Item 4

9th May 2023

Glasgow City Council

Local Licensing Forum

Report by Local Licensing Forum Sub-Group - May 2023

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SUB-GROUP SECOND RESPONSE TO BOARD PRE-CONSULTATION ON LICENSING POLICY STATEMENT

Purpose of Report:

To provide a second response to the Licensing Board's "Policy on Licensed Hours" and "Overprovision Assessment and General Approach to the Consideration of Overprovision" as part of the Board's Pre-Consultation exercise towards the development of the Fifth Edition of its Licensing Policy Statement.

Recommendation:

The Forum is requested to

(1) approve the terms of the draft second response by the Sub-group to the Licensing Board's 'Overprovision Assessment and general approach to the consideration of Overprovision' as outlined in the report; and

(2) refer the report to the Licensing Board as its response to the Board's pre-consultation exercise towards the development of the fifth edition of the Licensing Policy Statement

Ward No(s): Citywide: ✓

Local member(s) advised: Yes ☐ No ☐ consulted: Yes ☐ No ☐

1.0 Background

The current Licensing Policy Statement is effective until the end of November 2023, when a new Licensing Policy Statement will require to be published.

In preparing the Fifth Edition of the Licensing Policy Statement, the Licensing Board must ensure that the Policy stated in the statement seeks to promote the five licensing objectives. The Board is also required to consult the Local Licensing Forum. At the Local Licensing Forum meeting on 6 September 2022, the Forum agreed that a Sub-Group would be formed to provide a response to the consultation process and approved the establishment, membership and terms of reference of the Sub-Group.

At the meeting of the Local Licensing Forum on 14 March 2023 the Forum (a) approved the terms of the draft response by the Sub-Group to the Board's "Policy on Licensed Hours" only and referred it to the Board as its response to the pre-consultation exercise in relation to this matter; and (b) continued consideration of the terms of the draft response by the Sub-Group to the Board's "Overprovision Assessment and General Approach to the Consideration of Overprovision" to the Local Licensing Forum meeting on 9 May 2023 to allow the Sub-Group additional time to continue its assessment of health and crime data.

2.0 Remit of the Sub-Group

The Sub-Group has been established in order to prepare a draft response to the Licensing Board's "Policy on Licensed Hours" and "Overprovision Assessment and General Approach to the Consideration of Overprovision" as part of the Board's Pre-Consultation exercise towards the development of the Fifth Edition of its Licensing Policy Statement. The Sub-Group response, once approved by the Local Licensing Forum, will be instrumental in influencing and shaping the new Policy Statement.

3.0 Sub-Group Membership

The Sub-Group membership is as follows:-

Donald MacLeod, Concert Promoters' Association (Chair)
Brian Fulton, Glasgow Clubwatch Group
Jamie Mackie (for Pete Cheema), Scottish Grocers' Federation
Inspector Gareth Griffiths (for Chief Constable), Police Scotland
Elaina Smith (for Fiona Moss), Glasgow City Health and Social Care Partnership
Gary Atkinson, Community Resident

Susan McKay (for Stuart Patrick), Glasgow Chamber of Commerce.

Five meetings of the Sub-Group were held in the City Chambers between October 2022 and February 2023. An additional meeting of the Sub-Group was held on 18 April 2023 to allow the Sub-Group additional time to continue its assessment of health and crime data with a view to further reporting on "Overprovision Policy". In terms of gathering information to inform the Sub-Group's response it was clear from the outset that the position had to be evidence based and the City of Glasgow Licensing Board Pre-Consultation questionnaire "Licensing (Scotland) Act 2005 - Informing Development of the New Licensing Policy Statement" acted as a guide.

Evidence used to inform our response:-

(1) Crime and incident information from Police Scotland.

(2) Information on alcohol specific deaths and alcohol-related hospital admissions from Glasgow City Health and Social Care Partnership.

(3) Current list of numbers of licensed premises as at 2017 and 2022 in current overprovision areas provided by GCC Licensing Department

(4) Views from Community Resident and businesses

(5) Views from the members of the licensed trade

(6) Views of parties represented by Forum Sub-Groups members

4.0 Response

The Sub-Group was made up of a diverse group of members, representing the range of vastly differing perspectives of stakeholders working within and affected by the licensing community and beyond. This response aims to strike a balance and reach a position that best reflects the views of all members of the Forum. At the heart of all discussions was a view that Glasgow licensing sector should be viewed in a positive light, due to its important role in regenerating and creating vibrancy in the city, attracting visitors and employment particularly after the Covid-19 pandemic. The group acknowledges that the licensed trade also presents key challenges and seeks to manage these on behalf of the city in terms of pressures on public health, crime and disorder and issues around public safety. The group is keen to highlight the need for the Licensing Board to construct and implement a policy that has the five licensing objectives at its core.

5.0 Overprovision Policy

The Sub-Group reviewed data received from Police Scotland Analysis and Performance Unit in order to form a fair and informed opinion on areas of Overprovision within the Glasgow City Council area.

The data covered two full years; 2017 and 2022, 2017 data was last used when Overprovision was considered and 2022 covers the current period, so it provides a comparison of data used during the last review against the current position. The data provided was split into 4 separate categories; Alcohol Crimes, Group 1 Crimes, Licensing Crimes and Incidents of Disorder.

Alcohol Crimes – crimes involving alcohol and/or intoxication through alcohol
Group 1 Crimes – non-sexual crimes of violence (murder, attempted murder, serious assault, robbery, abduction etc)
Licensing Crimes – crimes involving licensing offences (selling alcohol to underage persons, failing to quit licensed premises etc)
Incidents of Disorder – reported incidents of disorder (antisocial behaviour etc)

The Sub-Group received a brief overview of each category, as provided by the analysts, before considering current and proposed Overprovision areas.

Alcohol Crimes

In total, there were 5,788 fewer alcohol related crimes in Glasgow City in 2022 than in 2017. City Centre South had the highest number of these crimes both in 2017 and in 2022 and 132 more alcohol related crimes in 2022 than it did in 2017. Anderston also saw a large increase of 112 alcohol related crimes between the two periods. The largest decrease was in City Centre West.

Group 1 Crimes

There were only 10 fewer Group 1 (violence) crimes in Glasgow City in 2022 than in 2017. City Centre South had the largest number of Group 1 crimes in both 2017 and in 2022. City Centre South also had the largest increase between the two years. The largest decrease was in Wyndford which fell by 20.

Licensing Crimes

There were 50 fewer Licensing Crimes in Glasgow City in 2022 than in 2017. City Centre South had the largest number of Licensing Crimes both in 2017 and in 2022. The largest increase was in Finnieston and Kelvinhaugh with an increase of 6. The largest decrease was in City Centre West which fell by 16.

Incidents of Disorder

In total there were 16,509 fewer incidents of disorder in Glasgow City in 2022 than in 2017. City Centre South had the largest number of incidents of disorder

in both 2017 and in 2022. The largest increase in incidents of disorder was in Castlemilk which increased by 139. The largest decrease was in City Centre West which had 656 fewer incidents of disorder in 2022 than it did in 2017.

Current Areas of Overprovision

There are 136 data zones in the Glasgow City Council area. The current Overprovision areas are Bridgeton, Calton and Gallowgate, Carntyne West and Haghill, Govan and Linthouse, Ibrox, Keppochill, Laurieston and Tradeston, Maryhill West, Parkhead West and Barrowfield, Possilpark, Ruchill, Shettleston North and Wyndford.

Bridgeton – This area is just outside the top third in terms of alcohol crimes but has seen a reduction of 41 crimes compared to 2017. There have been no licensing crimes but the area is in the top quarter of group 1 crimes (one more crime than 2017) and incidents of disorder (133 incidents fewer than 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Calton and Gallowgate – This area is in the top 5 in terms of alcohol crimes but has seen a reduction of 127 crimes compared to 2017. It was in the top fifth for licensing crimes, albeit with only 1 crime (a reduction of 4 compared to 2017) but the area is in the top ten of group 1 crimes (5 more crimes than in 2017) and top 10% in incidents of disorder (albeit with a significant reduction of 247 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Carntyne West and Haghill – This area is in the top quarter in terms of alcohol crimes but has seen a reduction of 77 crimes compared to 2017. It had no licensing crimes but the area is in the top quarter of group 1 crimes (4 more crimes than in 2017) and incidents of disorder (albeit with a significant reduction of 259 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Govan and Linthouse – This area is in the top 10 in terms of alcohol crimes but has seen a reduction of 86 crimes compared to 2017. It had no licensing crimes but the area is in the top five of group 1 crimes (15 more crimes than in 2017) and incidents of disorder (albeit with a significant reduction of 242 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would be potentially beneficial.

Ibrox – This area is just outside the top 10% in terms of alcohol crimes but has seen a reduction of 69 crimes compared to 2017. It had no licensing crimes but the area is in the top half for group 1 crimes (reduction of 7 compared to 2017) and top third for incidents of disorder (albeit with a significant reduction of 415 compared to 2017). Although there have been clear improvements in

the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Keppochill – This area is in the top quarter in terms of alcohol crimes but has seen a reduction of 190 crimes compared to 2017. It had no licensing crimes but the area is in the top third for group 1 crimes (reduction of 7 compared to 2017) and just outside the top third for incidents of disorder (albeit with a significant reduction of 247 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Laurieston and Tradeston – This area is in the top six in terms of alcohol crimes but has seen a reduction of 70 crimes compared to 2017. It had one licensing crime (a reduction of 1 compared to 2017) but the area is in the top four for group 1 crimes (increase of 10 compared to 2017) and the top ten for incidents of disorder (albeit with a significant reduction of 442 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Maryhill West – This area is just outside the top 50% of alcohol crimes but has seen a reduction of 51 crimes compared to 2017. It had no licensing crimes but the area is in the top third for group 1 crimes (reduction of 1 compared to 2017) and the top 50% for incidents of disorder (with an increase of 6 compared to 2017). This area remains similar for crimes and incidents compared to 2017 and therefore remaining as an area of Overprovision would potentially be beneficial.

Parkhead West and Barrowfield – This area is in the top four in terms of alcohol crimes but has seen a reduction of 274 crimes compared to 2017. It had two licensing crimes (the same as 2017) but the area is in the top six for group 1 crimes (albeit with a reduction of 12 compared to 2017) and the top four for incidents of disorder (albeit with a significant reduction of 532 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Possilpark – This area is in the top third in terms of alcohol crimes but has seen a reduction of 172 crimes compared to 2017. It had no licensing crimes but the area is in the top quarter for group 1 crimes (albeit with a reduction of 12 compared to 2017) and the top third for incidents of disorder (albeit with a reduction of 174 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Ruchill – This area is in the top fifth in terms of alcohol crimes but has seen a reduction of 139 crimes compared to 2017. It had no licensing crimes but the area is in the top third for group 1 crimes (albeit with a reduction of 2 compared to 2017) and just outside the top ten for incidents of disorder (albeit with a significant reduction of 303 compared to 2017). Although there have been clear

improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Shettleston North – This area is just outside the top ten in terms of alcohol crimes but has seen a reduction of 39 crimes compared to 2017. It had three licensing crimes (same as 2017) but the area is in the top 10% for group 1 crimes (with an increase of 5 compared to 2017) and the top fifth for incidents of disorder (albeit with a significant reduction of 228 compared to 2017). Although there have been clear improvements in the area, crimes and incidents are at a level where remaining as an area of Overprovision would potentially be beneficial.

Wyndford – This area is just within the top 50% in terms of alcohol crimes but has seen a significant reduction of 186 crimes compared to 2017. It had no licensing crimes but the area is in the top 60% for group 1 crimes (with a significant decrease of 20 compared to 2017) and the top 15 areas for incidents of disorder (albeit with a significant reduction of 263 compared to 2017). Although there have been clear improvements in the area, incidents of disorder are at a level where remaining as an area of Overprovision would potentially be beneficial.

When considering the question of Overprovision, it is recognised that Police Scotland's crime and incident data won't be looked at in isolation and will considered alongside other data provided by partners such as HSCP. As previously noted and reported upon from a health perspective the Sub-Group noted that with regard to the above thirteen current overprovision localities all areas continue to have alcohol-related hospital admissions three year rolling average rate which is persistently above the Scottish rate suggesting these areas still need to be considered as overprovision localities.

Potential Areas for Consideration

Police Scotland's crime and incident data indicates that two further areas, City Centre South and Anderston, could potentially be considered to be areas of Overprovision in the Licensing Policy review.

City Centre South – This is the top area in terms of alcohol crimes, with an increase of 132 crimes compared to 2017. It was also top for licensing crimes with 21 (reduction of 13 compared to 2017). It was the top area for group 1 crimes (with an increase of 56 compared to 2017) and also top for incidents of disorder (albeit with a significant reduction of 221 compared to 2017). However, it is important to note that this is an extremely busy part of Glasgow City Centre, with a high concentration of shops, hotels, pubs, clubs and a nearby train station and therefore crimes and incidents of disorder could potentially be expected to be higher. It is also a known gathering point for youth from all over the city and areas outside of Glasgow with high profile policing in the area through initiatives such as the City Centre Policing Plan.

Anderston – This is in the top 10 in terms of alcohol crimes, with an increase of 112 crimes compared to 2017. It was in the top ten for licensing crimes with

2 (same as 2017). It was in the top 50% for group 1 crimes (albeit with a reduction of 2 compared to 2017) and also the top third for incidents of disorder (albeit with a reduction of 102 compared to 2017). However, it is important to note that this area has seen significant regeneration since 2017, with an increase in residential areas. It is also a thoroughfare to the nearby Finnieston area which is now popular for licensed premises and therefore it is perhaps not unexpected that there has been an increase in alcohol crimes compared to 2017.

With regards to City Centre South and Anderston the health statistics associated with those intermediate geographies show 3 year rolling average rates for alcohol-related harm which are above the Scottish rate and rising as follows:

IDZ	Locality	Weighted SIMD Quintile (rounded)	Alcohol-related Hospital Admissions EASR 2016/17	Alcohol-related Hospital Admissions EASR 2021/22	3 Year Average Relative to Scottish Rate: Alcohol-related Hospital Admissions	Alcohol-specific Deaths 2014-2016	Alcohol-specific Deaths 2019-2021	3 Year Average Relative to Scottish Rate: Alcohol-specific Deaths
Anderston	NW	3	67	83	Above and rising	10	7.2	Above
City Centre South	NW	3	100.6	158.2	Above and rising	5.7	0	Below

The Sub-Group noted that City Centre South has a substantial number of health and voluntary sector services operating in the area to support the vulnerable populations in the locality and that in order to mitigate the harm from unregulated consumption that limiting alcoholic sales in this locality should potentially be considered.

5.1 Summary

The Sub-Group agreed that Overprovision of Licensed Premises continued to be an issue for the city, particularly in relation to the impacts on health and crime. Further to the Local Licensing Forum meeting on 14 March 2023 the Sub-Group had obtained further statistical information from Health and Police in order to take a final view as to the matter of overprovision. With reference to the current overprovision areas, Bridgeton, Calton and Gallowgate, Carntyne West and Haghill, Govan and Linthouse, Ibrox, Keppochill, Laurieston and Tradeston, Maryhill West, Parkhead West and Barrowfield, Possilpark, Ruchill, Shettleston North and Wyndford, the Sub-Group noted that although there had been clear improvements in each of these areas in 2022 compared to 2017, crimes and incidents are at a level where remaining as areas of overprovision would potentially be beneficial.

Regarding City Centre South as a potential area for overprovision the Sub-Group noted that this was a very busy area but considered that there required to be other controls than overprovision in order to address the issues of alcoholic related crimes and incidents and anti-social behaviour within this area. The Sub-Group also had similar concerns in relation to the adjoining area of Anderson.

The Sub-Group noted that in relation to a number of non-overprovision areas the crime and incident figures from 2022 compared to 2017 had fallen by a greater percentage than those in overprovision areas. The Sub-Group recognised the importance of having overprovision areas although recognised that classifying an area as one for overprovision would not necessarily lead to a reduction in alcohol related crimes and incidents and instances of anti-social behaviour.

The Sub-Group recognised that the lack of definitive health and crime data the availability of which had been interrupted by the Covid-19 pandemic resulted in the conclusion by the Group that all current designated overprovision localities should remain and the Group are unable to recommend any other localities as being areas to be added to the current overprovision localities. The Sub-Group respectfully request the Licensing Board to consider the potential of a mid term review of overprovision areas and request updated data from Health and Police during 2026. This would allow the Forum to revisit overprovision areas during 2026 and report thereon with a view to recommending any deletions or additions to the current overprovision areas.

To conclude; the majority of the Group expressed that all current designated overprovision localities should remain and was unable at present to recommend any other localities as being areas of potential concern without further evidence from Police and health statistics to support further recommendations.

5.2 Final Comments

The Sub-Group commends the Board's methods of consultation and engagement in the development of the next Licensing Policy Statement and in tasking the Local Licensing Forum to give their response to this consultation. The Sub-Group recognises the value of being involved in this task; particularly as this is a fairly unique approach in Scotland. The Sub-Group also recognises the significant role that a robust yet measured Licensing Policy Statement has in controlling the availability of alcohol to ensure the health, safety and well-being of Glasgow citizens is improved. It is hoped that the next Licensing Policy Statement has the ability to contribute towards wider social change in relation to our city's relationship with alcohol while allowing Glasgow to grow in its vibrancy and ability to compete with other European cities as an attractive visitor destination. Once again membership of schemes such as Best Bar None and Pubwatch together with positive licensing initiatives within the city are viewed by the Sub-Group as being of vital importance to the future of responsible alcohol retailing.