences at licensed premises, over 1% of all of TWs offences.

## Conclusions

In terms of ASB, Licensing, LAS alcohol related incidents, Crime, and Alcohol Related crime Richmond is the peak location and Twickenham is the secondary location. This has been the case in all three of the last three financial years.

Patterns and trends in terms of calls or offences in these areas have fluctuated and vary year to year but regardless of whether incidents have increased or reduced over the three years, Richmond and Twickenham have consistently been the peak locations.

## Appendix F

### List of Responsible Bodies for New or Variation Premises Licence Applications and Club Premises Certificates

Licensing Authority

London Borough of Richmond upon Thames, 2<sup>nd</sup> Floor, Civic Centre, 44 York Street, Twickenham TW1 3BZ

Chief Officer of Police

Chief Officer of Police, Twickenham Police Station, 41 London Road, Twickenham, TW1 3SY

Fire Authority

Fire Safety Regulation: South West Area 4, 169 Union Street, London SE1 0LL

Local Planning Authority

London Borough of Richmond upon Thames Planning, 2<sup>nd</sup> Floor, Civic Centre, 44 York Street, Twickenham, TW1 3BZ

Body which represents matters relating to the protection of children

Child Protection Manager, Education and Children's Cultural Services, 1st Floor, 42 York Street, Twickenham, TW1 3BW

Local authority by which statutory functions are in relation to minimising or preventing the risk of pollution to the environment or of harm to human health and Health and Safety at Work etc. Act 1974 (excluding council premises, funfairs and manufacturing)

Head of Commercial Environmental Health, Consumer Protection, 7b Parkshot Richmond, TW9 2RT

For Council premises, funfairs and manufacturers only - Enforcing authority within meaning of Health and Safety at Work etc. Act 1974

Health and Safety Executive, London Division, Rose Court, 2 Southwark Bridge, London, SE1 9HS

Trading Standards

London Borough of Richmond upon Thames Planning, 2<sup>nd</sup> Floor, Civic Centre, 44 York Street, Twickenham, TW1 3BZ

### Application in relation to vessels must notify further responsible authorities

The Navigation Authority

*Tidal Thames*

The Harbour Master

The Port of London Authority, 7 Harp Lane, London EC3R 6LB

*Non Tidal Thames*

The Environment Agency Recreation and Navigation, Thames Region, Kings Meadow House, Kings Meadow Road, Reading, RG1 8DQ

The Environment Agency

Thames Regional Office  
Kings Meadow House  
Kings Meadow Road  
Reading  
Berkshire  
RG1 8DQ

British Waterways London

1 Sheldon Square  
Paddington Central  
London  
W2 6TT

The Secretary of State

The Surveyor General  
The Maritime & Coastguard Agency,  
Orpington Marine Office,  
Central Court,  
1 Knoll Rise  
Orpington  
Kent  
BR6 0JA