



# SHEFFIELD CITY COUNCIL Committee Report

## Agenda Item 5



**Report of:** Chief Licensing Officer, Head of Licensing

**Date:** 7<sup>th</sup> February 2013

**Subject:** Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2007

**City Centre Designated Public Place Order - Review**

**Author of Report:** Claire Bower – 203 7751

**Summary:** To review the impact of the Order since implementation.

**Recommendations:** That members consider all the information provided in the presentation made by the Police and any other information provided at the meeting either in writing or verbally.

**Background Papers:** Attached documents

**Category of Report:** OPEN

# REPORT OF THE CHIEF LICENSING OFFICER (HEAD OF LICENSING) TO THE LICENSING COMMITTEE

Ref: 10/13

## Designated Public Place Orders (DPPOs) City Centre - Review

### 1.0 SUMMARY

- 1.1 At its hearing of 9<sup>th</sup> December 2005, the Licensing Committee resolved that approval be given for the implementation of a Designated Public Place Order (DPPO) covering the Sheffield city centre (at that time, the order was referred to as an Alcohol Restriction Zone (ARZ)). The minutes from this hearing are attached to the report at Appendix 'A'.
- 1.2 The area covered by the Order is depicted in the plan attached to the report at Appendix 'B'.
- 1.3 The Order has not been formally reviewed since its implementation, therefore, South Yorkshire Police have undertaken consultation work to present how the Order is impacting alcohol related anti-social behaviour / disorder in the area.
- 1.4 The outcome of the consultation work will be presented by South Yorkshire Police at the hearing.
- 1.5 A request for a potential extension of the DPPO will also be presented at the hearing.

### 2.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

- 2.1 The introduction of Section 13 of the Criminal Justice and Police Act 2001 allows Local Authorities, after consultation, to make an order identifying a designated place if they are satisfied there is an alcohol related nuisance or annoyance to the public.
- 2.2 The order does not make it a criminal offence to consume alcohol within a designated area. An offence is committed if the individual refuses to comply with a constable's request to refrain from drinking.
- 2.3 These powers are not intended to disrupt peaceful activities – bodies responsible for enforcing DPPOs must keep in mind that the power is to be used explicitly for addressing nuisance or annoyance associated with the consumption of alcohol in a public place.
- 2.4 The Order may assist the Council in achieving the following Outcome Areas detailed in "Standing up for Sheffield: Corporate Plan 2011 -14:-
  - Better Health and Well Being
    - Physical and mental health and wellbeing
    - Great place to grow up and grow old
    - Promoting lifelong health and wellbeing
  - Safe and Secure Communities

- Communities to *be* safe and secure
- Communities to *feel* safe and secure
- A Great Place to Live
  - Desirable homes
  - Thriving neighbourhoods
  - Place management

### **3.0 INTRODUCTION AND BACKGROUND**

- 3.1 The initial request for the Order was made by South Yorkshire Police and the City Centre Manager as there was evidence of nuisance/annoyance to members of the public and disorder associated with the consumption of alcohol in the city centre.
- 3.2 The City Centre Manager defined the original area covered by the Order as the area of land within the inner ring road but extended the area to include land between Sheaf Street and the Midland Station, which would enable the Police to deal with potential problems from football fans arriving into the city by train.
- 3.3 South Yorkshire Police will be attending the hearing to update Members on the impact of the Order on the city centre and provide evidence with regard to a potential extension of the Order based on a preliminary consultation in the area.
- 3.4 A document detailing the Police's evidence, consultation and request to extend is attached to the report at Appendix 'C'.

### **4.0 LEGISLATION AND GUIDANCE**

- 4.1 Section 13 of the Criminal Justice and Police Act 2001 enables local authorities by order to identify any public place in their area if they are satisfied that –
- a) nuisance or annoyance to members of the public or a section of the public; or
  - b) disorder;

has been associated with the consumption of intoxicating liquor in that place.

- 4.2 There must be an evidential basis for designation. The guidance note attached to the Home Office Circular (013/2007) on The Local Authorities (alcohol consumption in designated public places) Regulations 2007 states at paragraph 18:

*“The local authority will want to satisfy itself that these powers are not being used disproportionately or in an arbitrary fashion which could be the case if one, isolated incident led to a designation order. Clearly there should be evidence of an existing problem, with an assessment as to the likelihood that the problem will continue unless these powers are adopted and belief that the problem could be remedied by the use of these powers. Against this background, it is possible that a single, serious incident might be sufficient to justify adoption of the powers.”*

- 4.3 Prior to making an order, the regulations require local authorities to consult with the Police and other interested parties in the area such as any parish or community council, licensees in the area and owners or occupiers of land identified.

4.4 Once made an order applies to all areas to which the public have access, including private land (subject to the comments made at Paragraph 5).

4.5 While it is not an offence to consume alcohol within a “designated” area, the police have powers to control the consumption of alcohol in that place. If they believe someone is consuming alcohol or intends to consume alcohol they can:

- require them to stop; and
- confiscate alcohol from people.

If someone, without a reasonable excuse, fails to comply with the officer’s request they are committing an offence which can result in a penalty notice or fine. The power is discretionary.

4.6 A DPPO may be enforced by a police officer (and other accredited persons, under sections 41 and 42 and Schedule 5 to the Police Reform Act).

## **5.0 THE REVIEW**

5.1 There is no statutory requirement to review a DPPO however; guidance suggests that this is good practice to evaluate whether the DPPO has stopped/helped reduce alcohol-related anti-social behaviour/disorder.

## **6.0 THE EXTENSION OF THE DPPO BOUNDARY**

6.1 In order to extend the area of a DPPO, a new Order must be produced.

6.2 The consultation and publicity processes will need to be formally carried out for the new area.

## **7.0 FINANCIAL IMPLICATIONS**

7.1 Should Members consider the evidence to extend the Order is sufficient to initiate the formal consultation process, there would be a cost.

7.2 An initial newspaper advert will be required and, following consultation, a further newspaper advert must be published if the Order is to take effect. Previous adverts placed in the Sheffield Telegraph on this subject were £460 and £425.

7.3 Should the extension to the Order become operational, signage must be installed in the designated place. It will be dependent on the size of the designated place, how many signs would need to be erected but sufficient number of signs would be required to draw the public’s attention to the order.

7.4 In addition, due to the time the original Order has been in place, it is likely the existing signs will require refreshing/replacing.

7.5 At the time of writing the report it is not clear from where funding for any of the above will be obtained.

## **8.0 RECOMMENDATIONS**

- 8.1 That members consider all the information provided in presentation made by South Yorkshire Police and any other information provided at the meeting either in writing or verbally.

## **9.0 OPTIONS OPEN TO THE COMMITTEE**

- 9.1 To maintain the existing DPPO in Sheffield City Centre and;  
Order a further review for a time specified by the Committee; and  
Order the necessary process to proceed with formal consultation to extend the area of the DPPO.
- 9.2 To maintain the existing DPPO in Sheffield City Centre and;  
Order a further review for a time specified by the Committee; and  
Reject the proposal for the extension.
- 9.3 To order the necessary process to revoke the existing DPPO in Sheffield City Centre; and  
Reject the proposal for the extension.

Steve Lonnia  
Chief Licensing Officer, Head of Licensing  
Licensing Services

January 2013

LIC/CB

**SPECIAL MEETING OF THE LICENSING BOARD**

held 9th December 2005

PRESENT: Councillors Janet Bragg (Chair), David Barker, Marjorie Barker, Martin Brelsford, Jonathan Harston, Denise Fox, Alf Meade, John Robson, Clive Skelton, Sam Wall and Garry Weatherall

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1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Kathleen Chadwick, Simon Clement-Jones, Graham Oxley and Mike Waters.

2. PROPOSED ORDER – LOCAL AUTHORITIES (ALCOHOL CONSUMPTION IN DESIGNATED PUBLIC PLACES ORDER – SHEFFIELD CITY COUNCIL: CITY CENTRE) ORDER 2005

The Assistant Chief Executive, Legal and Governance, submitted a report on a proposal to create an alcohol restriction zone, broadly within the City Centre, under the provisions of the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001.

The report stated that, under the provisions of the Criminal Justice and Police Act 2001, a Police Officer could take action if he reasonably believed that a person was, had been, or was intending to, consume intoxicating liquor in a designated public place. The Police Officer could require the person concerned to refrain from consuming alcohol in the designated area and could confiscate and dispose of the liquor. If the culprit failed, without a reasonable excuse, to comply with the requirement, an offence would be committed and the person would be liable, on summary conviction, to a fine not exceeding level 2 on the standard scale.

The report defined those places that could be designated as public places and those which could not.

Before making an Order under the regulations, a local authority must consult the Chief Officer of Police for the police area in which the public place proposed to be identified in the Order was situated, the Parish or Community Council in whose area the public place was situated, the Chief Officer of Police, the local authority and the Parish or Community Council for an area near the public place which they considered might be affected by the designation and the licensee of any licensed premises in that place, or which they considered might be affected by the designation.

In addition, the Council was also required to consult with the owners or occupiers of any land proposed to be identified and to consult more widely with the public, via a notice in a newspaper which was circulated in the area and to invite representations as to whether or not an Order should be made.

At its meeting on 6th July 2005, the City Council had given authority for action to be taken, in accordance with the relevant legislation (the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001, as conferred upon it by the Criminal Justice and Police Act 2001) to take all necessary action to establish a designated public place (alcohol restricted zone) in relation to the City centre and the Hillsborough Shopping Centre. In the event of there being objections to the proposal, the Council requested that the matter be referred to the Licensing Board for determination.

The report stated that the Council had received representations from the South Yorkshire Police and the City Centre Manager indicating that there was evidence, within the City centre, of disorder and nuisance/annoyance to members of the public and these were associated with the consumption of intoxicating liquor. Supporting information had been supplied by the South Yorkshire Police and the City Centre Manager and this was appended to the report. The City Centre Manager had defined the City centre as being that area of land within the inner ring road, but extended to include land between Sheaf Street and the Midland Station.

The report gave details of the consultation that had taken place and the observations and objections that had been received were attached to the report.

Attached to the report was a proposed draft Order and the steps that would need to be adopted to make the Order, should the Board be so minded, were detailed in the report, as were the financial implications.

Before presentation of the report, John Derricott, Licensing Solicitor, stated that a communication had been received from Dr. Jeremy Wight, Director of Public Health, North Sheffield Primary Care Trust stating that he was unable to attend the meeting and requesting

that the matter be deferred until 6th January 2006.

In presenting the report, Kathy Maude, Licensing Officer, introduced Richard Eyre, City Centre Management Unit, Chief Inspector Sean Morley, South Yorkshire Police, Frances Woodhead, Head of Legal Services, and objectors, Janet Stratford, Victoria Hall Methodist Church, Wendy Bates, Ben's Centre, Professor Josephine Maltby, Treasurer, Ben's Centre and Rachel Driver, South East Primary Care Trust.

Richard Eyre, City Centre Management Unit, stated that the proposals for an alcohol restriction zone had been promoted by the Safer City Centre Partnership following problems that had been caused in various parts of the City, including the Sheffield Cathedral, Dixon Lane and Devonshire Green. As a consequence, in conjunction with Chief Inspector Sean Morley, South Yorkshire Police and John Derricott, Licensing Solicitor, he had examined the limited powers that were available to the Police to deal with nuisance drinking.

Chief Inspector Morley addressed the Board and stated that there were three strands to the nuisance drinking within the City centre and these related to under-age drinking, the night-time economy and street drinking. The incidence of violent crime in the City centre had increased by 30% over the last twelve months and the creation of an alcohol restriction zone would be of significant help in dealing with vulnerable young people.

The Chief Inspector went on to say that the night-time economy provoked a high number of assaults, some where bottles were used as weapons, and general street crimes and these were associated with alcohol misuse.

Street drinkers tended to engage in other anti-social activities and there had been 69 complaints within the last three months with regard to anti-social behaviour. The Moor retailers had also complained that the behaviour of street drinkers was affecting trade. However, the Police recognised that such people needed help and if an alcohol restriction zone was introduced, it would give the Police discretionary powers to deal with this vulnerable section of society in conjunction with the voluntary sector.

Richard Eyre stated that there had been formal and informal consultation in relation to introducing an alcohol restriction zone and the Safer City Centre Partnership had been represented at such meetings.

Members of the Board asked a number of questions of Chief Inspector Morley and Richard Eyre who also stated that the existence of an Order would enable the Police to deal more effectively with under-age drinkers.

In regard to the discretionary powers, the Chief Inspector stated that the Police Officers who would be dealing with the street drinkers were experienced and sensitive to their needs. The restriction zone would cover a larger area than that covered under Section 30 Dispersal Orders and it was unlikely that drinkers would disperse into the suburbs.

A Member of the Board raised possible problems at out-of-city centres such as Hillsborough, Chapeltown and Broomhill and the Chief Inspector retorted that the incidents involving violence related, principally, to the City centre.

Richard Eyre stated that 846 day-time incidents involving alcohol had been recorded by the City Centre Ambassadors between April and December 2005 but Chief Inspector Morley added that most of the violent incidents occurred at night.

In response to questions about the boundary of the proposed Order, John Derricott stated that the City Centre Manager had defined the City centre as the area of land within the inner ring road but extended to include land between Sheaf Street and the Midland Station, which would enable the Police to deal with inebriated football supporters arriving by train.

Chief Inspector Morley described problems with people moving across the City centre from one outlet to another and becoming violent and using bottles as weapons. When those people congregated together, the Police had very real difficulties in dealing with crowds of heavy drinkers and if they could disarm them of their bottles, cans, etc. it would reduce the likelihood of violence.

Rachel Driver, South East Primary Care Trust, stated that under the provisions of the Licensing Act 2003, it was an offence for a licensee to sell alcohol to anyone who was drunk. However, John Derricott responded that this had been an offence since 1964 but the Police were still having the problems now outlined.

Professor Josephine Maltby referred to the timeline paper now circulated in regard to consultation relating to an alcohol restriction zone and asked whether the voluntary sector had been engaged in such discussions.

Richard Eyre stated that the City Centre Ambassadors were part of the City Centre Management Unit and had carried out informal discussions with outreach workers in the public and voluntary sectors.

John Derricott stated that the Licensing Section had been instructed to carry out consultations in accordance with the requirements of the Criminal Justice and Police Act 2001 and he was satisfied this had been undertaken.

Richard Eyre added that the City Centre Management Unit had commenced informal consultations in November 2004 and the timeline paper was a snapshot of what had taken place



since June 2005.

Chief Inspector Morley stated that the Police worked in partnership with the City Centre Management Unit and the alcohol restriction zone proposals had been a catalyst in ensuring that Ben's Place could continue and improve its support services to street drinkers.

In response to questions from Members of the Board in relation to the proposed discretionary powers of the Police, Chief Inspector Morley stated that Officers would explain the purpose of the zone and could ask the offender to dispose of the alcohol. Any subsequent action would depend on the behaviour of the offender. Each case would be assessed on an individual basis but the Officers would act with discretion to ensure that people were not drinking and causing a nuisance on the street.

Richard Eyre added that an integral part of the introduction of a restriction zone would be the training given to Officers to deal with people with alcohol dependency problems. This would form part of a Protocol that was being prepared. A referral programme was also being developed where people could be directed to the appropriate agency for support. There was no formal referral system in operation at the moment.

Rachel Driver asked if there were any plans as to where the street drinkers could go if they were excluded from the City centre and the Chief Inspector responded that this needed to be explored further but it had been suggested that there could be a small, supervised, area outside Ben's Place where a small number of individuals could consume alcohol under supervision.

In conclusion, Chief Inspector Morley confirmed that all the disorder incidents cited in the appendices to the report were directly related to alcohol.

The objectors addressed the Board and Professor Josephine Maltby stated that street drinkers were a small group of people who suffered physically and mentally and drinking was their daily activity. If it were made illegal to drink alcohol in the City centre, they would move out to other areas and this would be dangerous, both for the drinkers and the people who lived in those areas.

Professor Maltby referred to the points raised by Councillors Jean Cromar and Jillian Creasy (comments contained in the appendices to the report) about the possibility of street drinkers relocating to places where there were no facilities to assist them.

Professor Maltby stated that street drinkers could not be dependent on an impromptu system, depending on the goodwill of the Police and the City Centre Ambassadors. It would be necessary to have a protocol with all the relevant agencies so that a robust plan for dealing with street drinkers could be put in place.

Members of the Board commented that they were satisfied that a proper consultation process had taken place and they expressed concern that there should be a balance of the needs of all the people using the City centre (which should be a safe environment) and those of the street drinkers.

Professor Maltby responded that she was not trying to undermine attempts to create a more peaceful and safe City centre but she was representing clients who also had needs and a durable, long-term solution to the problem was required.

Rachel Driver, South East Primary Care Trust, stated that the Care Trust worked closely with the voluntary sector in relation to people with mental health needs, which included street drinkers and she referred to a recent meeting she had attended with the Police, who had indicated that they were prepared to work with the street drinking community.

Rachel Driver stated that there was a difference between those drinkers who were violent and those who were addicted and who would be likely to be vulnerable to crime rather than to commit it.

Rachel Driver referred to the draft "City Limits : An Alcohol Strategy for the City of Sheffield" and recognised that the Police and City Centre Ambassadors were trying to address the issues.

In response to questions from Members of the Board, John Derricott stated that if the Board was minded to introduce an alcohol restriction zone, this should be done in parallel with other work in order to provide a strategy to deal with street drinkers.

Wendy Bates, Ben's Centre, addressed the Board and stated that her clients felt afraid about the introduction of an alcohol restriction zone because they did not know where they would go if they could not drink on the streets. She spoke of the dangers of taking alcohol away from someone who was addicted and she was concerned that they might remove to areas where they could not be easily reached by the appropriate agencies. All the services were based in the City centre and the street drinker had many needs because alcohol generally masked other problems from which they suffered. The Police would need to handle such people in a sensitive manner.

Rachel Driver stated that Sheffield did not have a "wet" centre, principally because of staffing levels and resources and it might be appropriate to find a safe place where such people could be treated.

A Member of the Board stated the alcohol restriction zone, if agreed, should be part of



an overarching policy for dealing with street drinkers and appropriate training should be given to Officers dealing with such people.

Janet Strafford, Victoria Hall Methodist Church, stated that she had been anxious, on hearing about the proposals, that street drinkers would become marginalized. However, she had been reassured on learning about the draft Protocol and she looked forward to its development and implementation.

In conclusion, Chief Inspector Morley stated that his Officers already dealt with street drinkers in a sensitive manner and had their best interests at heart. The development of the Protocol would formalise the arrangements that were already taking place. The street drinkers were well known to the Police Officers concerned and they tried to support them and ascertain the best course of action for them. The Chief Inspector stated that he could guarantee that the Police would continue to treat street drinkers sensitively and caringly.

The City centre had, however, the highest crime rate in Sheffield and, in other cities where an alcohol restriction zone had been introduced, there had been a dramatic reduction in violent crime and the fear of crime. Street drinkers would always be supported but it was also necessary to consider the needs of other citizens using the City centre by reducing the incidence of crime and disorder and to enhance Sheffield's reputation as a safe and secure city.

RESOLVED: That the Officer from South Yorkshire Police, the objectors, Officers of the City Council involved in the proposed Order and members of the public and press be excluded from the meeting before further discussion takes place on the grounds that, in view of the nature of the business to be transacted, if those persons were present there would be a disclosure to them of exempt information described in paragraphs 12 and 13 of Schedule 12A to the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985, relating to (a) legal matters and advice and (b) proposed actions under any enactment by the Authority.

The Licensing Solicitor reported orally, giving legal advice on various aspects of the proposed Order.

At this point in the proceedings, the meeting was reopened to the public and press.

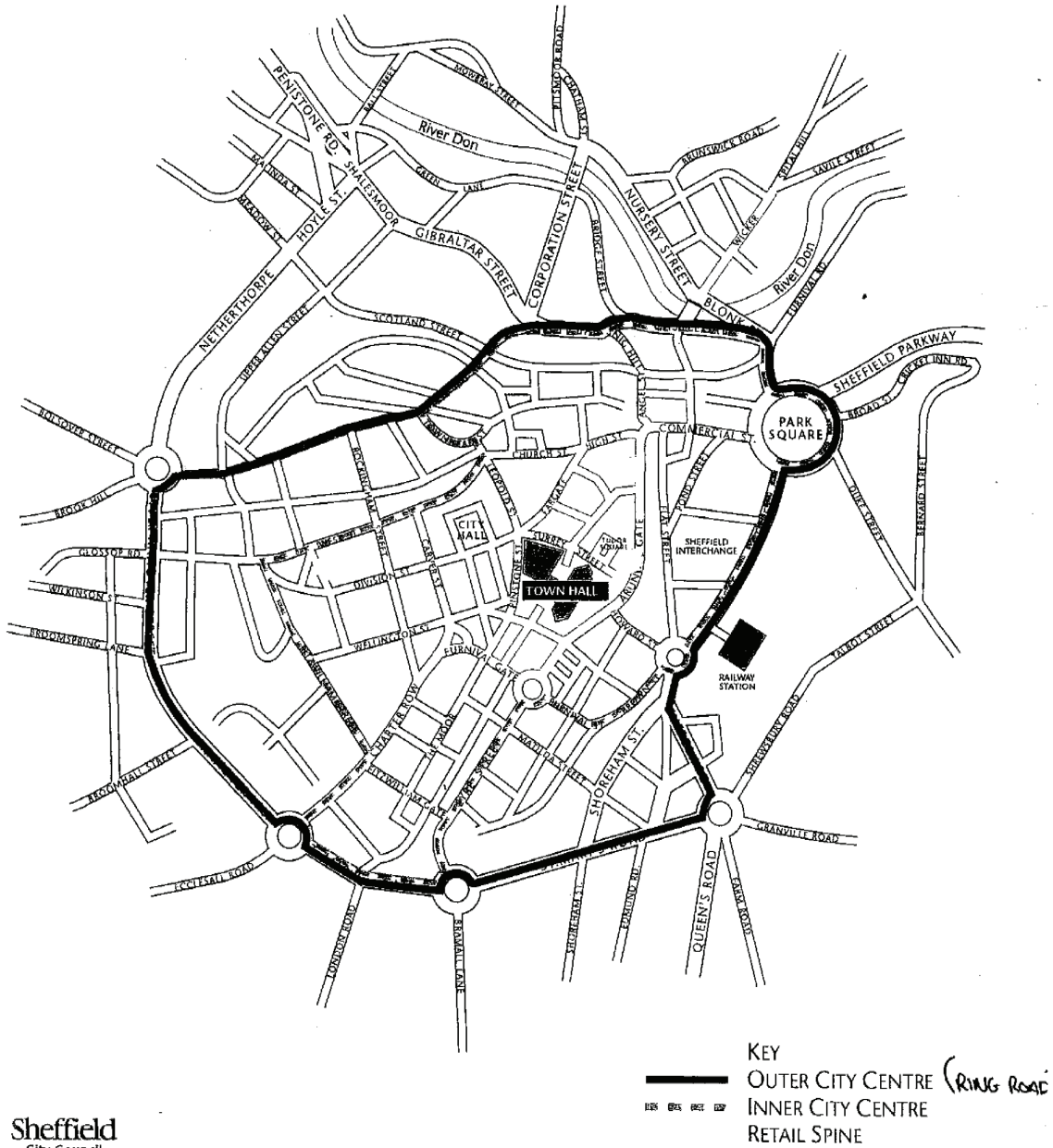
RESOLVED: That, the Board (i) notes (A) the concerns and representations made in respect of the particular needs of street drinkers and vulnerable people, (B) the need for connection with Health Services and the other support facilities that have been identified, and (C) the need for continuing consultation with voluntary bodies (to include the Salvation Army, the Rockingham Centre, the Archer Project and the Primary Care Trusts);

(ii) welcomes the development of "City Limits: An Alcohol Strategy for the City of Sheffield" and the training to be given to the City Centre Ambassadors; and

(iii) authorises the Assistant Chief Executive, Legal and Governance, to take all necessary steps to designate the area detailed in the report now submitted (subject to the comments now made in respect of the curtilage of certain properties) in accordance with the provisions of the Criminal Justice and Police Act 2001 and the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2001 as an Alcohol Restriction Zone.

(NOTE: Councillor Marjorie Barker declared that she was a Trustee of the Archer Project and Vice Chair of the Sheffield Care Trust.)

SHEFFIELD CITY CENTRE



## Introduction

The following paper summarises a review of the city centre Alcohol Restriction Zone (ARZ) and additionally includes a review of initial consultations with licensees, businesses, members of the local community with a view to extend the existing ARZ from the city centre to Broomhall and Bramall Lane.

### 1. Background

An Alcohol Restriction Zone (sometimes called a Designated Public Places Order or DPPO) is made under the Criminal Justice and Police Act 2001. This replaced drinking byelaws in September 2001.

The powers were amended by the Violent Crime Reduction Act 2006 and the Local Authorities (Alcohol Consumption in Designated Public Places) Regulations 2007. This altered a loophole in the original legislation that meant that premises covered by an event licence sought by a local authority could not then be covered by a DPPO/ARZ. The amendment meant that such premises and areas would be exempt from the DPPO during times when alcohol was being sold and for 30 minutes afterwards. At all other times the DPPO would be enforceable on these premises or areas.

The alcohol restriction zone for the city centre was approved by Sheffield Licensing Board on 9<sup>th</sup> December 2005. The organisations who lead the application were Sheffield City Centre Management Team and South Yorkshire Police. There were three strands to the application which were:

1. nuisance drinking within the city centre mainly relating to under-age drinking,
2. the night-time economy
3. street drinking.

The application was approved with one of the main conditions being that a partnership protocol was agreed with all the relevant agencies establishing a robust plan for dealing with street drinkers and there would be continuing consultation with voluntary bodies (to include the Salvation Army, the Rockingham Drug Project, the Archer Project and the Primary Care Trusts).

In 2007-8 a review of the Alcohol Restriction Zone was undertaken by the Director of Neighbourhood Renewal and Partnership. The review was carried out in response to a number of concerns and queries about the ARZ.

At the Violent Crime Theme Group Meeting 2012, Paul McCurry requested a review of the ARZ in the city centre. In addition to the review of the city centre a request was made by SYP to explore a proposal to extend the existing ARZ to cover Broomhall and London Road. The rationale to consult on extending the ARZ came from the 2008 ARZ review<sup>1</sup> and from neighbouring SNAs who had highlighted there had been an increase in alcohol related ASB incidents in Bramall lane and Broomhall.

It's important to remember that the Designated Public Place Order is not the only initiative we have in place to tackle alcohol related crime and disorder and antisocial behaviour. The other positive projects include;

- Fixed Penalty Waiver Scheme
- Taxi Marshalls
- Operation K-Responder
- Operation Kaizan
- Substance Misuse Working Groups

### 2. The Process

Sheffield Drug & Alcohol Action Team had been asked to work in partnership with South Yorkshire Police in the consultation process reviewing of the city centre ARZ and the consultation to extend to Broomhall and Bramall Lane.

There were various approaches taken when undertaking the consultations these included:

<sup>1</sup> Safer Communities Partnership, Alcohol restriction Zone review 2008

2.1 Three consultation events were organised; one of the events took place at the Central SNA partnership away day 25<sup>th</sup> July 2012<sup>2</sup>. Invitations were sent to all treatment providers and those involved in the previous ARZ reviews. Also invitations were sent via Safer Neighbourhood Officers mailing list that includes voluntary sector and community groups agencies working in the city centre, Broomhall and Bramall Lane areas (see appendix 1).

2.2 Consultation papers and questionnaires were also circulated widely via email for those who were unable to attend organised consultation events (see appendix 2&3).

2.3 Representatives from SYP and DAAT attended various partnership meetings to give presentations on the city centre review and consulted on proposals to extend the area. This included Broomhall Group of Groups, Lansdowne TARA, SAVE AGM and Sheffield City Centre Residents Action Group.

2.4 Service Users from the Archer Project and Sheffield Alcohol Support Services were also consulted by staff in the projects. (See Appendix 4)

2.5 Businesses and members of the community were consulted face to face by local PCSO's in Broomhall and London Road (see appendix 5&6)

2.6 In total over 114 people and groups were consulted 88 completed surveys, 13 responses were given via consultation events, and we have received 8 letters and 5 emails (see Appendix 7).

### **3. Review Feedback of the City Centre ARZ**

As part of this review for the city centre we wanted to ensure that all agencies and individuals who were consulted from the original application in 2005 and the review in 2008 were consulted again. We also responded to the criticism in 2005<sup>3</sup>, which was focused too much on the reduction of crime and disorder and not enough consultation was done with agencies who work with vulnerable people and street drinkers.

3.1 Since the initial implementation of the ARZ in 2005 a city centre substance misuse working group, a sub group of the city centre NAG was formed. This group brings together all agencies working directly with or who come into contact with vulnerable people and street drinkers. (See appendix 8) The main purpose of the group is to monitor and flag up any emerging trends, hot spot areas or issues in relation to vulnerable people; in particular homeless and street drinkers. The membership of the group comprises of representatives from housing, vulnerable and substance misuse support agencies, Police, DAAT, PCT, community assembly, community reps, young people's services, family support, health, supported housing and faith groups.

3.2 Over forty agencies responded to the renewal of the city centre ARZ. Of those consulted 35 were in favour of the ARZ continuing and 4 were not in favour. It is worth noting that those who were not in favour of the central ARZ continuing were service users from the Archer project who had been affected by the order. However feedback from service users from the Archer Project who themselves had been affected by the order i.e. having drink confiscated understood the need for the ARZ and acknowledged the impact alcohol related ASB had on the wider city centre community.

### **4. Summary/considerations**

Apart from the four service users from The Archer Project all of the responses, letters, emails and questionnaires were fully supportive of the ARZ and were keen for it to continue (See Appendix 9).

4.1 One issue that has emerged from the consultation is the need to replace and update the ARZ notices in and around the city centre. Funding for this work needs further discussion and consideration.

### **5. Review and Feedback from Broomhall re proposal to extend DDPO**

The proposal is to extend the ARZ but updated as a Designated Public Place Order (DPPO)

5.1 Rationale for rolling out into Broomhall

Overview of the Broomhall area

Sheffield Health Profile 2011: Key observations for Broomhall Neighbourhood

Broomhall neighbourhood is located south-west of the centre of Sheffield. It's population is split between Central ward (74.1%), and Broomhill ward (25.9%), both within the Central Community

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<sup>2</sup> Evaluation from Central Partnership away day 25<sup>th</sup> July 2012

<sup>3</sup> Sheffield City Council, Licensing Board minutes, 2005

Assembly area. The entire neighbourhood forms Broomhall Healthy Community Programme Area (HCPA).

Deprivation levels are worse than the Sheffield average. Significantly high level of crime.

Significantly low primary and secondary school attendance rates.

Significantly high levels of hospital admissions for alcohol related conditions. Significantly high modelled prevalence of smoking, however significantly low rate of mothers recorded as smokers at the time of delivery. Significantly low rate of smoking quits per number of estimated smokers. Significantly low level of modelled adult obesity, but significantly high rates of overweight/obese in children in YR (aged 4-5). Significantly high level of 5 per day fruit and veg consumption and of adults exercising 5 times per week

There is a preponderance of men over women in the neighbourhood: 53.8% male compared to 46.2% female. As this is a popular area for students to live the population is dominated by persons aged between 15-24 years (38.8%) compared to 16.8% in Sheffield overall. There is a smaller proportion of persons aged 75+ (3.2%) compared to 7.4% in Sheffield. 85.5% of school children come from BME groups compared to 30.5% for Sheffield as a whole.

Significantly high rate of referrals to mental health specialties for persons aged 16-64. Significantly high rate of admissions to mental health specialties for persons aged 16+ or 16-64.

Significantly high All Cause all age Mortality rates for both males and females.

Significantly high rates of Accident & Emergency attendance for all age groups, and emergency hospital admissions for persons aged 65+. Significantly low elective hospital admission rates for the all ages group.

Significantly high rates of breastfeeding at delivery and at 6-8 weeks. Significantly low teenage conception rate. Significantly low rate of hospital admissions due to Cancer.

*Access to the full health profile together with profiles for other geographical areas, supporting tools and documentation are available online at: <http://www.sheffield.nhs.uk/healthdata/>*

Analysis



Alcohol related violence across Central ward over 12 months  
As can be seen from the map the major hotspots for alcohol related violence occur within the current ARZ and extend across to the proposed extension areas.

Alcohol related anti social incidents reported over the past 12 months in the current & proposed areas

- AEZ: There were a total of 3,258 anti social incidents reported across the ARZ in the last 12 months. 474 (17%) of these incidents had an 'alcohol' marker.
- Broomhall: There were a total of 72 anti social incidents reported across the proposed area in the last 12 months. 3 (4%) of these incidents had an 'alcohol' marker.

Violent crime reported over the past 12 months

- AEZ: There were a total of 871 violent crimes reported across the ARZ in the last 12 months. 437 (50%) of these incidents had an 'alcohol' marker.
- Broomhall: There were a total of 23 violent crimes reported across the proposed area in the last 12 months. 7 (30%) of these incidents had an 'alcohol' marker.

5.2 PCSO's took a survey out to businesses to seek their views and experiences with alcohol related ASB. 18 surveys were completed (see appendix 11).

- 9 of the 18 surveys said that they had witnessed alcohol related anti-social behaviour in Broomhall and the surrounding area in the past 12 months.



- Of those 9 responded positively, we asked approximately how many incidents of this type had been witnessed during that period. 8 replied they had seen up to 3 incidents and 1 person had witnessed 1 incident.
- 8 of the surveyed had reported an incident to police.
- When asked if people would in favour of a DPPO all 18 were in favour.

We asked people who completed the survey to characterise the individuals or groups they had witnessed in alcohol related ASB, examples given were:

- *Students*
- *Adults between 35-45 Residents from Filey Street, 911 Customers and Gell Street*
- *Homeless male*

The main issue that came out of the consultation with community groups and local councillors from the community was that they had never requested a DPPO for the Broomhall area, mainly because of the following reasons:

- A case for extending the ARZ to those two areas has not been proven, nor has the reason for choosing those areas in particular been clearly demonstrated. I understand from local residents that any anti-social behaviour in the Broomhall or London Road areas is as much, if not more, to do with drug abuse than with alcohol and I am not aware that there has been any request from residents for the ARZ to be extended there.
- Felt the zone may be of benefit to the hostels but of little benefit to residents. The group were conscious that extending the zone may have cost and time implications and were not keen on there being signs around giving the impression that Broomhall had a street drinking problem.

A breakdown of all of the concerns raised and responses to these concerns are listed (see appendix 10).

## 6. Summary/considerations

Although all businesses were in favour of the DPPO, it is worth noting that there was **strong opposition** from local community groups and local councillors. A large majority felt that that the Broomhall area didn't have issues with alcohol related ASB. If there was it was a very low level in comparison to the city centre and the issues that might occur in the area didn't warrant a DPPO order. The main issue being that whilst people supported the idea of a DPPO, they didn't want their area being labelled as having negative issues with alcohol and the street signage would infer this. There is also the question of who will fund the signage.

## 7. Review and Feedback from London Rd re proposal to extend DPPO

The proposal to extend the ARZ but updated as a Designated Public Place Order (DPPO).

### 7.1 Rational for rolling out into London Road

Analysis



Alcohol related violence across Central ward over 12 months  
As can be seen from the map the major hotspots for alcohol related violence occur within the current ARZ and extend across to the proposed extension areas.

Alcohol related anti social incidents reported over the past 12 months in the current & proposed areas

- AEZ: There were a total of 3,258 anti social incidents reported across the ARZ in the last 12 months. 474

(17%) of these incidents had an 'alcohol' marker.

- Highfield: There were a total of 102 anti social incidents reported across the proposed area in the last 12 months. 14 (16%) of these incidents had an 'alcohol' marker.

Violent crime reported over the past 12 months

- AEZ: There were a total of 871 violent crimes reported across the ARZ in the last 12 months. 437 (50%) of these incidents had an 'alcohol' marker.
- Highfield: There were a total of 50 violent crimes reported across the proposed area in the last 12 months. 14 (28%) of these incidents had an 'alcohol' marker.

7.2 PCSO's took a survey out to businesses to seek their views and experiences with alcohol related ASB. 39 surveys were completed (see appendix 12).

- 36 of the people surveyed said that they had witnessed alcohol related anti-social behaviour in London Road and the surrounding area in the past 12 months.
- Of those 36 people who responded positively, we asked approximately how many incidents of this type had been witnessed during that period. 33 replied they had seen up to 3 incidents and the remaining 3 people had witnessed 1 incident.
- 31 of the people surveyed **had not** reported an incident to police, only 5 said they had reported an incident to the police.
- The main themes of ASB were vandalism, graffiti, harassment, intimidation, noise, urination, verbal abuse, littering and begging.
- 34 of those surveyed said that the Alcohol related incidents were not football related.
- 35 of those surveyed were in favour of a DPPO and 2 were not in favour.

People were asked in the survey to characterise the individuals or groups they had witnessed in alcohol related ASB, examples given were:

- *groups of 4-6 men congregating outside Lloyds chemist, appeared drunk and drinking cans, shouting falling about*
- *Various ages - seen to be alcoholics*
- *25-40 year olds - alcoholics/drug users*
- *Usually group of males 30 years approx. scruffy looking*
- *Scruffy drunks 30 years and white males and few females*

There were similar issues for London Road that came out of the consultation with community groups and local counsellors from the community in relation to Broomhall, (see 5.2) in that they had never requested a DPPO for the London Road area. However there were additional concerns about the application for a DPPO in the London Road area, these were:

- There are problems with drunkenness on and near London Rd and street drinkers getting into the Leverton tower blocks. But there is also a lot of social drinking outside pubs associated with football matches. It is very hard to see how an ARZ could work alongside the latter, and probably wouldn't help the former (isolated incidents of very vulnerable people misbehaving in the wrong place).
- Lansdowne TARA is worried that an ARZ on London Road will move any alcohol problems onto their estate, which could well exacerbate the current drug issues.
- Some 4-5 years ago there was a request from the police for an ARZ on London Road to enable them to disperse the street drinkers from outside the Lloyds chemist on Alderson Road. This was rejected because the general feeling was that it was best for drinkers to be in a public place where they could be seen. Previously an order had been placed on them which resulted in more problems as they then occupied the childrens playground on the



Thorp Estate and in the various cul-de-sacs in the area. Since the planters have been removed from outside the chemist, it was felt that there is no longer a problem.

- There needs to be enough capacity in the area if the ARZ is to be policed effectively. At the present time numbers of police and PCSOs are being reduced in the area.

## **8. Summary/considerations**

As with the Broomhall responses, people said they were unaware of any request to have a DPPO in the London Road area. However statements and comments made when consulting local business were that they would fully support the DPPO, as alcohol related ASB has and does impact on their businesses. Interestingly, alcohol ASB was not associated with match days; it appears to be more of an on-going issue.

8.1 There appears to be more support and a case for the DPPO in the London Road from those consulted around that area.

8.2 Initially the proposed extension did not include the Leverton Gardens estate. There were concerns that the DPPO would effectively move drinkers into the estate and into flats and stairwells, causing more ASB. After meeting with the local TARA, representatives have therefore requested that the area is extended to include Leverton Gardens.

8.3 As with any application for DPPO considerations about who will fund the signage for the area needs to be agreed, it has been suggested that local business contribute to the funding.

## APPENDIX 1

**Date** 31/07/2012  
**Subject** City Centre ARZ (Alcohol Restriction Zone) review and consultation on proposals to extend the ARZ to Broomhall and London Road

Dear colleague

South Yorkshire Police, in consultation with Sheffield City Council, authorised a Designated Public Place order in the city centre in 2006. The order is made under Section 13 of the Criminal Justice and Police Act 2001 is more commonly known as the "Alcohol Exclusion Zone" or Alcohol restriction Zone".

A desk based review was undertaken in 2007 to review the impact of the Alcohol restriction Zone by Sheffield City Council. The conclusion from the report highlighted that the ARZ had had both a positive and negative effect. The positives effects were in respect to the night-time economy, that feeling of safety and anti-social behaviour and perceptions of anti-social behaviour had improved. However there had been concerns regarding the displacement of some drinkers to outside the boundary, namely Sharrow and London Road.

Sheffield Drug Alcohol Action Team in partnership with South Yorkshire Police is undertaking a review of the existing ARZ in the city centre, with the view to extend the zone to Broomhall and London Road/Bramhall Lane. Part of the consultation will involve attending and consulting local PACT meetings and other public events, we will also be consulting local businesses, in and around the proposed areas.

As part of this review and proposal to extend the ARZ zone we are seeking your views on the impact of the zone has been in the city centre and also your views or any concerns regarding the proposed extension. We would like to invite you along to attend a consultation event on **Wednesday 15<sup>th</sup> August, at Yorkshire House, 2<sup>nd</sup> Floor, S1 3RT, 2-4pm**. There will be a presentation from South Yorkshire Police about the existing central ARZ and a presentation on the proposal to extend the ARZ to Broomhall and London Road.

If you would like to attend this event please email [yvonne.allsopp@nhs.net](mailto:yvonne.allsopp@nhs.net) to reserve your place (please note we are restricted to 20 places, so places will be reserved on a first come first served basis).

If you are unable to attend this event but would like to be involved or have your say in this consultation please contact [Tracey.ford1@nhs.net](mailto:Tracey.ford1@nhs.net) for a consultation form. Please note the deadline for the consultation is **Friday 31<sup>st</sup> August**.

## APPENDIX 2

**Date** 31/07/2012

**Subject** City Centre ARZ (Alcohol Restriction Zone) review and consultation on proposals to extend the ARZ to Broomhall and London Road

Dear colleague

South Yorkshire Police, in consultation with Sheffield City Council, authorised a Designated Public Place order in the city centre in 2006. The order is made under Section 13 of the Criminal Justice and Police Act 2001 is more commonly known as the 'Alcohol Restriction Zone' (ARZ).

A desk based review was undertaken in 2007 to review the impact of the ARZ by Sheffield City Council. The conclusion from the report highlighted that the ARZ had both a positive and negative effect. The positives effects were in respect to the night-time economy, feeling of safety from anti-social behaviour and perceptions of anti-social behaviour had improved. However there had been concerns regarding the displacement of some drinkers to outside the boundary, namely Sharrow and London Road.

Sheffield Drug Alcohol Action Team in partnership with South Yorkshire Police is undertaking a review of the existing ARZ in the city centre, with the view to extend the zone to Broomhall and London Road/Bramhall Lane. Part of the consultation will involve attending and consulting local PACT meetings and other public events, we will also be consulting local businesses, in and around the proposed areas.

As part of this review and proposal to extend the ARZ zone we are seeking your views on both the impact of the ARZ in the city centre as well as your views regarding the proposed extension.

Please find attached a copy of the questionnaire for you to complete, I would welcome it if you could return it by fax 0114 2736984 or email [Tracey.ford1@nhs.net](mailto:Tracey.ford1@nhs.net) by FRIDAY 31<sup>st</sup> August

**APPENDIX 3**

**Alcohol Restriction Zone Questionnaire**

Name.....  
Organisation .....Email.....

Based on the presentation you have seen today we would like to seek your views and experience on the following questions

**Question 1** What impact do you think the existing alcohol restriction zone has had on the city centre?  
*(Could you circle your response and explain your answer)*

POSTIVE                      NEGATIVE                      NOT SURE  
Could you explain your answer.....

**Question 3** Do you think the city centre ARZ is still needed?  
*(Could you circle your response and explain your answer)*

YES                                      NO                                      NOT SURE  
Could you explain your answer.....

**Question 4** Do you think that there is a problem with alcohol in Broomhall area?  
*(Could you circle your response and explain your answer)*

YES                                      NO                                      NOT SURE  
Could you explain your answer.....

**Question 5** Do you think that extending the current alcohol restriction zone to Broomhall /Sharrow will have a *(Could you circle your response and explain your answer)* Impact?

POSTIVE                      NEGATIVE                      NOT SURE  
Could you explain your answer.....

**Question 6** Do you think that there is a problem with alcohol in London Road area?  
*(Could you circle your response and explain your answer)*

YES                                      NO                                      NOT SURE  
Could you explain your answer.....

**Question 7** Do you think that extending the current alcohol restriction zone to London Road will have a *(Could you circle your response and explain your answer)* impact?

POSTIVE                      NEGATIVE                      NOT SURE  
Could you explain your answer.....

**Question 8** We will be hosting an additional consultation event shortly (time and date to be confirmed) would you like to be kept informed so you can attend this event?

YES                      NO

**Question 9** Do you know of any other organisation that you think should be invited or have the opportunity to take part in this consultation that is not here today? If you do could you please leave their name, organisation and contact details?

Name.....  
Organisation .....  
Contact details.....

**Thank you for taking the time out to give us your comments and views and contribution to this consultation.**

**APPENDIX 4**

**Alcohol Restriction Zone Survey**

Date.....

Venue.....

Are you aware of the ARZ?                      YES                      NO

If you answered YES do you know why it was introduced? Please explain your answer

.....

Have you ever had your alcohol confiscated off you?                      YES                      NO

If you answered YES do you know why it was confiscated?                      YES                      NO

.....

Do you know of any friends who have had alcohol confiscated?                      YES                      NO

If you answered YES do you know why it was confiscated?                      YES                      NO

.....

Do you think that the Alcohol Restriction Zone should continue in city centre?   YES      NO

Please explain your answer?.....

Do you think that the Alcohol Restriction Zone should be extended?   YES      NO

Please explain your answer?.....

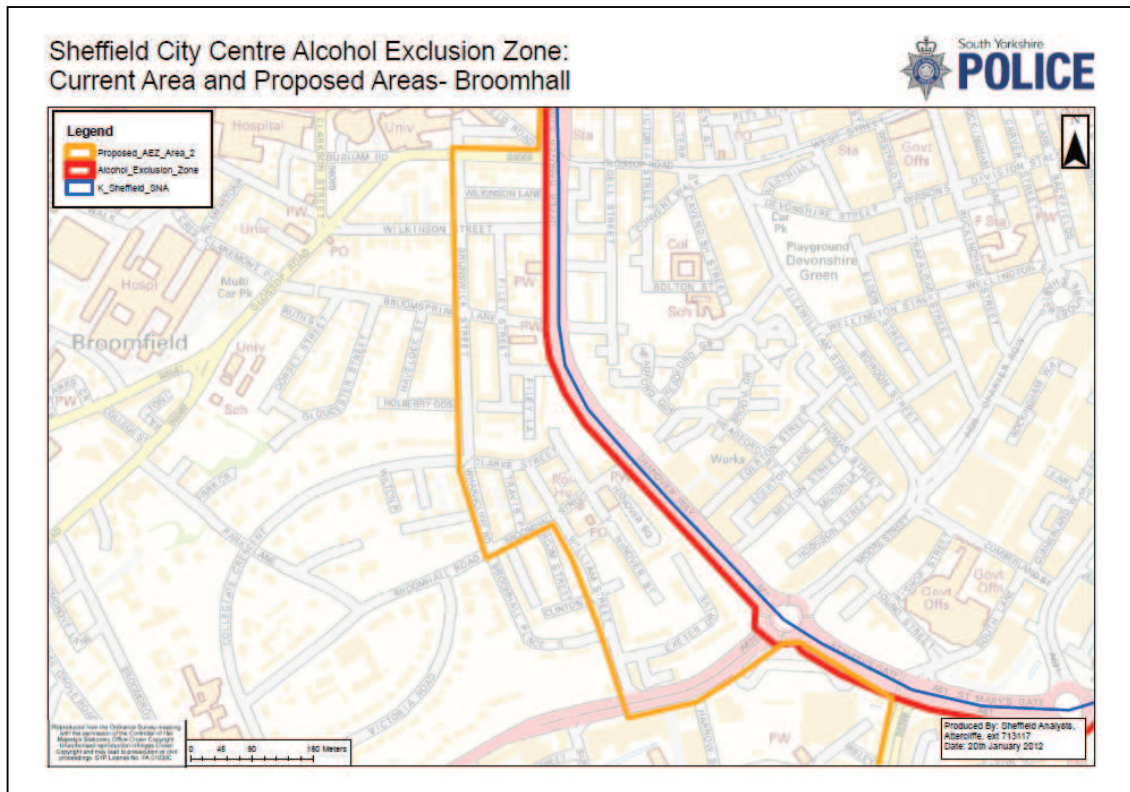
Any other comments

.....

.....

.....

## APPENDIX 5



What is a DPPO ( designated Public Place order?)

Essentially, it is an alcohol exclusion or controlled zone which gives the police additional powers to seize alcohol from anyone causing anti-social behaviour in that area due to their alcohol consumption.

A number of different issues are linked with public drinking, including violent and anti-social behaviour, as well as environmental issues such as littering and noise.

The zone will help reduce anti-social behaviour and improve the quality of life for people living, working, shopping and socialising in the area.

The order will mean that the police can ask anyone to stop drinking alcohol and to surrender any alcohol in their possession. Any person who continues to drink alcohol once asked not to do so by a police officer, commits a criminal offence and can be arrested.

Will the zone stop me drinking outside a public house?

No, the zone does apply to public places, such as a street, road, car park or an open space/park. However, this will not stop anyone from drinking sensibly outside a pub.

What it does aim to do however, is address the problem of individuals drinking in a park, outside your home and/or business premises whilst acting in an anti social manner.

Thankyou for your support in this matter. If you wish, please provide any further information that you feel will be helpful in securing the application for the DPPO.

**Questionnaire Broomhall**

**Name and address of premises .....**

- Are you;            male  female   
Age;                under 16  16-24  25-34  35-49  50-59  60+   
Are you;            a local resident  business proprietor/employee

**Have you witnessed any alcohol related anti social behaviour in Broomhall and the surrounding area in the past 12 months? Yes  No**

**If you answered YES, where did it happen?**

- Outside your business/your home
- Outside a business/shop
- In a public area. ( please specify).....
- Within licensed premises/licensed area
- Another location. (please specify).....

**Approximately how many incidents of this type have you witnessed?**

- 1  2-3  more than 3

**What type of anti social behaviour was it?**

- vandalism  graffiti  harassment  intimidation  noise  urination   
verbal abuse  litter  begging  other  (please specify).....

**How would you characterise the individuals or groups who take part in this behaviour? (please include approximate ages)**

.....  
.....

**Did you report the incident ? Yes  No**

**If you answered YES, who did you report it to? .....**

**If you answered NO, for what reason did you not report the incident?**

.....

**Do you support the proposal for a Designated Public Place Order (DPPO) in the Broomhall area of Sheffield? Yes  No**

**Additional comments**

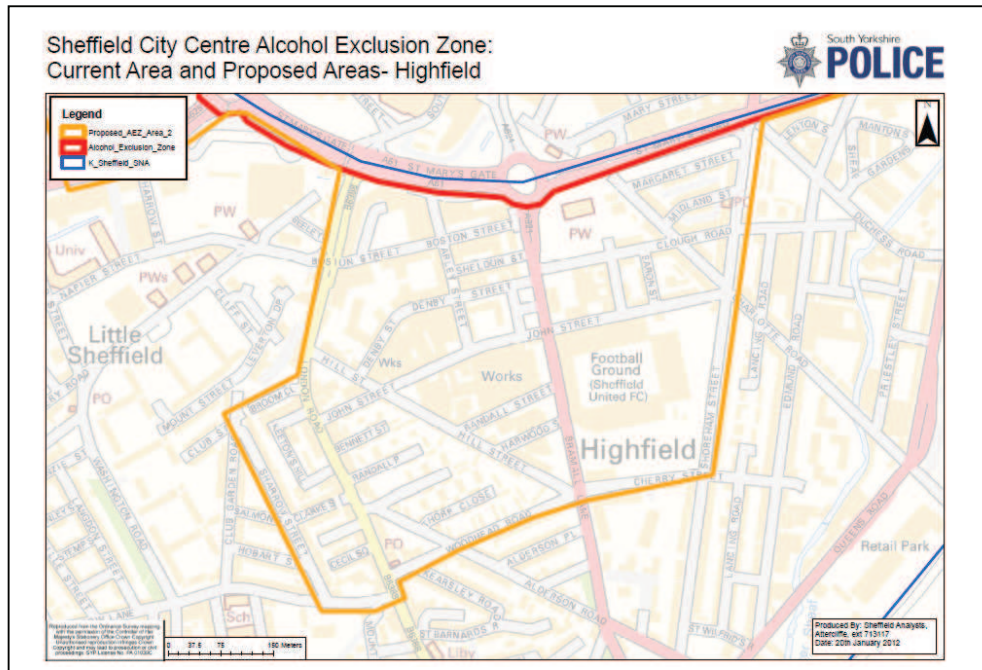
.....

Please ensure that all completed form to Tracey Ford, DAAT, Newbank House, Queens Street 0114 2736851



## APPENDIX 6

### London Road Highfields



What is a DPPPO ( designated Public Place order?)

Essentially, it is an alcohol exclusion or controlled zone which gives the police additional powers to seize alcohol from anyone causing anti-social behaviour in that area due to their alcohol consumption.

Much of the vandalism and anti-social behaviour in and around London Road is alcohol-related. A number of different issues are linked with public drinking, including violent and anti-social behaviour, as well as environmental issues such as littering and noise.

The zone will help reduce anti-social behaviour and improve the quality of life for people living, working, shopping and socialising in the area.

The order will mean that the police can ask anyone to stop drinking alcohol and to surrender any alcohol in their possession. Any person who continues to drink alcohol once asked not to do so by a police officer, commits a criminal offence and can be arrested.

Will the zone stop me drinking outside a public house?

No, the zone does apply to public places, such as a street, road, car park or an open space/park. However, this will not stop anyone from drinking sensibly outside a pub.

What is does aim to do however, is address the problem of individuals drinking in a park, outside your home and/or business premises whilst acting in an anti social manner.

Thankyou for your support in this matter. If you wish, please provide any further information that you feel will be helpful in securing the application for the DPPPO.

**Questionnaire London Road**

**Name and address of premises .....**

Are you;            male  female   
Age;                under 16  16-24  25-34  35-49  50-59  60+   
Are you;            a local resident  business proprietor/employee

**Have you witnessed any alcohol related anti social behaviour in London Road and the surrounding area in the past 12 months? Yes  No**

**If you answered YES, where did it happen?**

- Outside your business/your home
- Outside a business/shop
- In a public area. ( please specify).....
- Within licensed premises/licensed area
- Another location. (please specify).....

**Approximately how many incidents of this type have you witnessed?**

1  2-3  more than 3

**Was any of this behaviour related to football supporters on match days? Yes  No**

**What type of anti social behaviour was it?**

vandalism  graffiti  harassment  intimidation  noise  urination   
verbal abuse  litter  begging  other  (please specify).....

**How would you characterise the individuals or groups who take part in this behaviour? (please include approximate ages)**

.....

**Did you report the incident ? Yes  No**

**If you answered YES, who did you report it to? .....**

**If you answered NO, for what reason did you not report the incident?**

.....

**Do you support the proposal for a Designated Public Place Order (DPPO) in the London Rd area of Sheffield? Yes  No**

**Additional comments**

.....

Please ensure that all completed form to Tracey Ford, DAAT, Newbank House, Queens Street 0114 2736851

## Appendix 7

Name	Organisation	Q- aire	event	letter	email	Email
1. Sian Jones	CRI	x	x			
2. SRSB	Sheffield Royal Society For the Blind			x		
3. Matt Collins	Turning Point	x	x			
4. Jackie Holloway	Landsdown TARA	x	x			
5. Mick Watts	Hanover Tara					
6. Ruth Grayson	SAVE / Stop Gap	x	x			
7. Jean Cromer	SAVE					
8. Pete Herbert	Sunday Centre					
9. Carl Cundall	SASS					
10. Richard Eyre	City Centre Management			x		
11. Sandra Barley	Moor – Sheffield			x		
12. Claire Jones	The Harley			x		
13. Sue	Bens Centre				x	
14. Sam Prior	Archer Project	x	x			
15. Greg Oldfield	University Of Sheffield	X	x			
16. Geoff Richardson	Enhanced Housing Options	x	x			
17. Cindy Mitchell	SYHA	x	x			
18. Mark Wheen	Target Housing	x	x			
19. Rose Parchment	911 project	X	x			
20. Louise Ellison	Sheffield Futures	x	x			
21. J Hanley & Co	Business London Rd	x				
22. First Step trust	Business	x				100-104 London Road
23. L McCall	Leverton gardens Tara	x				High fields
24. Manager	Smart Avenue Coffee	x				London Road
25. Manager	OZMEN	x				178-180 London Road
26. Manager	Chinos Fish & Chip Shop	x				50 London road
27. Adel Bouguerra		x				154 London Road
28. Manager	Freddies Chicken	x				148 London Road
29. YAAD GAAR		x				82 London Road
30. Manager	Veenos mini market	x				86 London Road
31. Manager	Tile Inn	x				42-46 London Road
32. Manager	Harrisons Cameras	x				112-114 London Road
33. Manager	William Hill	x				150-152 London Road
34. Manager	Turkuaz Restaurant	x				178-184 London Road
35. Manager	SFC Kebashish Express	x				64 London Road
36. Resident	Yutthana Songham	x				140-142 London Road
37. Manager	Jewellers pawnbroker	x				76 London Road

38. Manager	Barrys bar	x				96-98 London Road
39. Fazal Mehmood	Shahi Kebab	x				London Road
40. Manger	Radhuni	x				186 London Road
41. Manager	Findik Limited	x				108-110 London Road
42. Resident		x				48 London Road
43. Resident		x				54-56 London Road
44. Employee	Fox's Records	x				Sharrow Lane
45. Employee	Caribbean Spice	x				80 London Road
46. Manager	Sheffield Transport Models	x				206 London Road
47. Manager	Washa saied	x				208 London road
48. Sheila Broomhead	Lansdowne Neighbourhood watch	x				16o Cliff Street
49. Peter Hartley	Hartley Electric Music	x				238 London Road
50. Manager	Paddy Power	x				212-214 London Road
51. Manager	Healthy & Relax Body Spar	x				244-250 London Road
52. Donna	Birthday Bubbles	x				232-234 London road
53. Manager	London rd dental practice	x				240 London Road
54. Tanyat Basharrat	Shipshape	x				222 London road
55. Manager	Little Hanoi	x				216-218 London road
56. Manager	Noodle Inn	x				156 London Road
57. Manager	Spot On Cars	x				180 London Road
58. Manager	Khans (hairdressers)	x				106 London Road
59. Manager	Hair Pot	x				8a Sharrow Lane
60. Manager	Waitrose petrol station	x				Boston Street
61. Jillian Creasy	Local Councillor				x	
62. Dave MaCarthy	SUFC Managing Director			x		Bramall Lane
63. Manager	Broomhall Mini Market	x				Broomhall
64. Representative	Hanover Tara	X				
65. Manager	Harley Hotel	x				Glossop Road
66. Reverend S Andrews	St Andrews	x				Upper Hanover Street
67. Steven Ellen	Sheffield Jesus Centre	x				93 Broomspring Lane
68. Sue Hammersbley	Welcome place Broomhall centre	x				Broomspring lane
69. Lindsey Taylor-Auad	Broomhall Forum	x				347 Exeter Drive
70. Representative	University of Sheffield	x				University of Sheffield
71. Resident		x				Wilkinson Street
72. Manager	NU Cosmetics	x				81 Wilkinson Street
73. Manager	Sheffield Children's Hospital	x				74 Wilkinson Street

74. worker	Sheffield Children's Hospital	x				74 Wilkinson Street
75. worker	Sheffield Children's Hospital	x				74 Wilkinson Street
76. Manager	Hollis & Co	x				35 Wilkinson Street
77. Manager	Cavendish Centre	x				Wilkinson Street
78. Manager	Action Housing	x				22 Wilkinson Street
79. Manager	Carr Lynch Partnership	x				26 Wilkinson Street
80. Manager	Well force Complementary Medicine	x				28 Wilkinson Street
81. Manager	Sainsbury's	x				30 Upper Hanover Street
82. Service users	SASS	x				12 SU attended
83. Service users	Archer Project	x				
84. Service users	Archer Project	x				
85. Service users	Archer Project	x				
86. Service users	Archer Project	x				
87. Service users	Archer Project	x				
88. Service users	Archer Project	x				
89. Service users	Archer Project	x				
90. Service users	Archer Project	x				
91. Service users	Archer Project	x				
92. Service users	Archer Project	x				
93. Service users	Archer Project	x				
94. Jean Cromer	Local Councillor			x		
95. APCG	Jeremy Wright		x	x		Presenation
96. Members	Broomhall Groups of Groups	x	x			
97. Ruth Grayson	SAVE				x	
98. Mohammad Marrof	Councillor central ward			x		Town Hall, Sheffield
99. Jean Cromer	Councillor				x	query
100. Scott Bailey	Chair of U-night				x	
101. Lansdowne Tara	Attended meeting		x			

## Appendix 8

### Central SNA Drugs & Alcohol Sub group

#### Terms of reference

##### Background

Sheffield city centre attracts vulnerable people as they feel safe here. The city centre has always had on going and various degrees of issues with individuals who experience varying social issues including homelessness, vulnerability, substance misuses or mental health problems.

In April 2012 the new safer neighbourhood boundary changes meant that the boundary now include, Hillsborough, Broomhall, Broomhill, Sharrow as well as the city centre.

The purpose of the group is to bring together organisations, groups and agencies to respond to substance misuse related ASB.

##### Aims

- To network, share information and detect current trends or issues
- To encourage partnership working
- Provide opportunities for joint working, in order to minimise duplication of effort and work by organisations.
- Identifying any gaps and priorities and respond accordingly ensure that these are flagged up to the most appropriate organisation.
- Raise awareness of the client group we work with, improve public perception and awareness about them and the issues for them.

##### Structure of meetings

The meeting will run for two hours, the first part of the meeting will focus on partnership initiatives and troubleshooting.

The second part of the meeting will be a confidential meeting that will purely focus on individuals of concern.

##### Membership of the group

One of the main overall objectives of the group is to be inclusive and encourage agencies that would not normally have the opportunity to network with each other the chance to network, share ideas and practices that relates to substance related ASB.

This will include, housing, vulnerable and substance misuse support agencies, Police, DAAT, PCT, community assembly, community reps, young people's services, family support, health, supported housing, faith groups and any other relevant agencies.

##### What the group isn't

The group isn't a commissioning group, but will ensure any changes; issues are fed into the most appropriate department to influence or action.

##### Practicalities of meetings

Dates for the new meetings will be on a Tuesday from 2-4 at Turning Point, the dates are:

16th October  
13th November  
11th December  
8th January

12th February

2pm-3pm Part A will be for partnership working initiatives

3pm-4pm Part B will be a confidential meeting discussing individuals of concern

Chairing meetings      Tracey Ford, Communities Development Officer  
Sheffield Drug & Alcohol Action Team

Vice Chair              to be agreed

Minutes                to be agreed

Issue/action plans      Tracey Ford, Communities Development Officer  
Sheffield Drug & Alcohol Action Team



## **Appendix 9**

### **Responses to city centre ARZ and proposal to renew**

#### **Richard Eyre, Head of City Centre Management & Major Events**

Having originally instigated the Alcohol Restriction Zone (or Designated Public Place Order as its known now) for the city centre I firmly believe it has had a positive effect. Prior to its introduction in 2005 there were large amounts of street drinking in both day and night time economies. This created a large number of alcohol related incidents (over 4,000 in 2005). The seriousness of these incidents ranged from low level ASB such as litter and noise through to serious incidents such as violent crime. Although the ARZ didn't not solve these issue completely it is without doubt that it helped the Police to intervene and stop a large number of incidents occurring. At the time there were concerns from stakeholders that it would alienate street drinkers and simply displace them to other areas of the city, other than an initial 6 months period this has not been evident.

Due to the strong partnership led by SYP and SCC, crime figures have fallen dramatically and public perceptions on fear of crime are positive. This has been highlighted by the recent success in Sheffield becoming the first city in Yorkshire to gain Purple Flag. This is an accreditation for having a good, safe and vibrant night time which the ARZ has played a significant part in.

Many Place Management initiatives come and go on a cyclical basis but it is critical that the ARZ continues otherwise we risk returning to the scenes pre 2005 and all the excellent work the partners have done will be lost. Street drinking will again be prominent on our main areas and public spaces, violent crime and resulting injuries will increase in the night time economy as people are allowed to leave premises with bottles and glasses. The ARZ is only a tool in the Police Officers kit but it is an important and proactive one in reducing ASB, crime and making positive perceptions.

#### **Sandra Barley, The Moor**

I understand that the Alcohol Restriction Zone for the City Centre is under review and I wanted to write, on behalf of The Moor, to stress my support of this initiative.

The Moor acts as a thoroughfare to the city centre and is obviously a shopping destination in its own right. In view of the imminent improvements, it is imperative that people feel safe and comfortable in the environment; therefore I believe it is imperative to keep the restriction zone in place.

The retailers on The Moor, not to mention Scottish Widows, support the city enormously by way of the rates payable and if the Zone were to be removed I think we would have massive problems to address which would impact on trade and ultimately in footfall to the city centre.

In the current climate, retailers and the city centre needs all the support that is available.

#### **Adele Rowett, Clinical Nurse Specialist / Team leader, Fitzwilliam Centre**

As the specialist substance misuse service for the city we deal with some very complex and chaotic individuals who often create a management issue for this service and very often around the city centre and beyond.

More recently we have started to liaise and communicate with the SNT (in particular with Phil Ashford). This has allowed us to build a better picture of the issues with particular clients and improving our risk profiles of these individuals. I would hope that this communication has proved beneficial to the SNT as this enables them to be aware of the bigger picture.

From our perspective this work allows us to consider and address all areas of a clients life in particular their offending behaviour. Our experience has been that anti-social behaviour is difficult to address away from this service. Involvement with the SNT will hopefully help to improve this.

We have invited Phil to joint meetings with particular clients to discuss issues with their behaviour which has proved very useful. Having had the opportunity to work with the SNT and access advice/support has been very valuable.

#### **Scott Bailey, Plug**

U-night supports the continuation of the Sheffield City Centre Designated Public Places Order (DPPPO).

As a group, we consider that it is a great tool that assists the venues and the police in helping to reduce antisocial behaviour in and around the premises.

As a group of responsible retailers in the city centre we support it.

**Sue Smith, Project Manager, Ben's Centre**

I have talked to fellow workers and the Trustee at Ben's and here is what we think

Ben's had some miss giving's when the ARZ was implemented re our core group of alcohol; dependant city drinkers would be ushered out of the ARZ area.

This hasn't happened we think to a couple of factors

1. The City Centre policing Team have worked with all the projects and services to make the ARZ work they come to meetings and get involved with the services and clients to broaden their understanding of the clients. This has involved time and commitment from both sides.

2. Sensible policing of the ARZ area by which I mean understanding the needs of a dependant drinker and acting on their needs not on the drinking.

So as it is working now yes Ben's finds the ARZ a positive for the City Centre

**Service Users from cathedral Archer Project**

Eight of the service users surveyed were in favour of the city centre ARZ continuing the reasons cited were,

- To stop fights
- To stop ASB
- It's a poor site Its not good look for other people in the city centre
- It stops ASB whilst people are going about their everyday business
- People should not be doing it (drinking and causing ASB)
- Puts other town users (people with children) off coming to town. Shows bad example for outsiders coming in to Sheffield

**Steve Hambleton, General Manager, SRSB, Sheffield Royal Society for the Blind**

I understand that the alcohol restriction zone is due for review imminently and I would urge you to continue with this.

I have worked in Sheffield City Centre for the last 12 years and prior to the introduction of the restriction zone my organisation and staff used to deal with the anti-social behaviour of many 'street drinkers' almost on a daily basis. In the last three years we have not had a single occurrence of problems with street drinkers. In addition, the night time drinking used to result in numerous bottles and glasses being left around the perimeter of our building, some of which were broken and therefore a danger, especially to many blind and partially sighted visitors to our building with their guard dogs. We therefore had to spend time every morning cleaning the footpaths around the perimeter of our building but now the problem is significantly reduced.

I am sure the alcohol restriction zone will also have an impact on petty crime and will have contributed to the general improvement in the area, resulting in improved wellbeing of the residents, businesses and staff living/working in the city centre. Given the success of the city centre alcohol restriction zone it may be worthwhile considering introducing the zone in other areas of the city.

**Toni Osborne, Lansdowne Tara**

We had our Tenants and Residents meeting last night. We discussed the DPPO, and the inclusion of Lansdowne in this and nobody raised any issues. We are happy for Lansdowne to be included in the proposal for the DPPO. No particular problem areas were highlighted, but our reasons for wanting to be included is that we know some of the people associated with the problems being caused live on this estate. With them being moved on from London Road our concern is that they will then move on to the estate bringing other drinkers with them. This has happened in the past and we have had incidents of ASB related to them in the past.

## Appendix 10

### Queries and responses Broomhall and London Road

Issue	Name	Response
<p><b>Broomhall.</b> There have been no recent requests for an ARZ in Broomhall. There have been some problems from street drinkers gathering outside Costcutter and in the Upper Hanover playground. I haven't had complaints about the Costcutter carpark for a long time; I do still get some complaints about the playground (about drug misuse and needles as well as alcohol). But overall, the sense of Broomhall suffering from "spill over" from the city centre is much less than when the city centre ARZ was first introduced. The main antisocial behaviour is from young Somali men gathering on street corners (they don't drink alcohol, or at least not in public); and from drunken students making their rowdy way home from the city centre (they don't generally have drink in their hands, just in their blood stream). We also see alcoholics accessing the many hostels/supported residences and attending the Jesus Centre - not necessarily drinking on the street, but suffering the short and long-term effects of alcohol abuse. An ARZ would not solve these problems.</p>	<p>Gillian Creasy</p>	<p>There have been no requests from Broomhall or London Road in regards to having a Designated Public Place Order (formally known as an ARZ). The areas were initially identified by local SNA's as having an alcohol related problem and this was backed up by ASB and crime data.</p> <p><b>In relation to the spill over and complaints, sometimes people accept a certain kind of behaviour either because they don't think that anything can be done, or because they become so used to it that it becomes normal. The idea of the consultation is to ask people their thoughts on the DPPO and their experiences.</b></p> <p>The DPPO won't solve any problems as a stand-alone solution and can't be constantly policed. The power to seize alcohol off someone involved in, or likely to be involved in alcohol related ASB or crime and disorder is a preventative measure which will also give the service providers an opportunity to interact with that individual and sign post them into an relevant treatment or care.</p> <p>The issues raised about drug usage should be addressed by other means and should involve the local service providers and safer neighbourhood team.</p>
<p><b>Sharrow.</b> There are problems with drunkenness on and near London Rd and street drinkers getting into the Leverton tower blocks. But there is also a lot of social drinking outside pubs associated with football matches. It is very hard to see how an ARZ could work alongside the latter, and probably wouldn't help the former (isolated incidents of very vulnerable people misbehaving in the wrong place).</p>	<p>Gillian Creasy</p>	<p>A DPPO is exercised at the discretion of the officer. A DPPO is not a carpet ban on drinking in public places and has been misinterpreted in the past as an "Alcohol Exclusion Zone".</p> <p>A person may drink alcohol in the designated area as long as they are acting in an acceptable manner, so social drinking is not an issue.</p> <p>In relation to drinking outside the Pubs, this in most cases would be a breach of conditions anyway for most of the venues as there license would not cover the use of paved/ public areas unless authorised by the council.</p>

<p>In summary the members of the GoG felt the zone may be of benefit to the hostels but of little benefit to residents. The group were conscious that extending the zone may have cost and time implications and were not keen on there being signs around giving the impression that Broomhall had a street drinking problem.</p>	<p>Broomhall Group of Groups</p>	<p>Unfortunately, all areas covered by a DPPPO must have the relevant signage by law.  The signage does not give the impression that the area has a problem; it says the area does not accept that kind of behaviour and are prepared to do something about it. The interpretation will differ from person to person depending on their personal views.</p>
<p>Having spoken to representatives of Lansdowne TARA and Hanover TARA they are both against these proposals. They both say the problems they have are from drug related issues and not alcohol</p>	<p>Jean Cromer Mohammad Maroof</p>	<p>A representative from Lansdowne TARA attended the initial consultation and Matt Burdett – SYP attended the Tara Meeting in November 2012 and received full support for the extension</p>
<p>Lansdowne TARA is worried that an ARZ on London Road will move any alcohol problems onto their estate, which could well Exacerbate the drug issues</p>	<p>Jean Cromer Mohammad Maroof</p>	<p>The Lansdowne area can be incorporated in to the DPPPO to address their concerns.</p>
<p>As a local resident and former councillor I am unaware of any request from local people or local organisations for an ARZ in Broomhall or London Road. X 2</p>	<p>Jean Cromer Mohammad Maroof</p>	<p>Please see first response.</p>
<p>The City Centre ARZ has a positive effect on the night time economy but because it was policed on a zero tolerance basis it caused displacement during the daytime which did have an impact on areas such as london road. The council, when agreeing the scheme, expected it to be policed sensitively. Unfortunately the agreed implementation of this scheme has not got through to all officers</p>	<p>Jean Cromer</p>	<p>The DPPPO has been quoted by some people as an alcohol restriction zone in the past, this giving the impression that there is a carpet ban on drinking alcohol in the designated area. If the DPPPO is renewed or extended re-education of the relevant authorities would be part of that process.</p>
<p>Some 4-5 years ago there was a request from the police for an ARZ on London Road to enable them to disperse the street drinkers from outside the Lloyds chemist on Alderson road. This was rejected because the general felling was that drinkers were best in a public space where they could be seen Previously an order had been placed on them which resulted in more problems as they then occupied the childrens playground on the Thorp Estate, and the various cul-de-sacs in the area. Since the planters have been removed from outside the chemist there is no longer a problem there</p>	<p>Mohammad Maroof</p>	<p>On consulting the businesses on London Road they have overwhelmingly welcomed the idea of a DPPPO, please see consultation forms received by the drug and alcohol action team.  The DPPPO is not just designed to disperse a problem, policed properly with the help of service providers it can assist hard to reach people into services that can assist them. An example of this can be seen in the Woodhouse DPPPO.</p>
<p>Most anti-social behaviour on London road and Broomhall is not caused by alcohol, but by drug abuse and lack of facilities for young people. The police already have powers to deal with anti –social behaviour</p>	<p>Jean Cromer</p>	<p>The data shows there is a considerable amount of ASB and crime linked with alcohol in the areas. Drugs and facilities may be an issue but unfortunately as pointed out can't be addressed by a DPPPO.</p>

		<p>The police already have powers to deal with anti – social behaviour. – Yes, they do. They also have powers to deal with drunken anti social behaviour but without a DPPO this could mean an £80 penalty notice or arrest. With a DPPO it gives the officer a chance to intervene before this with a low level intervention by requesting them to stop drinking or to seize their alcohol.</p>
<p>There needs to be enough manpower in the area if the ARZ is to be policed effectively. At the present time numbers of police and PCSO's are being reduced in the area. The city centre has Ambassadors who are also able to police in the city centre, there are none along London Rd or in Broomhall therefore making it difficult to have effective management x2</p>	<p>Jean Cromer</p>	<p>A DPPO is exercised at the discretion of an officer. A DPPO is not a carpet ban on drinking in public places and has been misinterpreted in the past as an "Alcohol Exclusion Zone".</p> <p>A person may drink alcohol in the designated area as long as they are acting in an acceptable manner, so social drinking is not an issue and they may continue to do so unless advised by an officer.</p>
<p>I do feel strongly that a case for extending the ARZ to those two areas has not been proven, nor has the reason for choosing those areas in particular been clearly demonstrated. I understand from local residents that any anti-social behaviour in the Broomhall or London Road areas is as much, if not more, to do with drug abuse than with alcohol and I am not aware that there has been any request from residents for the ARZ to be extended there.</p>	<p>Ruth Grayson Chair, SAVE</p>	<p>The case for extending into the areas was highlighted by the alcohol related crime / ASB figures in the areas and information from the local Safer Neighbourhood Teams.</p> <p>The DPPO will not solve the drug issues but in some instances, drugs and alcohol are used together and the DPPO will give the service providers an inroad to provide treatment.</p>
<p>People will just move onto Mount Pleasant Park to drink as this would be outside the ARZ zone. If people move onto the park then this will impact on people using the park – seeing an increase of complaints there will be increased risk factors for people drinking in the parks as they will be out of sight from general public, increasing risk of someone dying un noticed</p>	<p>SAAS Service user consultation SAAS Service user consultation</p>	<p>Areas that could be affected by the DPPO could be included in the application if they are at significant risk of displacement. All other areas will be monitored and relevant action may be taken to resolve any issues.</p> <p>As above. The implementation of a DPPO if managed properly sign posts people into treatment so in some extreme cases may save and improve the quality of some people's lives</p>
<p>This will just push people to drink in stairwells in nearby flats – seeing an increase in complaints</p>	<p>SAAS Service user consultation</p>	<p>Any complaints will be investigated and the relevant action will be taken to address any issues.</p>
<p>Has been noticed that in city centre people are still walking around drinking causing ASB but no police anywhere? Don't think that they have the policing to manage it?</p>	<p>Service user – SAAS</p>	<p>The DPPO provides a power to seize alcohol off people; it is not an offence to drink in a designated area unless an officer asks you to stop drinking. Therefore an offence is not committed until that interaction is made.</p>

		<p>Unfortunately the police have limited resources and respond to incidents that have been reported on a priority basis. The DPPO order doesn't require people to physically patrol an area, it simply provides police with additional powers to address alcohol related ASB as and when is required and at their discretion. Where numerous incidents are reported in an area it will be looked at and if appropriate be incorporated into place based tasking.</p>
<p>Can see the benefits for Bramhall lane but then what about Wednesday ground surely they would be wanting one next?</p> <p>In Norwich they had a zone, people just moved over the boundary because they know police couldn't confiscate the alcohol</p>	<p>Service user – SAAS</p> <p>Service user – SAAS</p>	<p>If a problem is identified in Hillsborough then the relevant work will be done to address the issues there.</p> <p>The DPPO in Norwich. I have no knowledge of its implementation or how the area is policed so it would be unfair of me to comment on how effective it is.</p>
<p>Pointless having zones either have a city wide zone or none at all</p>	<p>Service user – SAAS</p>	<p>Different areas have different issues and what would benefit one area would not necessarily benefit another. The DPPO should be used to address issues in areas that have been identified as having alcohol related incidents and not used lightly.</p>



APPENDIX 11

Name	Address 1	City	Postcode	Male/Female	Age	Have you witnessed any alcohol related anti social behaviour in Broomhall and the surrounding area in the past 12 months.	If you answered yes, where did it happen	Approx. how many incidents of this type have you witnessed?	What type of ASB was it	How would you characterise the individuals or groups who take part in this behaviour	Did you report the incident?	If YES who did you report the incident to?	If NO why did you not report it?	Do you support the DPPi in the area of Broomhall Sheffield
Sainsbury's	50 Upper Hannover St	Sheffield		Male	16-24	Yes	Outside a business	3 plus	harassment, intimidation, urination verbal	Males and Females	Police	Police	They were just passing through	Yes
Wellfare Complimentary Medicine	28 Wilkinson Street	Sheffield		Male	35-49	Yes	In the Street	3 plus	Abuse/Aggression					Yes
Carr Lynch	26 Wilkinson Street	Sheffield		Female	35-49	Yes	On the Street	2 - 3	Urination	Students	No		Left the Area	Yes
Action Housing and Support	22 Wilkinson Street	Sheffield	S10 2GB	Female	50/59	Yes	Outside your	3 plus	Vandalism, Street	Vulnerable Street Drinkers	No		Dealt with in House	Yes
Cavendish Cancer Care	Wilkinson Street	Sheffield		Female	50/59	Yes	Outside your	3 plus	Litter rough sleeping	Homeless male	Yes	Council, Police		Yes
Hollis and co	35 Wilkinson Street	Sheffield		Male	50/59	Yes	Outside a business	3 plus	intimidation, verbal abuse, litter	Young White Male and Females	No		Went Away	Yes
Sheffield Childrens	47 Wilkinson Street	Sheffield		Male	50/59	No	Outside a							Yes
Sheffield Childrens	47 Wilkinson Street	Sheffield		Female	50/59	No								Yes
No Cosmetics	81 Wilkinson Street	Sheffield		Female	35/49	No								Yes
University of Sheffield	83 Wilkinson Street	Sheffield		Female	35/49	No								Yes
Broomhall Forum	342 Exeter Drive	Sheffield		Male	35-49	Yes	In A Public Area/In the	One	Vandalism, verbal abuse	A bit rough 30-50	Yes	Via security to the police		Yes
Broomhall Centre	Broomspring	Sheffield		Female	50-59	No								Yes
The Harley Hotel	334 Glossop Road	Sheffield		Female	35-49	No	Outside a business/ within		graffiti, verbal abuse, litter, Begging	18-26	No			Yes
Harover - Tara		Sheffield		Female	16-24	Yes			graffiti, harassment, noise					
Broomhall Mini		Sheffield		Male	35-49	Yes	Outside a business	3 plus	urination, litter	Drunk and Drug Dealers	Yes	Local Police		Yes
Rev Dr Sarah Hall	Upper Hannover	Sheffield	S3 7FZ	Female	35-49	No	Outside a business/ between Belfast and				No			Yes
Sheffield Jesus Centre	93 Broom Spring Lane	Sheffield	S102FB	Male	35-49	Yes		3 plus	Intimidation, Noise Begging	Adults between 35-45 Residents from Fley Street, 911 Customers and Gell Street	No	Police		Yes





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