

Cumulative Impact Assessment Statement for the New England and Millfield area of Peterborough

This document is produced in accordance with Section 5A of the Licensing Act 2003

Background

Peterborough City Council adopted a cumulative impact policy in the area of Millfield New England, locally known as Can-Do, on 17/4/13 which was applicable to all types of licensed premises within the defined boundary. The decision was based on the number of licensed premises in the boundary area had reached or was about to reach saturation. The cumulative impact of the saturation of licensed premises was having a negative impact on the four licensing objectives.

The policy was reviewed and subject to consultation in 2015, where it was determined to retain the cumulative impact policy for the defined boundary of Can-Do, as the saturation of licensed premises continued to have a negative impact on the four objectives and residents in the locality.

Current

A further review and consultation was carried out between 6 August 2018 to 23 September 2018 which invited comments and responses on the future of the policy.

The Licensing Committee convened on the 18 October 2018 and considered all responses and evidence made available (orally and in writing) and determined to retain the cumulative impact policy as the licensing authority considers that the number of premises licenses and/or club premises certificates in the defined boundary is such that it is likely that granting further licenses would be inconsistent with the authority's duty to promote the licensing objectives.

Further details including responses and minutes of the meeting can be found on the following link <https://democracy.peterborough.gov.uk/ieListDocuments.aspx?CId=142&MId=4159&Ver=4>

Evidence

Licensed premises in the defined Can-Do cumulative impact boundary

At the time of the review and determination by the licensing authority, there were approximately 100 licensed premises within the defined boundary. Of these 100 there were approximately:

- 14 premises licensed for consumption of alcohol on the premises
- 35 premises licensed for off sales of alcohol
- 24 premises licensed for on and off sales of alcohol
- 27 premises licensed with no alcohol provision

The licensing authority considers that the defined area remains saturated with licensed premises which, cumulatively is having a negative impact on the licensing objectives and residents.

Public health

In making its determination the licensing authority considered the public health evidence, which shows that Peterborough has statistically significantly higher rates of:

- Hospital admissions for alcohol-related conditions in under 40s (all persons and males only)
- Hospital admissions as a result of intentional self-poisoning by and exposure to alcohol conditions (all persons, males only and females only)
- Hospital admissions for alcohol-related cardiovascular disease conditions (all persons, males only and females only)
- Alcohol related road traffic accidents
- The volume of pure alcohol sold through the off trade is statistically significantly higher in Peterborough than in England. In Peterborough, the crude rate of such sales is 7.2 litres per adult, compared to the national average of 5.5 litres.

Peterborough is the only area within the East of England region to have a statistically significantly high directly age-standardised rate of hospital admission episodes for alcohol-related conditions in under 40s for all persons and males.

A considerable body of research examines the relationship between alcohol outlet density and alcohol – related harms. This shows that areas with more deprivation tend to have greater alcohol outlet density, which means that regulating the local availability of alcohol has the potential to reduce health inequalities, which supports the use of the cumulative impact policy in the Can-Do area, which has high levels of deprivation.

The socio-economic issues including relatively high rates of relative deprivation in the defined boundary remain a concern. Alcohol is known to be a cause of over 200 health conditions and has a number of social negative impacts, including loss of earnings or unemployment, family or relationship problems and problems with the law. Many of these harms affect both the drinker and those around them, including families, friends and strangers.

NICE guidelines recommend that a cumulative impact policy should be used where an area is saturated with licensed premises and the evidence suggests that additional premises may affect the licensing objectives.

Current issues in the defined Can-Do cumulative impact area

The 'Can-Do' programme was launched in September 2011, it was a ten year vision jointly led by Peterborough City Council and Cambridgeshire Constabulary, to tackle the many challenges faced in the area and bring about transformational change to improve the quality of life, outlook and aspirations of local people. The programme took a holistic view of the identified issues, and provided a framework to ensure all resources and services available were co-ordinated and effectively delivered appropriately, to meet the needs of the community.

The defined Can-Do boundary includes Gladstone, Millfield and New England communities. These three adjacent neighbourhoods span the Central, North and Park wards of Peterborough. The population has increased significantly and is typically the focal point for many new arrival residents and economic migrants. The area has a disproportionate level of social challenges, is residentially overcrowded has poor housing stock and high levels of HMOs, with a community that is becoming increasingly fragmented with inherent tensions.

Lincoln Road is the main traffic route and is continually choked with traffic. The saturation of licensed premises in this area has contributed to issues of anti-social behaviour directly affecting the health and wellbeing of residents, leaving them feeling unsafe. The area has the highest density in terms of number of premises selling alcohol in proximity to residential dwellings in Peterborough.

Outreach projects have engaged with the general public including people drinking on the streets of the area and have identified key learning points, such as:

- Drinking in public places is a social norm for many young Eastern Europeans
- Mistrust of statutory services among some recent arrivals

Community groups have been established and are working together on the challenges to bring about positive change to the area for those who reside and work there. Public feedback and information from community groups indicate that alcohol related problems and alcohol related anti-social behaviour is vastly under-reported. This can be attributed to lack of English language skills and a mistrust of authority.

Ward Councillors and community groups representing businesses and residents in the area, indicate that the density of outlets selling alcohol in the Can-Do area contributes significantly to volatility and anti-social behaviour and negatively impacts on all four licensing objectives. Residents state that they fear to go out late at night. The presence of drunk individuals whose behaviour is aggressive and unpredictable can be intimidating for residents.

Issues of alcohol related litter, anti-social behaviour such as toileting in resident's gardens, noise disturbance such as rowdy behaviour, shouting and fighting are regularly witnessed and reported to ward councillors and community groups. It also negatively impacts on the use of public areas, children's play areas and green

spaces such as Victoria Gardens. Such issues can seriously affect children's general wellbeing, sleep and sense of security.

Local residents expect ward councillors, the licensing authority and the council as a whole to take action, and be seen to take action to improve the lives and wellbeing of all those living and working in this area.

Other measures in place.

The Can-Do area has been prone to suffer from the effects of alcohol related anti-social behaviour for many years. A Designated Public Places Order (DPPO) was initially implemented in 2007 and was extended in 2011. This was replaced with a Public Spaces Protection Order (PSPO) in June 2017.

The frequency of cleansing for streets and open spaces in the Can-Do area is significantly higher in comparison to other areas of the city. This is partly attributable to the amount of alcohol related litter (bottles, cans) which pose a safety risk and degrade the area.

Partnership working involving the Licensing Authority, Cambridgeshire Constabulary, Trading Standards, UKBA and HMRC and other responsible authorities, continues with a view to improving the standards and compliance with general law in the Can-Do area. Enforcement action has been taken against individual premises which have failed to operate in accordance with legislation and conditions of their licences. This work continues.

In conclusion.

The cumulative impact policy allows greater scrutiny of applications, this has resulted in more considered applications with appropriate conditions being served on the authority. Where applications have been made which have demonstrated that the grant of the application will not further negatively impact on the objectives, the licence has been granted.

The licensing authority and the council need to restore and nurture the community's confidence and trust as the area does continue to present a number of complex, multi-layered challenges. The saturation of licensed premises remains one of those challenges. The imminent introduction of the Peterborough Integration Strategy, of which the Can-Do programme is integral, that the Peterborough Together Partnership is developing will bring many new opportunities to achieve this and has secured £7.5m of capital investment for the area.

Signed by Councillor Ayres 

Date 14th December 2018.

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