

**- APPENDIX 1 -**

**RESULTS OF THE CONSULTATION FOR A  
PROPOSED BOROUGH WIDE  
ALCOHOL CONTROL AREA (DPPO)**

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## FOREWORD

At the Executive of 14 February 2006 it was agreed to consult with the public on the establishment of a borough wide alcohol control area and the Drug and Alcohol Action Team (DAAT) was instructed to commence a consultation as per statutory requirements.

According to legislation no order can be made until at least 28 days after publication of the notice, which meets minimal compliance. The DAAT felt it was necessary to go beyond this and conduct an in-depth review of the current alcohol issues across the borough. The Notice invited representations to the Council within 64 days.

The Public Notice was issued in the following local papers:

Southwark News -	Thursday 9 <sup>th</sup> March 2006
South London Press -	Friday 10 <sup>th</sup> March 2006
Southwark News Weekender -	Saturday 11 <sup>th</sup> /Sunday 12 <sup>th</sup> March 2006

Our alcohol disorder perception survey was kindly distributed by hand by our Community Wardens, the DAAT and by post. The survey was also uploaded to our websites, [www.southwark.gov.uk](http://www.southwark.gov.uk) and [www.safersouthwark.org.uk](http://www.safersouthwark.org.uk), which allowed people to complete it on line.

We consulted with a wide range of individuals, groups, agencies, organisations and committees including:-

- Residents Associations, Tenants Associations, Tenant Management Organisations and Southwark Housing Association;
- Market Traders across the borough;
- All licensees, including pubs, clubs and major retailers;
- Land owners (privately owned public spaces);
- Kings College Hospital;
- Guy's and St. Thomas' NHS Trust;
- Dulwich Estates;
- Dulwich Association;
- Parish Councils;
- Multi-faith groups across the borough;
- Businesses;
- Business Improvement District;
- 
- All Council Members;
- Community Councils;
- Neighbouring councils (Crime and Disorder Reduction Partnerships);
- Chief of Police of neighbouring councils;
- Youth Council;
- All parks and open spaces across the borough;
- Victim Support;
- Community Wardens across the borough;
- Southwark Substance Misuse Service User Council;
- Street Pastors;
- Transport for London (TFL): tube, train and bus stations;
  - Staff and commuters;
- Supermarkets (face to face interviews)
  - Staff and customers;

- Supported Accommodation service providers;
- Treatment providers;
- Homeless centres and hostels;
- Colleges (students);
- Southwark Lesbian Gay Bisexual and Transgender group (LGBT);
- Partnership Operations Group (POG);
- Police;
- Rough Sleepers Outreach Team (SPOT);
- Age Concern;
- Southwark Police Community Consultative Group (SPCCG);
- Probation;
- Communities Reassurance Group (CRG);
- Alcohol users (?);
- Members of the public - completion of survey by:
  - Post
  - Internet.

The following executive summary offers an overview of the findings of the consultation and offers a Southwark perspective of alcohol related nuisance and disorder as well as giving an area by area summary of the issues for our communities created by alcohol disorder in Southwark.

Finally, the summary lists some emerging priorities for the London Borough of Southwark arising out of the qualitative data.

## EXECUTIVE SUMMARY

On 14<sup>th</sup> February 2006 the Council Executive agreed that a consultation should be carried out into the need for a DPPO in Southwark. . The consultation was for a period of 64 days and sought the views of all Southwark people, businesses and workers. It has highlighted the harmful impact that alcohol is having on our community and indicated alcohol disorder does not just affect the lives and health of those who drink alcohol irresponsibly but, as our community have told us, it sets a tone, trend and image which undermines the positive strengths of Southwark and its residents.

The review of our police statistical data, alcohol related hospital admissions and the high alcohol related mortality rates and alcohol related ambulance call outs, clearly indicates that violence associated with drunkenness is on the increase in our borough.

While treatment services are a critical element for delivering alcohol interventions it is vital that the broader health and well being of our community is at the heart of any program that we undertake. Close working with licensed premises, pubs and clubs, the Security Industry Authority and major retailers need to be a key part of our future initiatives. There is a need for better data collection around offenders who commit alcohol-related crime and people with alcohol-related problems.

The consultation was conducted on four levels:

### 1. Statutory consultation

As per statutory requirements we consulted with landowners, neighbouring boroughs, community councils, police, and licensees by public notice.

The table below reflects the responses to our statutory consultation for a borough wide alcohol control area:-

Response from	Number of Responses	Support alcohol control area	Against alcohol control area	Comments
Landowners	3	2	0	Dulwich estates declined to comment as they did not think there was an issue in Dulwich
Licensees	48	43	3	Two elected to make no comment
Responses to the public notice	22	17	5	Of those 17, nine were in agreement with a borough wide alcohol control area, 7 for SE5 only and 1 for limited hotspots
Neighbouring Boroughs	3	2	0	All boroughs expressed concerns about displacement and how it

				would be managed
Neighbouring Police	0	0	0	No concerns received

## 2. Qualitative consultation

We consulted with a wide range of groups, agencies, organisations and committees:

- 50 face-to-face interviews conducted as listed below:
  - Market traders at the following markets:
    - Borough
    - East Street
    - Northcross
    - Choumert Road
    - Southwark
    - Elephant & Castle
  - Supermarkets across the borough:
    - With customers and supermarket staff
  - Tube, train stations and bus stops:
    - With customers and transport staff
  - Residents
- 6 focus groups conducted:
  - Youth Council
  - Manna Centre
  - St. Mungo's
  - Victims and Witnesses
  - Substance misuse service users
  - Community Drug Education Project (CDEP)

## 3. Public perception survey

As part of the wider community consultation approximately 2,500 questionnaires were sent out to various groups, agencies and organisations and were distributed at supermarkets, train stations and tube stations. Licensees and landowners were also included. The survey was made available on the [www.southwark.gov.uk](http://www.southwark.gov.uk) and [www.safersouthwark.org.uk](http://www.safersouthwark.org.uk) websites for completion online. Four hundred and ninety (19.6%) responses were returned.

Of those responses:

- 73% had witnessed alcohol related disorder in their neighbourhood
- No responses were received from SE19, SE21, SE 24
- Type of disorder witnessed

Other	<b>58</b>
Vandalism	115
People vomiting in street	149
People fighting	179
Noise nuisance	218
<b>People congregating and drinking in public places</b>	<b>222</b>
<b>People urinating in street</b>	<b>231</b>

- 357 questioned witnessed 1172 instances of disorder
- 84% of responses said that they had seen disorder daily

#### 4. Statistical data from Police and Ambulance Service

In addition, we also collected statistical data from the police and ambulance service on incidents related to alcohol disorder across the borough.

### Summary

The following offers a Southwark perspective of alcohol related nuisance and disorder as well as giving an area by area summary of the issues for our communities created by alcohol disorder.

#### **Borough and Bankside, and Bermondsey**

##### ***Main issues:***

- people congregating, urinating and vomiting in the street
- noise nuisance
- intimidation, verbal abuse

##### ***Venues identified:***

- pubs and night clubs
- off licences, hostels
- parks and open spaces.

##### ***Groups identified:***

- under age males
- males over 18
- street drinkers

##### ***Police/Ambulance Data:***

Borough and Bankside, and Bermondsey experienced the highest levels of alcohol related ambulance calls between April 2005 and February 2006.

#### **Rotherhithe and Surrey Docks**

##### ***Main issues:***

- fighting and congregating
- urinating and vomiting in the street
- noise nuisance
- verbal abuse

##### ***Venues identified:***

- parks and open spaces
- pubs and off licences

##### ***Groups identified:***

- under age males higher in Surrey Docks than other areas
- males over 18
- street drinkers
- female under age drinkers significantly high in Rotherhithe

##### ***Police/Ambulance Data:***

Experienced a high level of alcohol related ambulance calls between April 2005 and February 2006, although not quite as high as Borough and Bankside.

## **Walworth**

### ***Main issues:***

- urinating and vomiting in the street
- fighting
- noise nuisance

### ***Venues identified:***

- off licences and pubs
- parks and open spaces

### ***Groups identified:***

- males over 18
- rough sleepers and street drinkers
- female under age drinkers

### ***Police/Ambulance Data:***

Street drinking problem in this area is overlapped by a robbery hotspot.

## **Elephant and Castle**

### ***Main issues:***

- people congregating and drinking in public spaces (more than other areas)
- fighting
- vomiting and urinating
- noise nuisance
- intimidation and verbal abuse and harassment

### ***Venues identified:***

- pubs and night clubs
- off licences

### ***Groups identified:***

- street drinkers
- males over 18
- rough sleepers

### ***Police/Ambulance Data:***

Elephant and Castle is a primary hotspot of alcohol related violence. The area is also a hotspot for ambulance calls to alcohol related illnesses.

## **Camberwell**

### ***Main issues:***

- highest reported issue of people congregating and drinking in public spaces
- fighting
- vomiting and urinating
- noise nuisance
- intimidation and verbal abuse and harassment

### ***Venues identified:***

- within/outside pubs and night clubs
- off licences
- parks and open spaces

### ***Groups identified:***

- mixed group of street drinkers
- males over 18
- rough sleepers

### ***Police/Ambulance Data:***

Camberwell had a significant number of alcohol related ambulance call outs during April 2005 to February 2006



### **Peckham, Nunhead and Peckham Rye**

#### ***Main issues of equal proportions:***

- urinating and fighting
- noise nuisance
- congregating and drinking in public spaces
- verbal abuse and intimidation (secondary issues)

#### ***Venues identified:***

- off licences
- pubs and night clubs

#### ***Groups identified:***

- street drinkers.
- males over 18
- under age males

#### ***Police/Ambulance Data:***

Significant number of alcohol related ambulance call outs during April 2005 to February 2006

### **East Dulwich**

#### ***Main issues:***

- noise nuisance
- people congregating and drinking in public space
- urinating
- verbal abuse, harassment and intimidation (much lower intensity and of equal measures)

#### ***Venues identified:***

- pubs

#### ***Groups identified:***

- young people
- street drinkers

#### ***Police/Ambulance Data:***

Insignificant

Following our borough wide consultation on alcohol disorder key issues have emerged which the Safer Southwark Partnership will address in the short and long term.

### **Emerging Priorities**

- Better data needed and data to be collected more consistently;
- More research on young people and alcohol;
- Review the impact of legislative changes on the borough, particularly the Licensing Act 2004;
- More detailed analysis on mental health issues and the impact of alcohol on crime;
- Closer working between Safer Southwark Partnership and licensed premises, pubs and clubs, the Security Industry Authority and major retailers.;
- Closer working between Safer Southwark Partnership and the NHS and health industries;
- Better understanding of the significant influence of alcohol on crime related issues;
- More funding made available for, and more research on, treatment centres and hostels and better information sharing;
- Improved accessibility and referral to intervention services;
- The provision of care pathways for street drinkers – need to be able to refer them to housing support and tenancy support services;

## QUALITATIVE RESULTS

Qualitative data was collected through 6 focus groups and 50 interviews and comments forms which were sent (together with our survey) to all licensed premises and landowners. This allowed us to gain insights into people's shared understandings and experiences of alcohol related disorder and the ways in which individuals are affected in everyday life either through their work, where they live, or in a social environment.

Focus groups held:

- Youth Council
- Manna Centre
- St. Mungo's
- Victims and Witnesses
- Substance misuse service users
- Community Drug Education Project (CDEP)

Interviews conducted with individuals through the following:

- Businesses
- Supermarkets
- Train stations, tube stations, bus stops
- College/University

Responses received via comments form from:

- Licensees
- Land owners
- Community Councils
- Neighbouring councils

### **Police**

A meeting was held with Southwark Police to gather their views on introducing a borough wide alcohol control area. Their response was as follows:

- A DPPO should be implemented borough wide or not at all. Introducing 2 or 3 areas could result in displacement to other areas
- A DPPO is a power not a duty and will only be enforced when necessary
- Care pathways for street drinkers is a necessity
- Proposal will be a partnership decision in terms of deciding how to utilise powers
- DPPO will be operationally managed.

### **Licensed Premises**

Licensees responded by completing our alcohol disorder perception survey in a personal capacity. We also requested that they complete a comments form identifying the key issues which affect their business and to state whether they agree or disagree with the proposed order. We received 48 replies of which 43 agree, 3 disagree, and 2 gave no comment.

***Licensees said...***

*'it is important to have some form of benchmark for socially acceptable and unacceptable behaviour. This would be a very clear statement of what we would not tolerate'.*

*'I agree there should be control on anti-social drinking, especially in parks and recreational areas where drink is being consumed in the majority by under age and problem drinkers – and without supervision. These drinks are normally higher strength brands'.*

### **Licencees told us the following...**

Alcohol control areas will reduce nuisance to residents and their businesses which is caused by excessive drinking and disorderly behaviour during the day and late at night. Their biggest concern is street drinkers who intimidate and pester people on the street. Pub landlords have stated that trade has been badly affected due to their customers feeling intimidated by street drinkers when entering or vacating premises.

Licencees reported problems with street drinkers within the following areas:

- East Street
- Weston Street, SE1 8HA
- St. Thomas Street
- Blackfriars Road, SE1 8HA

The following have issues with young people in the area who get drunk and graffiti around the area, particularly on:

- Hawkstone Road, SE16 2PN.

The night time economy and tourists have also had an impact on business and residents in the London Bridge area:

- Tooley Street, SE1 2HZ

**Camberwell Licencees and Community Wardens** reported repeated problems with a number of venues in the area. In some cases offences occurred outside of the premises. Within premises, common offences included theft of handbags, abusive and violent door staff and fights. The majority of offences tended to occur late on Saturday night and early Sunday morning.

Camberwell is a major through route for buses to Peckham, Elephant and Castle, Brixton, Kennington and Herne Hill. There is a high volume of services in and around the Camberwell area for alcohol and substance misusers. Because of this we see transient street drinkers on a day-to-day basis.

The Elephant and Castle Partnership Night-time Sub Group discussed the proposed DPPO at a recent meeting. The group opinion was that a DPPO would be very difficult to police and would need a protocol which would clearly state when to take action and when not to take action. This would ensure uniform and fair application of the power.

Measures taken to reduce street drinking in Camberwell had been very successful and lessons could be learnt from here and applied in other areas rather than going ahead with a borough wide DPPO.

To summarise, response received from the Camberwell area is that alcohol and alcohol related issues is a serious concern at the moment and needs to be addressed before it worsens further. However, the wardens and the Safer Neighbourhood Team are working in partnership to address this issue at the moment.

## Land Owners

We had a low response rate from land owners. Of those who responded the general consensus was in favour of an alcohol control area.

King's College Hospital NHS Trust agree with the concept but feel that it will only be effective as part of a wider program of work to manage the consequences of alcohol. They believe this needs to incorporate awareness raising, education, health promotion, and appropriate support for those with an alcohol problem. It is essential that all agencies involved co-ordinate their strategies and actions effectively, in order to deliver change.

Guy's & St. Thomas' NHS Trust agreed with our proposal, but declined to comment.

Maudsley Hospital did not respond.

Dulwich Estates thanked the Safer Southwark Partnership for inviting their organization to take part in the consultation, however, they do not perceive there is a particular problem in their locality and have declined the offer of participating in the consultation.

## Businesses

Businesses were mainly consulted via our alcohol disorder perception survey. Interviews were held with approximately 5 within the borough.

### **Businesses said....**

*'there is a serious street drinking problem in the area around London Bridge Station. I think this is partly due to the large number of agencies providing treatment to the vulnerable and homeless in the area – people come from all over London for these services'.*

*'street drinking in Camberwell has been a developing problem over the past decade that was briefly eradicated late last summer, thanks to the stupendous efforts of the justifiable award winning Safer Neighbourhood Team. Unfortunately it was not long before new street drinkers appeared and while not yet in such great numbers we are wary as to what could develop in the summer'.*

*'I think anything you will do to amend this problem will not be enough because most of the problem is related to the education of our multicultural society, because we live in a drunk society where man and woman, older and youngest drink from very early and most of them without education background, most of them are rude people who mix the drink with drugs, if you want to eliminate this vicious behaviour which is threatening to the community you have to start with a strong law which control the fluency of alcohol in the market, but people will not accept because it is part of their habit'*

*'As a publican you should have stopped street drinking years ago, as usual the Council is always wise after the event and as a publican it's us that get the blame. The courts have made it easy for kids to drink, giving licencing to every shop owner. It is a disgrace and that is where you should be looking to stop it'.*

### **Businesses told us the following...**

London Bridge business district has a high number of alcohol related disorder problems, which tend to be caused by the night-time economy and tourist trade. There are over 70 businesses in this area that are licensed to sell alcohol. The majority of these businesses are in favour of this proposed order although a concern has been raised that a control area may deter their customers and affect their turnover.

In other Community Council areas in Southwark there are places where alcohol disorder tends to be caused by street drinkers. They tend to buy their drinks from those off licences who have special offers on certain cans of alcohol. This leads to drinkers drinking excessively and causing a nuisance to businesses by congregating outside premises and harassing staff and customers.

### **Market Traders**

We interviewed market traders from the following markets:

- Borough
- East Street
- Northcross
- Choumert Road
- Southwark
- Elephant & Castle

#### **Market traders said....**

*'don't see how a DPPO would affect anything'*

*'need more police and wardens'*

*'some theft on market – a bit of begging'*

*'feel intimidated with druggies thieving'*

### **Market traders told us the following...**

Borough market experiences low level alcohol related disorder, which is caused by a few identified street drinkers. They tend to be regulars who either beg or steal food. A significant problem is caused by the pubs located nearby which are frequented mainly by office workers from the surrounding area. The pubs are quite small but popular and do not have the capacity to contain the high numbers of clientele, this leads to overspill on to the street. Borough market traders who are based nearest to these pubs feel encroached upon and complain of broken glass left in the street and vomiting. This situation alters once the market has closed. The Market Inspector has a problem with street drinkers and rough sleepers congregating in the area. A member of staff was

assaulted previously by a drinker and he feels wary whenever he needs to remove someone from the market.

East Street market tends to experience drug related problems which result in theft from stall-holders and fights. The few drinkers tend to congregate on the park opposite and keep to themselves.

Elephant & Castle market does not experience alcohol disorder due to the high activity in the area which tends to deter street drinkers. There are, however, a number of beggars and rough sleepers.

Northcross, Choumert Road, and Southwark markets do not tend to experience alcohol disorder.

### **Local Area Based Community Safety Services (Together Action Zone (TAZ) and Community Wardens)**

The TAZ teams and Community Wardens were asked to provide a snapshot of what the key issues around alcohol disorder in their allocated community council areas were. These are their responses:-

#### **Walworth**

Street drinking is a problem which has almost slipped through the net from an enforcement perspective as police concentrate on street robbery and little else. The street drinking problem area on Faraday Ward is overlapped by a robbery hotspot. This has made diverting resources difficult to say the least. The anti-social behaviour caused by these people intimidates the local population which tenants in Red Lion Close would confirm.

It is believed that a DPPO could help send a blunt message to the street drinking population that it will not be tolerated within the designated area. The difficulty comes with the displacement and consequent enforcement if the area becomes wider/less defined. Concern has been raised on how enforcement can be consistent if it's spread too far and wide? Will local priorities be forced onto other areas.

#### **Camberwell**

Alcohol disorder and nuisance have been an entrenched issue, prevalent to the Camberwell area for many years. As a result of community pressure and escalating levels of anti-social behaviour in the area, a street drinking intervention has been implemented locally, and offers a range of multi-agency responses to the difficult issues that have historically been difficult to manage by individual agency responses.

The following areas are experiencing problems:

**Camberwell Green** – The green itself attracts varying amounts of street drinkers. Generally the warmer the weather the greater the amount of street drinkers. The problems here are firstly the visibility of the street drinkers and the perception the public has on Camberwell. Street drinkers can often be seen urinating against the trees in the park even though there is a public toilet at the southern entrance. Cans and bottles often litter the green and it appears unwelcoming.

**Wren Road** – Consists mainly of hostel dwellings. The corner of Wren Road has for the past 2.5 years been the favourite haunt of one particular street drinker. He lives in Wren Road and attracts other street drinkers to him because he often funds their drinking. The hostels and their inhabitants also attract street drinkers and beggars. The corner of Wren Road, the junction with Camberwell Church Street along Hartnell's the solicitors' wall is perpetually used as a toilet. In the summer the smell is overpowering and local residents and business people know to avoid the corner.

**Lucas Gardens** – Halfway up Lucas Gardens (opposite the Town Hall) there is a seating area, which is used continuously by a small group of street drinkers. This group gets larger as the weather gets warmer. Once again the problem here is urinating in public and litter.

**Coldharbour Lane j/w Denmark Hill** - This area can often be problematic. It is a short distance from Marina House (a service for substance misusers) and has two off licenses within a short space and also a cafe (Rock Steady Eddie's) which the street drinkers like to frequent. Milkwell Yard is on this junction and is often used by street drinkers as a toilet and a place to drink/use drugs.

**Selbourne Village** – Between Allendale Close and Hascombe Terrace there is an area which has become popular for street drinkers. Again this is probably because of the proximity to Marina House. Because the area is secluded the drinkers are not so visible to the general public. They do however leave a large amount of litter behind them. This has promoted complaints from residents.

### **Borough and Bankside**

In the Borough and Bankside area Parks and Community Wardens highlighted Mint Street as a particular concern. The other area cited by local businesses and residents is the Manna Centre near Guy's Hospital. Mint Street park affects all the users of this locality as the drinkers tend to dominate the park and meet in groups of 6-10 adults. It is also an issue for local residents. A report received from an elderly lady stated that the people drinking there are not from the local hostel but are drawn to the area from elsewhere. They are younger and are becoming increasingly more verbally abusive towards passers-by where as in the past the older street drinkers kept themselves to themselves. The Manna Centre affects the local businesses and people walking through the area.

Mint Street has a proven history of attracting drinkers, drug users and prostitution from its immediate surroundings (both during winter and summer) and, as it is also used by children and youth services as a venue for activities, a DPPO may prove very effective.

Other areas where there are problems are outside the Borough High Street post office near London Bridge Station, on Flat Iron Square (junction of Union Street and Southwark Bridge Road), and on Blackfriars Road outside and around Wedge House (the DSS office). Copperfield Gardens on the New Kent Road also experience problems.

The London Borough of Lambeth has previously implemented a DPPO around Waterloo. This has a knock on effect on Borough & Bankside. Also with the anticipated increase of homeless people at Wedge House one member anticipated further problems in the summer around the Blackfriars area.



The DPPO would have some impact on hostels where drinkers may reside and would have implications on how they will work with service users with alcohol issues.

## **Peckham**

Peckham responses have indicated a few 'hot spots' around the following locations, which have historic links with street drinking problems:-

**Peckham Square:** Drinkers congregate at various locations, mainly grassed areas, benches and low-level concrete structures. This has a negative impact upon residents and the business community. Peckham Square attracts a high volume of people and is a venue for a variety of events throughout the year.

These drinkers include some older male usually white street drinkers (late 40s), and younger male street drinkers (late teens, early 20s), usually black Afro-Caribbean, who are part of a gathering of young people towards the late afternoon and into the evening. There was a sack of cans in the Square suggesting people were drinking quantities of larger.

**Heaton Road/Rye Lane:** The area in front of the Nags Head public house is used as a setting for street drinkers that are again mainly older street drinkers (late 40s), male and usually white. Local traders/shoppers are intimidated by the drinkers' conduct. This location is popular with the street drinkers as it is flanked by a couple of off-licenses that sell cheap alcohol. However, there are then individual or pairs of street drinkers further up Rye Lane. Again they are older street drinkers (late 40s), male and usually white. Key locations include outside McDonalds and Kentucky Fried Chicken.

Residents feel intimidated by groups of males seen gathering together in the open with alcohol. This makes residents feel insecure, and also increases their fear of being attacked and contributes to a negative image of the area.

There are also problems opposite Bromyard House, Commercial Way, and Ledbury Estate, SE 15. There is also an issue outside William Hill bookmakers in Meeting House Lane, and Dunstall House, Peckham High Street by the main Peckham post office.

There is a usual gathering of street drinkers outside William Hill on Meeting House Lane. These were more mixed younger drinkers, black Afro-Caribbean and older drinkers, white background, where disorder tends to be related to drink, drugs and homelessness.

The general response supports a DPPO in Peckham as long as it is applied to other parts of Southwark as well and the support for street drinkers is in place. It will be effective in tackling anti-social behaviour around Meeting House Lane, the Peckham Pulse area and Peckham High Street.

The Peckham Town Centre Management Group supports this initiative, as it will help make the shopping areas of Peckham more pleasant. The group feel that it is imperative that a DPPO is established in Peckham town centre. Both Peckham Programme and the Peckham Town Centre Management Group, support the DPPO initiative.

## **Dulwich**

Dulwich do not tend to have a problem with street drinkers. Public drinking that takes place is outside pubs and restaurants and is very well controlled.

## **Rotherhithe**

The main issues are around youngsters drinking in the area. During summer time all ages drink around Greenland Docks area not necessarily young people. Young people tend to gather near Surrey Water sometimes drinking in summertime. Drinking takes place in blocks of flats, usually when the weather is cold, in particular within Arica House on the Slippers estate.

## **Parks And Open Spaces**

Park Wardens were asked to respond in writing with their key alcohol related concerns that affect parks and open spaces across the borough. Wardens also distributed our alcohol disorder perception questionnaire within their parks to park users. As listed below alcohol related disorder tends to be caused by street drinkers:

- Ruskin Park – Although Ruskin Park is in Lambeth there is an entrance at the Eastern side, which is directly on our border. The street drinkers have become aware that this area is not in Southwark and believe that they can drink here with impunity. This has led to high volumes of street drinkers congregating here and the situation is expected to get worse as the summer approaches. Public confidence, litter and urination are again problems here. There have also been reports that this area is used to swap or sell prescription medication.
- Christchurch Gardens
- Mint Street Park - There are problems with drugs, prostitution and alcohol, impacted by a squat in Borough and Bankside closing down.
- St. George's Church
- Little Doritt
- Geraldine Mary Harmsworth
- Camberwell Green
- Tabard Gardens - Drug taking as well as alcohol abuse
- All Hallows Church Yard
- Victory Park
- Nursery Row
- Flat Iron Square
- Copperfield Garden – syringes routinely found. Recently a person was found overdosed and help was sought.
- We have received from other sources of alcohol related disorder in Burgess Park, this however was not reported, possibly due to problems caused by drugs.

## **Treatment Providers**

Focus groups were held with St. Mungo's and the Manna Centre to determine their key issues on behalf of their clients. Generally, treatment providers understand the damage that alcohol related anti-social behaviour causes to communities and individuals. St. Mungo's in particular are committed to the reduction of behaviours that cause nuisance and disorder.

It is understood that groups of individuals engaged in these behaviours can sometimes also act as a magnet for isolated and/or other vulnerable individuals thus forming a gateway to a dangerous lifestyle. It is fundamental to have a borough wide Alcohol Control Area combined with thought-through and well resourced provision. It is important that hotspots are tackled and individuals are linked into appropriate support

and services to sustain a life away from the streets, and to reduce harm to those individuals and the communities in which they live.

The current services could be supplemented by a variety of resources and approaches to improve the lives of all those who live, visit and work in the borough. Generally treatment centres would be happy to discuss their experiences and ideas to curb alcohol related anti-social behaviour. They think that an imaginative "carrot and stick" approach brings best results for communities and vulnerable individuals, and that elements such as wet day services, joint initiatives with the police, fast access to services, and arrest referral are extremely important. Furthermore, the changing nature of alcohol use particularly in combination with substance use means that the management of risk must be accorded high priority, and thus risk assessment must be continuous.

Generally, the introduction of a borough wide Alcohol Control Area is supported and the opportunity to participate in joint initiatives to make Southwark safer and feel safer would be welcome.

### **Street Pastors**

Street Pastors were asked to participate in the consultation exercise and submitted a co-ordinated response. The Street pastors conduct outreach work on weekends between the hours of 10pm and 4am. During these hours the main problems they encounter are people drinking too much and getting into arguments/domestic disputes. They arrange taxis for people to get home, and mediate in disputes to diffuse anger. They also call ambulances for people who are sick or so drunk they pass out. They have contacted the police when fighting has erupted and also intervened outside clubs when the bouncers have thrown people out and helped to bring order.

### **Transport**

#### **Tube Stations**

The London Underground Service has very low tolerance on alcohol consumption in relation to their employees. Staff members in the operation must not consume any alcohol 8 hours before starting their duty otherwise they could be found positive and would not be allowed to carry out their duties. This, in turn, could affect service for customers if staff numbers are affected. The London Underground Service would appreciate a restriction of public alcohol consumption as drunk customers can delay services as well.

They suffer operational problems due to some drunk and disorderly customers when they use the tube, which staff have to deal with on a regular basis. In order to deal with alcohol related disorder effectively the problems which cause this need to be treated at the root cause.

The proposed Alcohol Control Area could prevent people from anti-social drinking and improve staff members working environment. The LUL would be very pleased to support DPPO.

#### **Buses**

Bus staff members, in particular staff who operate out of the Walworth Road Depot, support the implementation of an Alcohol Control Area. There are 300 staff members and 100 buses. It is thought that approximately a quarter of all offences against their staff is alcohol related. General consensus is that an Alcohol Control Area across the borough would be welcomed.

The main concern, however, is violence, threat of violence, and verbal abuse from school children. The majority of staff dread the time period from 15:00 hours to 16:00 hours, which is the time period when children finish school and travel home.

### **Summary Of Area By Area**

The following points, gathered from the consultation exercise and local community safety services, summarises the main issues in each Community Council within the borough. There is a common theme occurring throughout each area. There is an issue of street drinking and under age groups particularly male's with the exception of the Rotherhithe area which experiences problems with female under 18's:

#### **Borough and Bankside, and Bermondsey**

People congregating, urinating and vomiting in the street, and noise nuisance caused by alcohol disorder are the main issues which occur on a daily basis. This results in intimidation, verbal abuse and behaviour that generally makes residents and businesses in this area uncomfortable. The main establishments which are a factor are pubs and night clubs, off licences, hostels, parks and open spaces. Groups which instigate the majority of alcohol disorder tend to be: under age males, males over 18, and street drinkers. Park and community wardens perceive that street drinkers are evolving into a younger group who are becoming increasingly more verbally abusive towards passers by. Borough and Bankside experienced the highest levels of alcohol related ambulance calls between April 2005 and February 2006. This area neighbours Waterloo (Lambeth) which is a DPPO area. As a result, this has a knock on effect in Borough and Bankside.

#### **Rotherhithe and Surrey Docks**

Fighting, congregating, vomiting and urinating and noise nuisance are the primary issues in this area, occurring daily in parts of the SE1 borders. Within the SE16 areas these disturbances tend to occur on a weekly basis. In SE16 alcohol disorder results in verbal abuse and making residents and businesses uncomfortable. Parks and open spaces, pubs and off licences are the key venues. The following groups were identified: under age males; over 18 males and street drinkers. Female under age drinkers are significantly high in this area. Under age drinkers tend to gather near Surrey Water. Rotherhithe have experienced a high level of alcohol related ambulance calls between April 2005 and February 2006, although not quite as high as Borough and Bankside.

#### **Walworth**

Main issues reported by residents, businesses and local community services within the SE17 area are urinating, vomiting, fighting and noise nuisance, which occur on a daily basis with a higher incidence during weekends. Main concerns reported are that people feel uncomfortable and intimidated. Significant factors are off licences, pubs and parks and open spaces. Male over 18s, rough sleepers, street drinkers, and female under age drinkers are the main offenders. The street drinking problem in this area is overlapped by a robbery hotspot and, as a result, has made diverting resources to tackle this issue difficult. Anti social behaviour caused by this group intimidates the local population.

#### **Elephant and Castle**

Elephant and Castle is a primary hotspot of alcohol related violence. The area is also a hotspot for ambulance calls to alcohol related illnesses. The main

issues are congregating and drinking in public spaces, fighting, vomiting and urinating in the area. There is also an issue with noise nuisance and intimidation, verbal abuse and harassment. Pubs and night clubs and off licences are the main offending venues. Groups identified in offenders are street drinkers, males over 18, rough sleepers and beggars, of which there are a high number.

### **Camberwell**

Camberwell has the highest reported issue of people congregating and drinking in public spaces. Other main issues are fighting, vomiting and urinating, and noise nuisance, all of which occur daily. This disorder takes shape in making residents and businesses uncomfortable, intimidation and actual verbal abuse and harassment. These incidences tend to occur within/outside pubs and night clubs, off licences and parks and open spaces. Offenders tend to be street drinkers, males over 18, and rough sleepers. Camberwell had a significant number of ambulance call outs during April 2005 to February 2006. It has been reported by community wardens, and via our resident survey that alcohol and alcohol related issues across Camberwell remains a major issue for respondents despite recent successes in redressing the number of street drinkers.

### **Peckham, Nunhead and Peckham Rye**

SE15 reported the following alcohol disorders of equal proportions: urinating, fighting, noise nuisance and people congregating and drinking in public spaces. SE15 has the highest reported issue of alcohol disorder occurring on a daily basis, which results in making residents and businesses uncomfortable. Verbal abuse and intimidation were secondary issues. Off licences, pubs and night clubs are the main contributors to these problems. The offenders tend to be a mixed group of street drinkers; males over 18; and under age males. SE15 have also recorded a high number of alcohol related ambulance callouts within the same time period. At the time of consultation, community wardens reported that Peckham seems to be fairly free of major problems at the moment, although there are a few 'hot spots' around.

### **East Dulwich**

There were a lower number of respondents from the East Dulwich area. Main concerns reported are noise nuisance, people congregating and drinking in public spaces, urinating, however, these disorders are of a lower intensity than in other areas across Southwark and tend to occur at the weekends. Verbal abuse, harassment and intimidation are reported of equal proportions which pubs are the main contributing factor. Offenders are young people and street drinkers.

### **Dulwich**

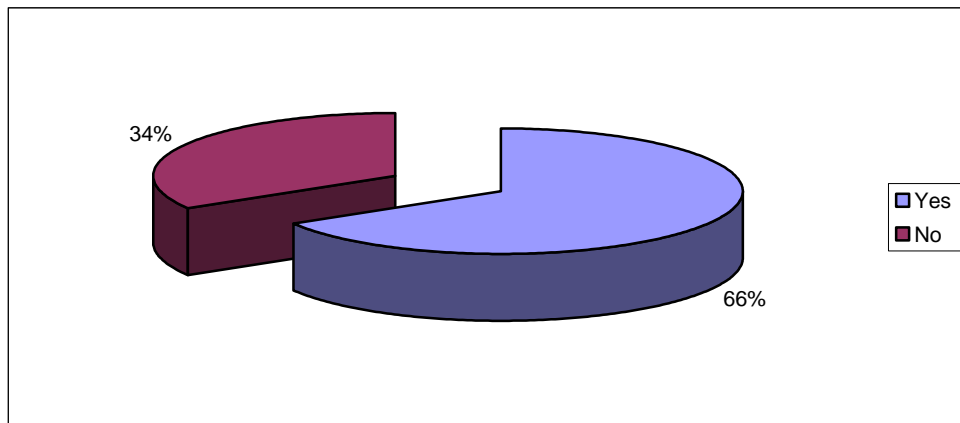
Respondents from the SE21 area were the lowest in this consultation exercise. Dulwich experiences pockets of low level intensity alcohol disorder, however nothing significant. Community Wardens report that Dulwich does not have a problem with street drinkers. Public drinking in this area is very well controlled.

## QUANTITATIVE RESULTS

Quantitative data was collected via a questionnaire. Approximately 2,500 questionnaires were distributed across the borough asking what people's concerns were relating to alcohol disorder.

### Q1. Do you live in the borough?

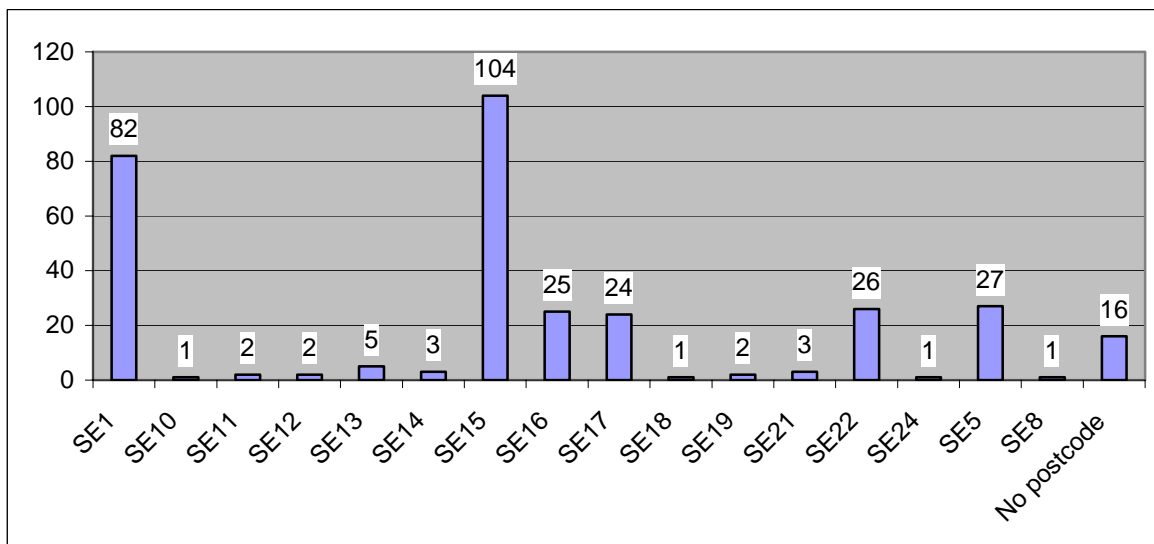
(1)



(2) Percentage split of those that live in/out of the borough

Of a total of 490 responses, 325 (66%) respondents live in the borough. 165 (34%) respondents lived outside of Southwark, but either work, socialise, or visit family and/or friends in the borough.

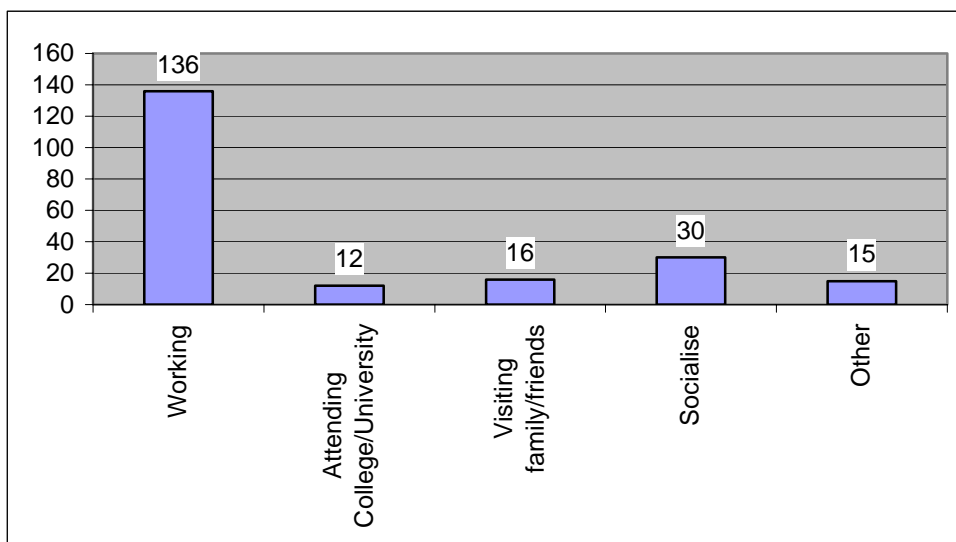
### Q2. If YES, please provide your postcode



(3)

25% of respondents who identified as living in the borough, live in SE1.  
 32% of those identified as living in the borough, live in SE15.  
 SE16, SE22 and SE5, 8% lived in each area.  
 7% of those identified as living in the borough live in SE17

**Q3. If you do not live in the borough, do you do any of the following?**



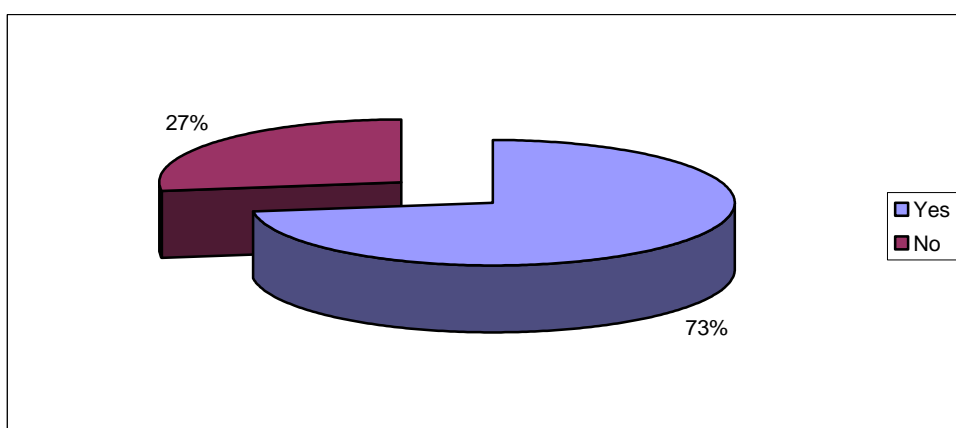
*(4) Reasons for being in the borough for those identified not living in the borough*

46 questionnaires identified more than 1 reason for being in Southwark

**Q4. Have you witnessed alcohol related disorder within your neighbourhood?**

<b>Yes</b>	357	73%
<b>No</b>	133	27%

*(5) Those questioned who had/not witnessed an alcohol related disorder*



*(6) Percentage split of those that had/not witnessed an alcohol related disorder*

<b>Have you witnessed alcohol related disorder within your area? (Broken down by postcodes)</b>		
	<b>Yes</b>	<b>Percentage of Postcode</b>
SE1	63	77%
SE15	104	75%
SE16	16	64%
SE17	18	75%
SE5	22	81%
SE22	15	58%

(7) Break down of those living in the borough that had witnessed an alcohol related disorder

Of those residents who live in the borough and provided their postcodes, the SE5 area is flagged as witnessing the highest percentage (81%) of alcohol related disorder.

**Q5. If YES, what type of disorder have you witnessed within your area?**

See Table 10 (pg 16)

Other	58
Vandalism	115
People vomiting in street	149
People fighting	179
Noise nuisance	218
People congregating and drinking in public places	222
People urinating in street	231

(8) All those questioned who had witnessed an alcohol related disorder (living in and out of the borough)

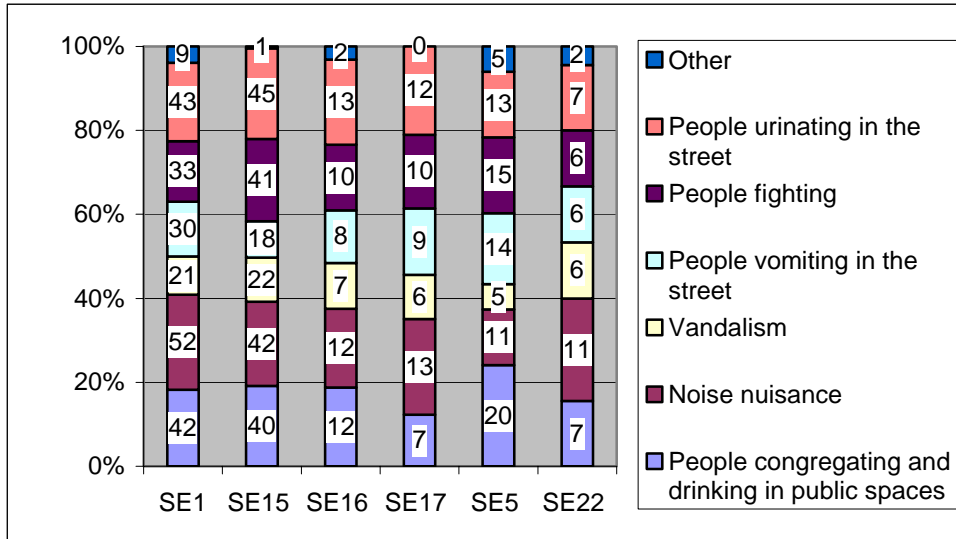
357 questioned witnessed 1172 types of disorder

People urinating in the street (231) and congregating/drinking in public places (222) recorded the highest percentages.

'Other' tended to be around noise – making that a significant percentage at (58)



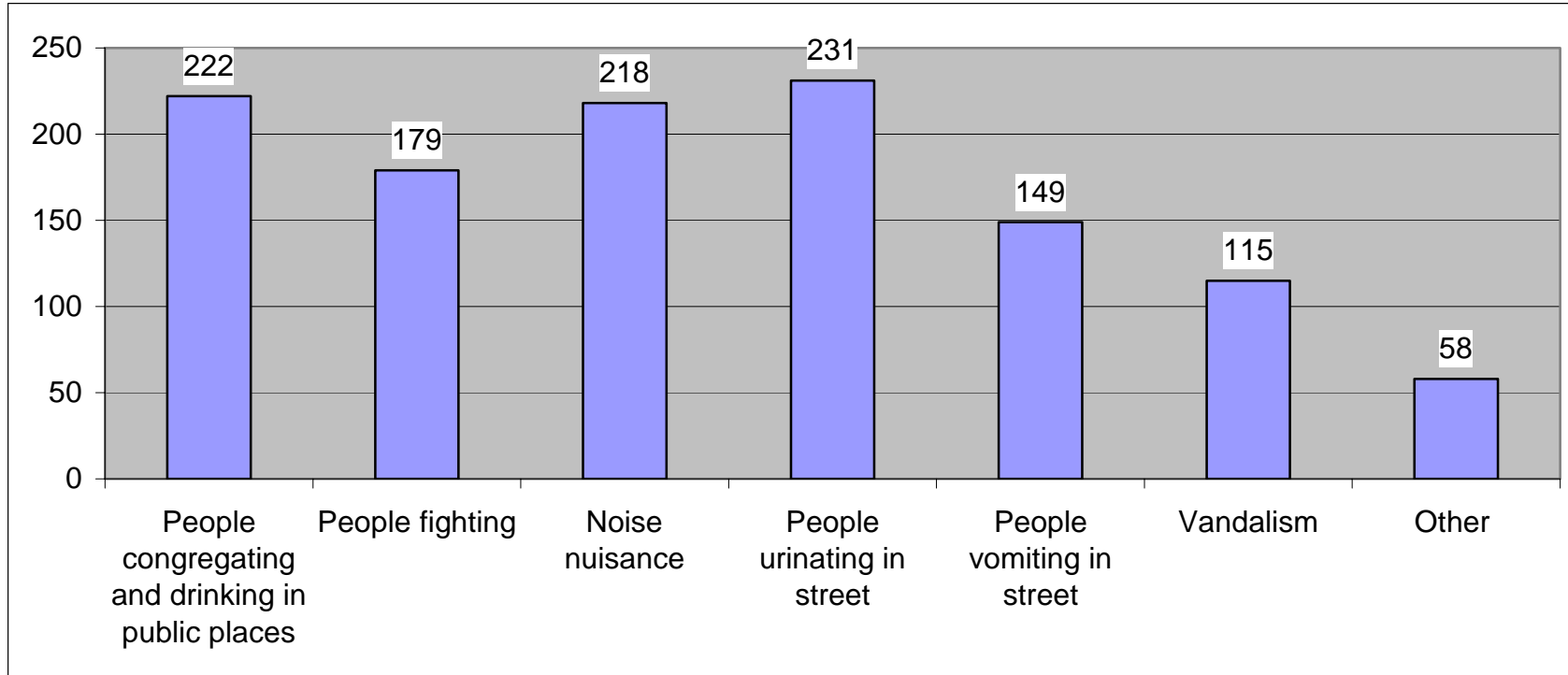
The following chart is broken down by postcode



(9) Break down by postcode for those living in the borough - disorder broken down by postcode

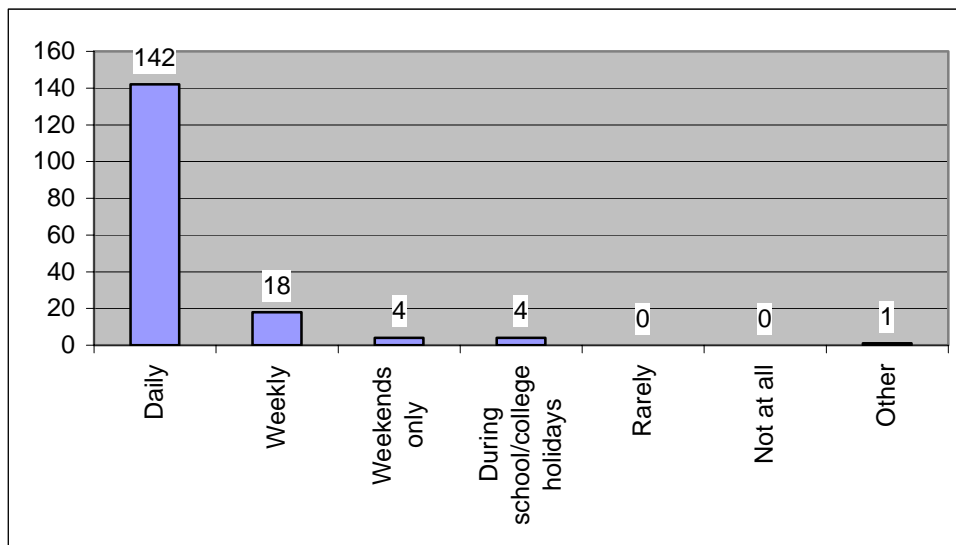
Noise nuisance occurs the highest in the following areas:-  
SE1, SE15, SE17, SE22

(10) All disorders identified by those that had witnessed an alcohol related disorder – living in and out of the borough



**If YES, what type of disorder have you witnessed within your area?**

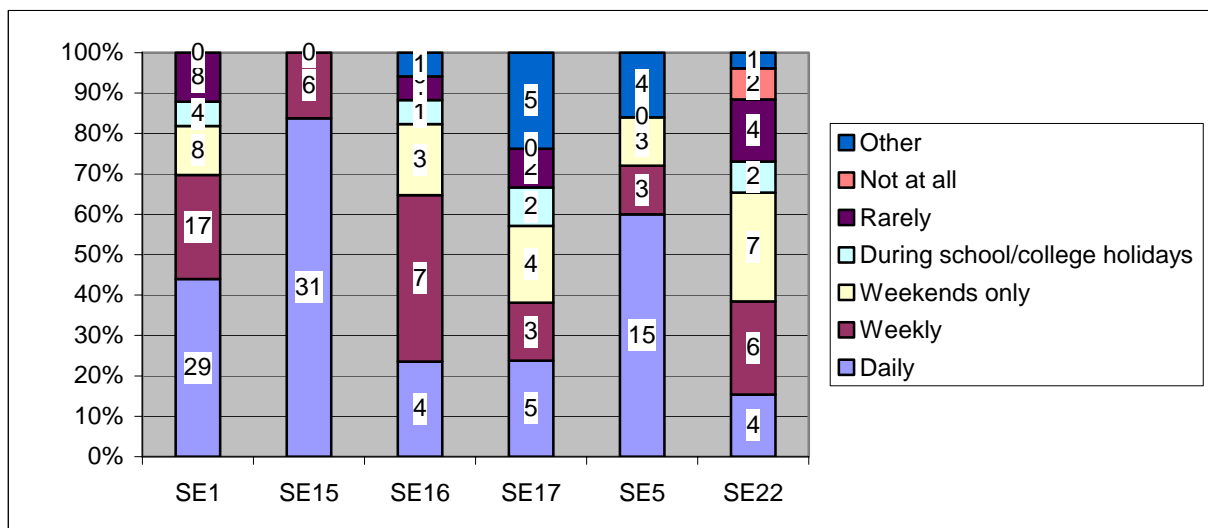
**Q6. How often does this behaviour take place?**



(11) Frequency of disorders – those living in and out of the borough

357 individuals witnessed an alcoholic disorder, 169 noted how often they had seen this undertaken.

84% said they had seen disorder daily  
2% said that it was weekends only



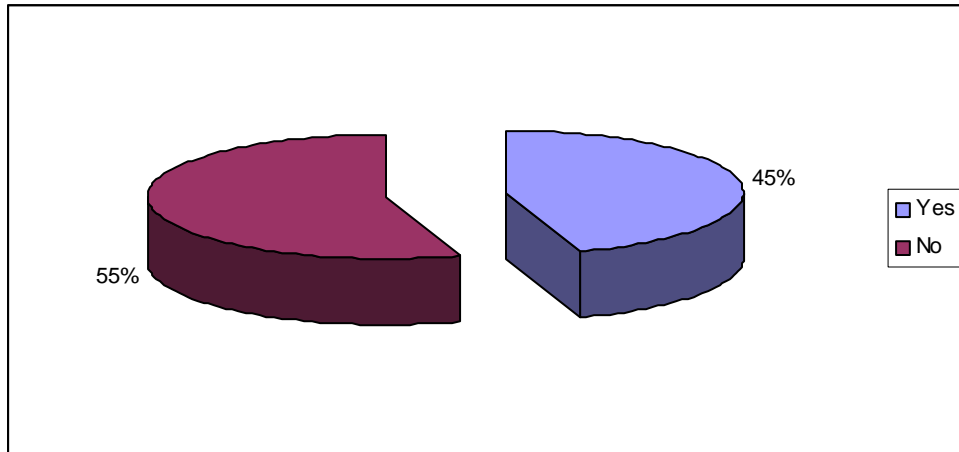
(12) Frequency of disorder broken down by postcode

**Q7. Has alcohol related disorder affected you personally?**

Has alcohol related disorder affected you personally? All questionnaires	
Yes	220
No	270

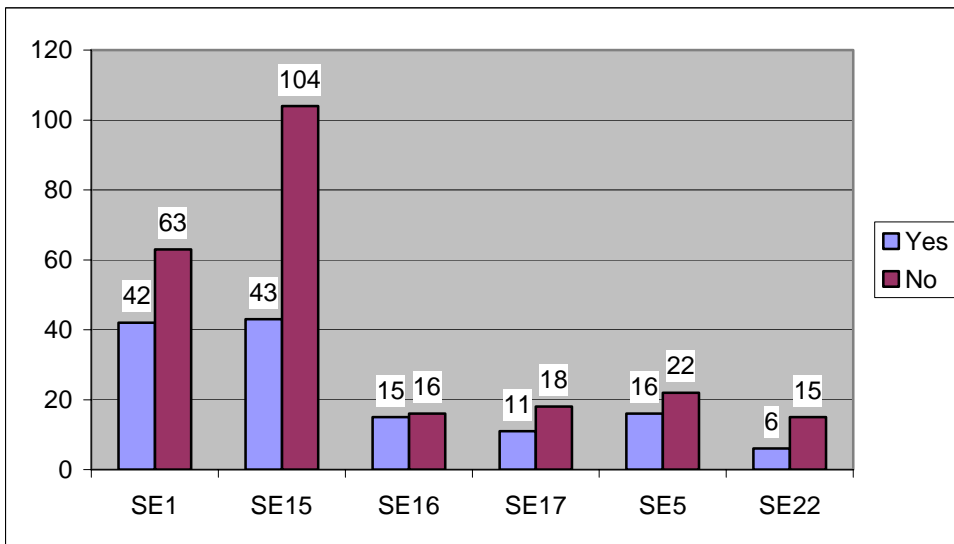
(13) Those personally affected by a disorder – all questioned

Has alcohol related disorder affected you personally? All questionnaires



(14) Percentage of those affected/not affected personally

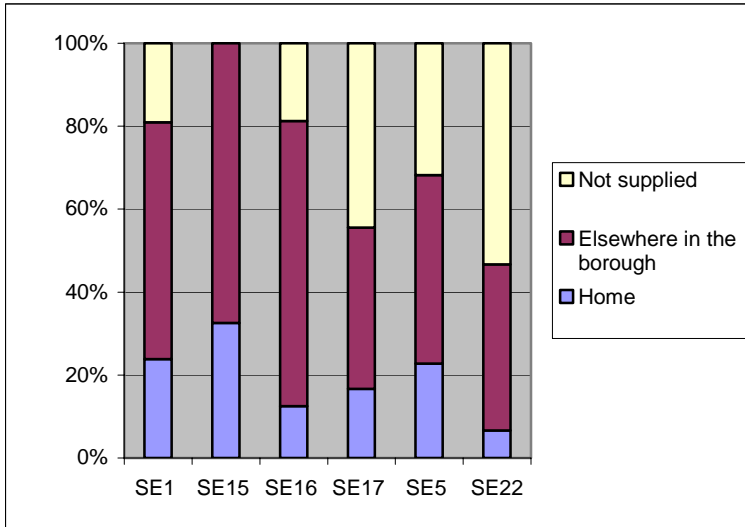
(15) Those affected personally broken down by postcode



**Q8. If YES, which area did this take place?**

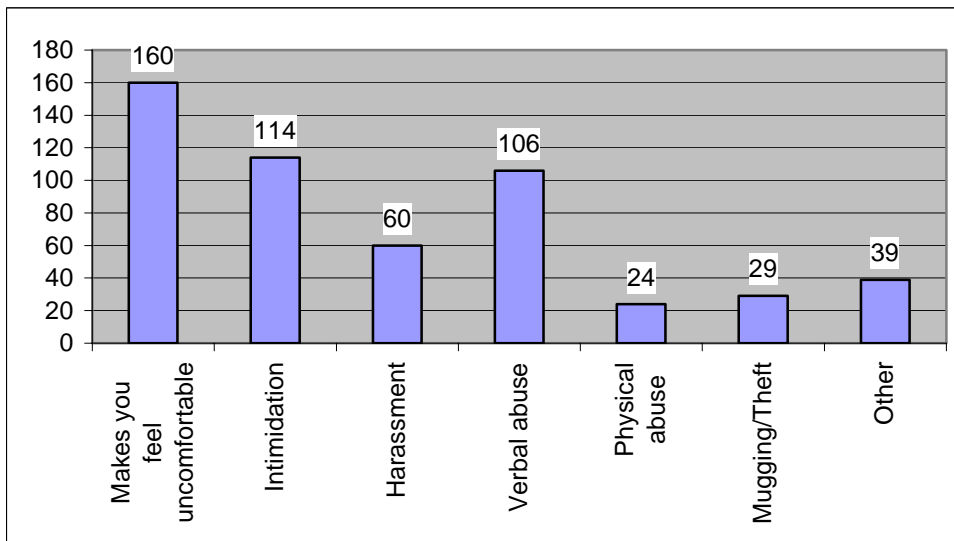
Home	60*
Elsewhere in the borough	162

(16) \*2 extra replies for where they had been affected, although had not been identified in Q7



(17) Where did this take place broken down by postcode

**Q9. If YES, how has it affected you?**

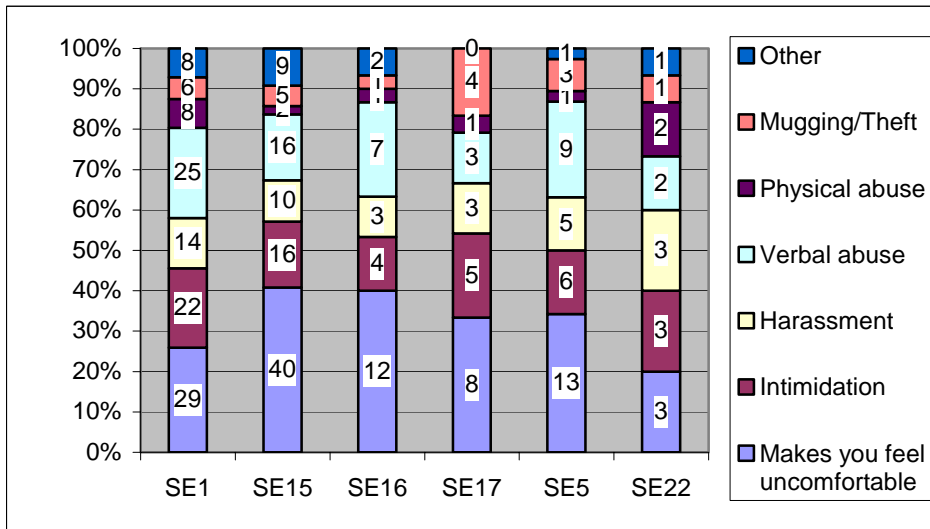


(18) All questionnaires

10 respondents said that they had not witnessed disorder (Q4) but answered anyway.

24 respondents said that disorder had not affected them (Q7) also answered

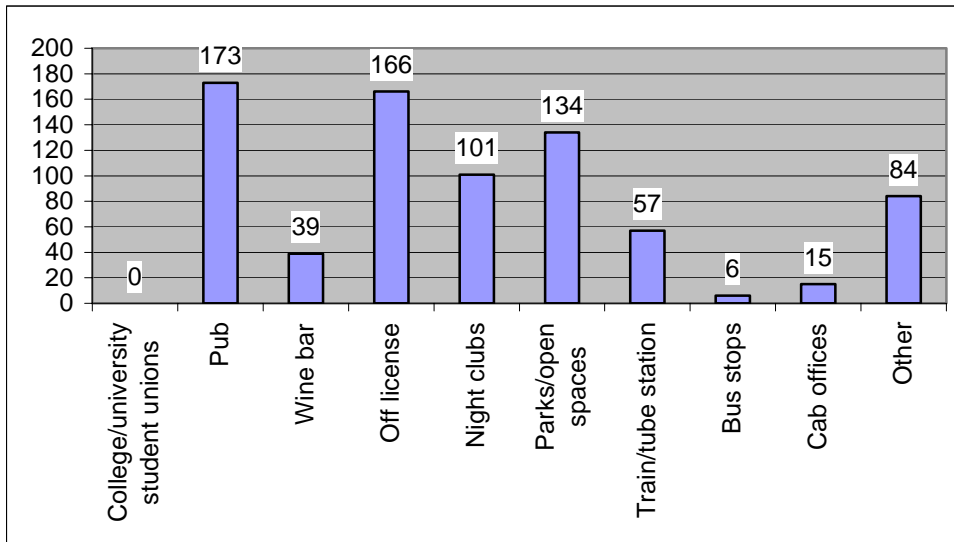
**If YES, how has it affected you? Broken down by postcode**



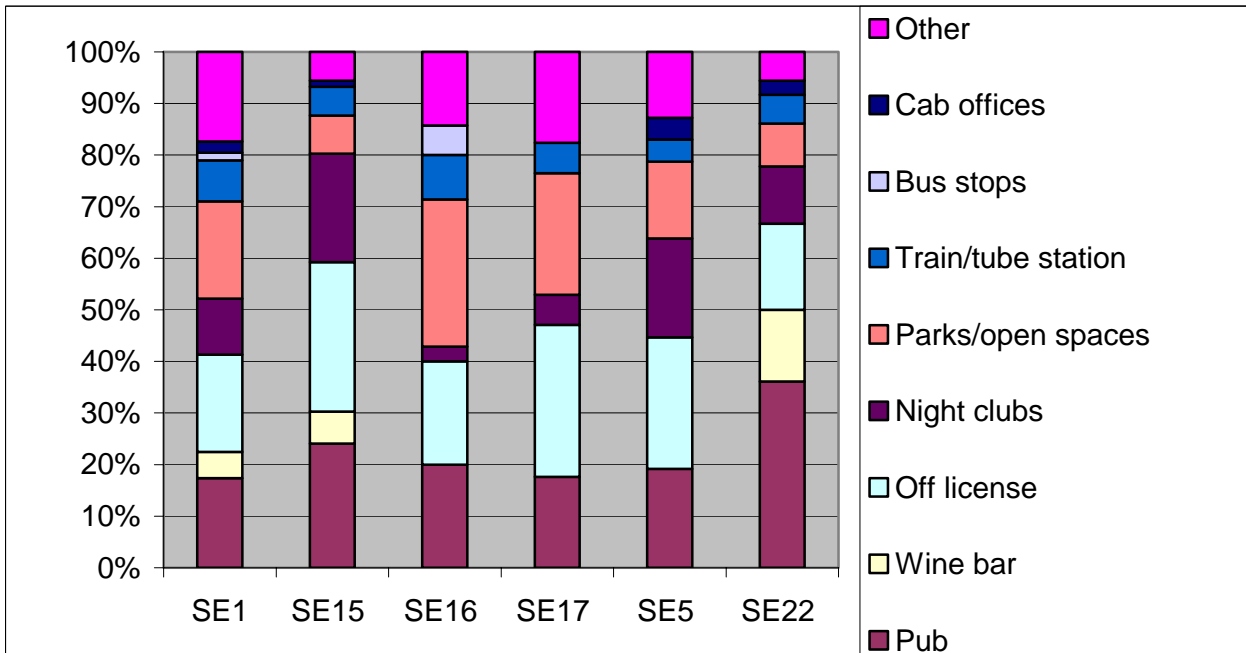
(19)

**Q10. Which type of establishment contributes the most to alcohol related disorder in your area?**

775 types of establishments were identified as the sort that contribute to alcohol related disorder



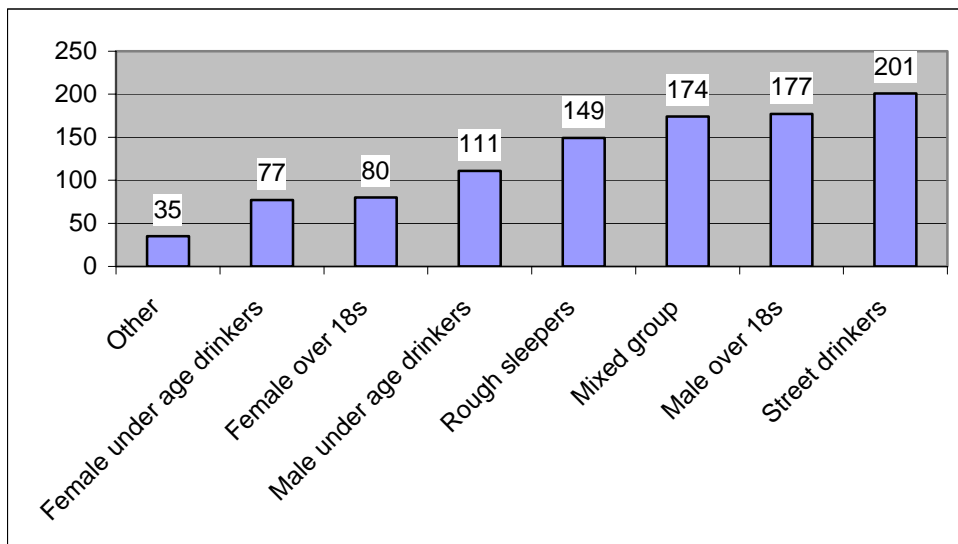
(20) Which type of establishments contribute to alcoholic behaviour – all questioned



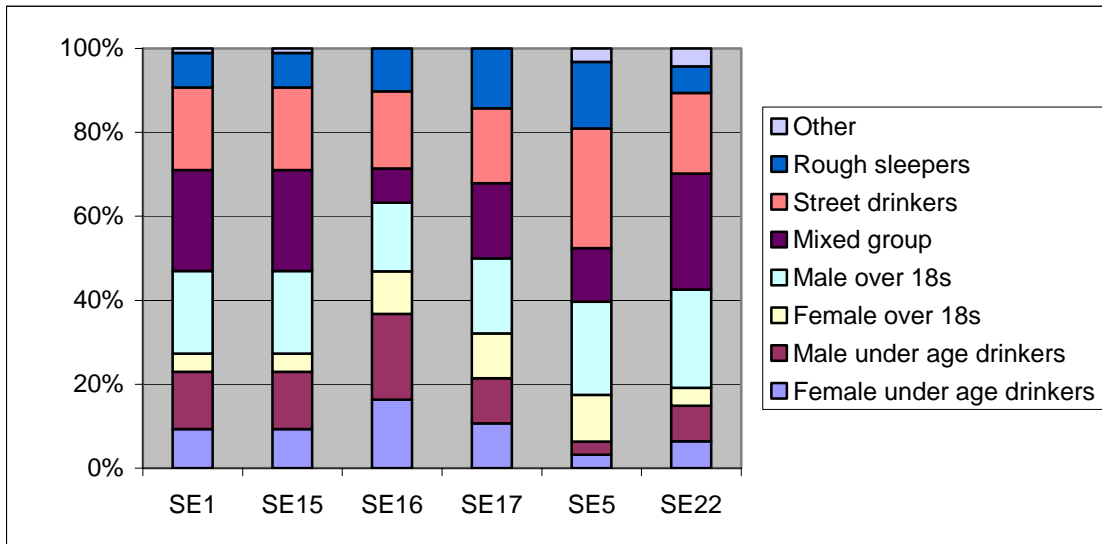
(21) Which type of establishment contributes the most to alcohol related disorder in your area? – broken down by postcode

**Q11. Please describe the group/s, which, you feel cause alcohol disorder within your area**

(22) Group/s which those questioned feel cause alcoholic disorders – all questioned



(23) Please describe the group/s, which, you feel cause alcohol disorder within your area – broken down by postcode





## **BOROUGH WIDE REVIEW OF ALCOHOL RELATED VIOLENCE**

This document is a brief borough overview of some of the alcohol related crime and disorder data that is available to the SSP. It focuses on recorded crimes that have been flagged as alcohol related along with considering alcohol related calls to the London Ambulance Service. It is not a full analysis of the alcohol related issues in the borough and as such should be used with the following recommendations in mind.

Crime data is based on flagged offences, which were available at the time of writing. A more detailed search of the CRIS system should be conducted to extract offences that will show the true picture of recorded crime

A more thorough examination of data available across the partnership is required to assess in detail the nature of alcohol related crime and disorder.

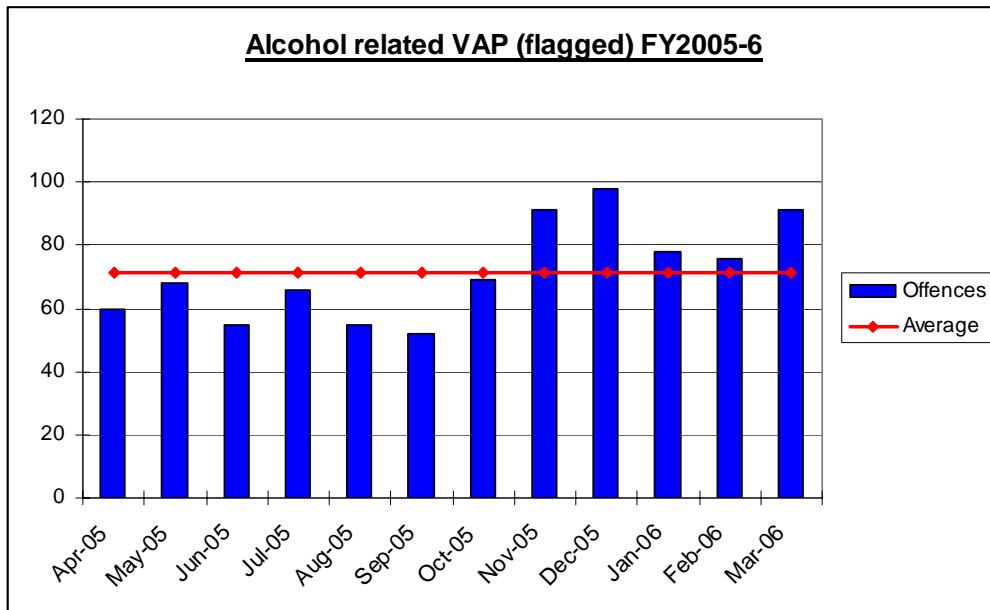
### **Alcohol CRIS Data Review – Police Data**

Between April 2005 and March 2006 there were 859 recorded incidents (flagged) of violence against the person (VAP) in Southwark that were flagged as being alcohol related. This is an increase of 43% (N=257) against the previous year.

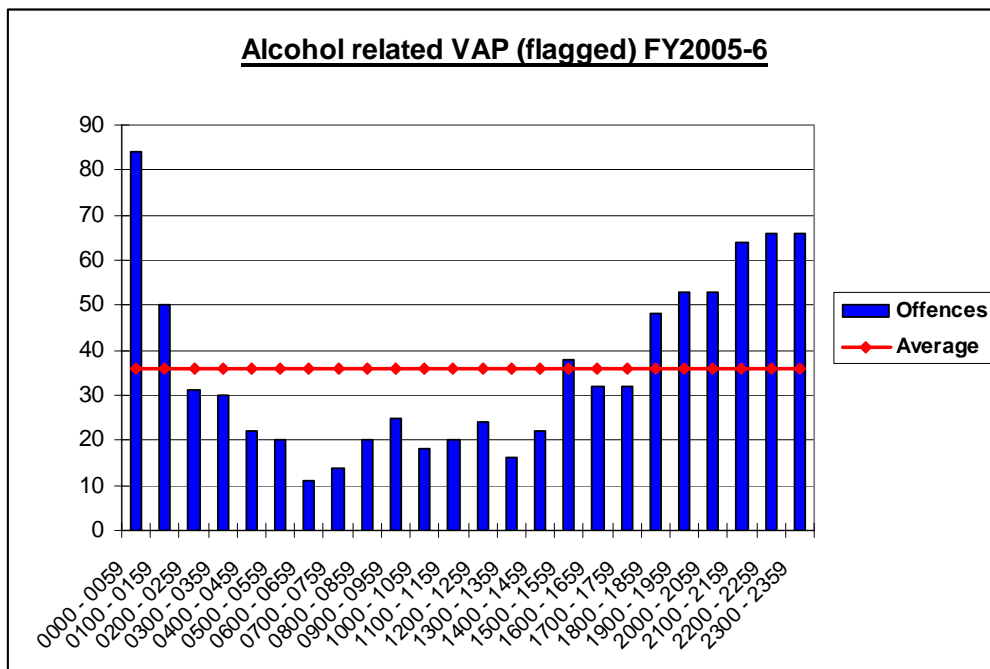
Of the 859 alcohol related VAP incidents in FY2005-6, 370 (43%) were for offences of ABH and 222 (26%) were for incidents of common assault. The remaining incidents were primarily for offences of harassment, GBH and public order offences.

### **Temporal Breakdown**

The 859 flagged offences in FY2005-6 indicate that there are more alcohol related VAP incidents in the winter months, with a peak in offending during December. This peak coincides with the Christmas holiday period and it is hypothesised that this is the reason for this peak in activity.



The flagged data indicates that alcohol related VAP primarily occurs during the evening and into the night. 56% of the offences occur in the 8 hours between 1800 and 0200hrs. Furthermore there is a noticeable peak in offending from midnight to 0100hrs. Saturday and the early hours of Sunday morning are the peak days for these offences to occur.



## Geography

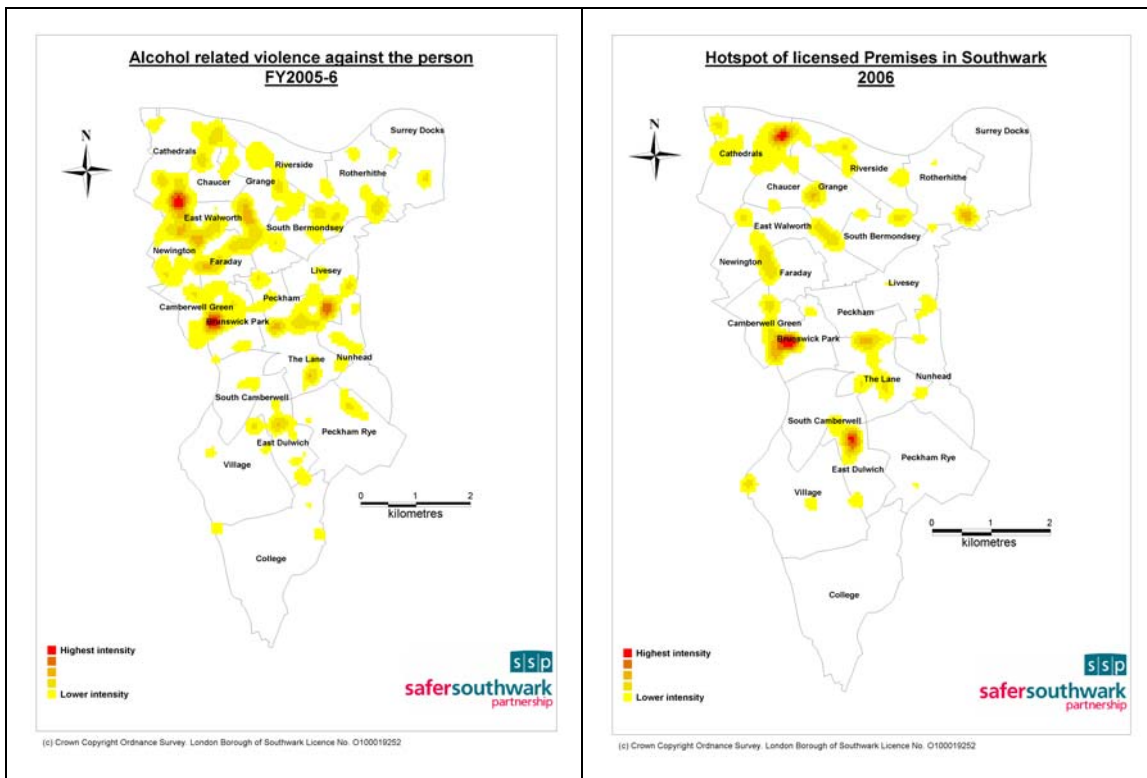
Pockets of alcohol related violence are evident throughout the borough, with the exception of the Dulwich area. There are three primary hotspots (map 1) in Elephant & Castle, Camberwell and Peckham. The hotspots for licensed premises (map 2) in the borough are in the London Bridge, Camberwell and South Camberwell/East Dulwich. When compared to the crime data, the VAP hotspot in Camberwell can be expected as it is also a hotspot for licensed premises.

Dulwich area has pockets of low intensity alcohol related disorder in or near the following areas:-

Herne Hill Velodrome; area between Lordship Lane and Barry Road; West Dulwich Station; Sydenham Hill Wood Nature Reserve; East Dulwich Station; Dulwich Hospital; Peckham Rye area – on the border of Nunhead.

**Map 1**

**Map 2**



## Alcohol CRIS Data Review – Ambulance Data

Between April 2005 and February 2006 the London Ambulance service (LAS) attended 4137 incidents in the borough of Southwark. This is a decrease of 10% (N=440) on the same period the previous year.

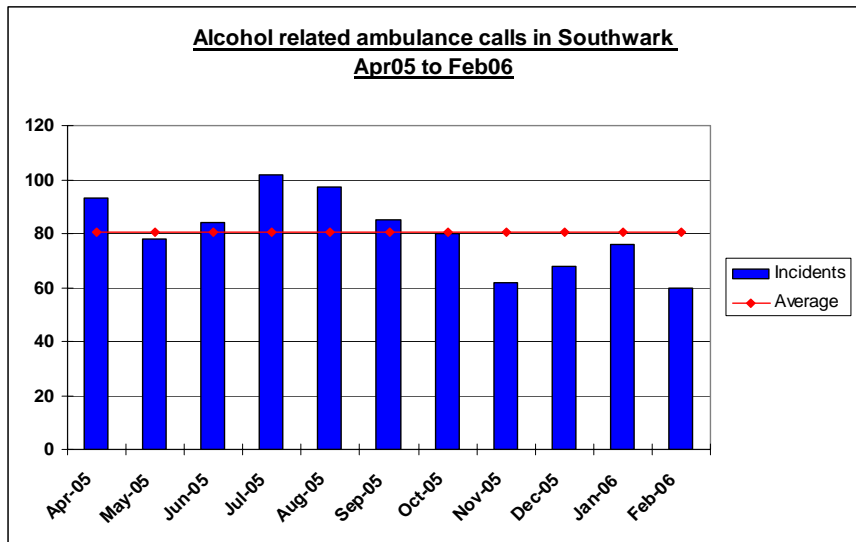
As well as recording temporal information from incidents attended, LAS also record details of the illness type of the patient and also the type of incident that they are

attending. Alcohol related calls are recorded under the illness type and have been used for this piece of analysis.

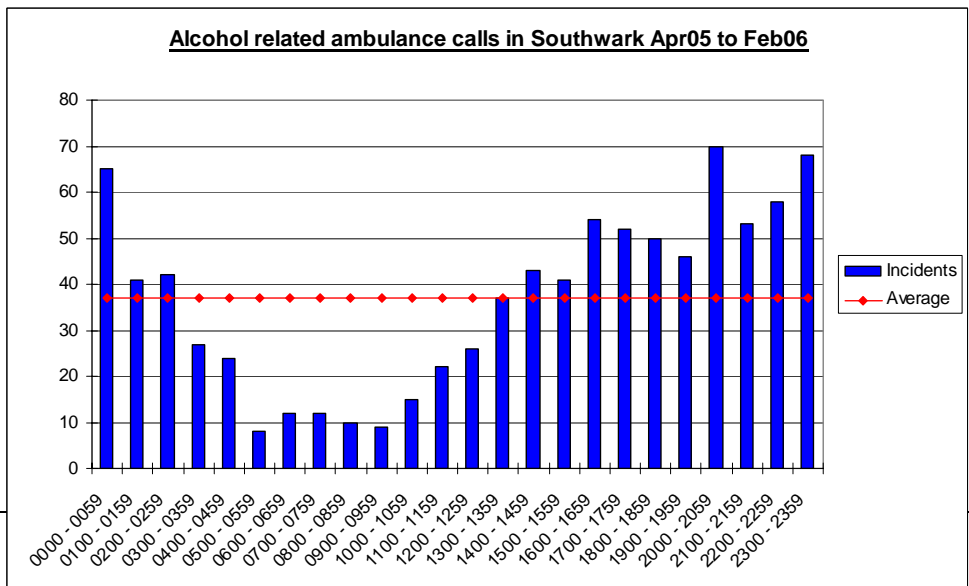
In total there were 885 alcohol related illnesses attended in Southwark between Apr 05 and Feb 06. Alcohol accounted for more than any other illness category and was responsible for 21% (1 in every 5) ambulance calls. They also attended high numbers of overdose related calls and calls to victims with cuts and bruises.

**Temporal Breakdown**

There is a strong seasonal trend in calls to alcohol related illnesses, with the summer months experiencing the highest levels. During the first 6 months of FY2005-6 there was an average of 90 calls per month, compared to an average of 70 calls per month in the last 5-months. July and August are the highest months for this type of call. This seasonal variation is also evident when looking at all ambulance calls throughout the year, although the peak in July and August is specific to alcohol related calls.



Ambulance calls to alcohol related illnesses also have an evident time trend. From the 12 hours 0000 to 1200 there is an average of 24 calls per hour to alcohol related illnesses, compared to 50 per hour between 1200hrs and 2359. 67% of alcohol related calls occurred in the later time period.



## Geography

The maps below compare the total amount of illnesses attended by LAS to those which were alcohol related. Map 4 shows that there are several areas within the borough that experience high levels of ambulance calls. However Map 3, which focuses on alcohol related call shows that the north west of the borough (Borough & Bankside Community council area) is the hotspot for ambulance calls to alcohol related illnesses. This is primarily around the London Bridge area also Elephant & Castle. The hotspot in London Bridge can be expected as it is also a hotspot for licensed premises (see Map 2), however, the Elephant & Castle is not a hotspot for licensed premises, although it is the location of some of the borough's larger venues.

**Map 3**

**Map 4**

