

Cumulative Impact Assessment Statement for the 'Can-Do' New England and Millfield area of Peterborough

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

Background

The 'Operation-Can-Do' (Op-Can-Do or 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.

Peterborough City Council adopted a Cumulative Impact Policy (CIP) in the Can-Do area 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 (CIP) for the defined boundary of Can-Do, as the saturation of licensed premises continued to have a negative impact on the four licensing objectives and residents in the locality.

In 2018, in line with statutory requirements, the CIP was reviewed and consulted upon. The Licensing Authority determined to retain the CIP, as the licensing authority considered that the number of premises licences and Club Premises Certificates in the defined boundary was such, that it is likely that granting further licenses of any type, would be inconsistent with the authority's duty to promote the objectives. In accordance with Section 5A of the Licensing Act 2003 (as amended by s141 of Policing and Crime Act 2017) a Cumulative Impact Assessment was published to that effect.

A further review and consultation was carried out between 19 August 2020 to 14 October 2020 which invited comments and responses on the future of the policy. The Licensing Committee convened on the 18 November 2020 and considered all responses and evidence made available and determined to retain but modify the cumulative impact policy.

Current Cumulative Impact Policy

The licensing authority consider, that the number of premises licenses and/or club premises certificates offering 'Off sales' of alcohol within the defined boundary is such, that it is likely, that the granting of further licenses of this type, would be inconsistent with the authority's duty to promote the licensing objectives.

Further details including responses and minutes of the meeting on 18/11/2020 can be found on the following link: <https://democracy.peterborough.gov.uk/ieListDocuments.aspx?CId=142&MIId=4522&Ver=4>

Basis of Evidence

Licensed premises in the defined Can-Do cumulative impact boundary – August 2020

At the time of the review and determination by the licensing authority, there were 85 licensed premises within the defined boundary. Of these 85 there were:

- 18 premises licensed for consumption of alcohol on the premises
- 30 premises licensed for off sales of alcohol
- 19 premises licensed for on and off sales of alcohol
- 18 premises licensed with no alcohol provision

The licensing authority considers that the defined area remains saturated with licensed premises, and the cumulative impact of premises offering 'Off sales', is having a negative impact on the licensing objectives and residents.

Public Health evidence

In making its determination the licensing authority considered the evidence submitted by the Director of Public Health (DPH). The role of the DPH, is to help promote the health and wellbeing of the local populations they serve. Promotion of the licensing objectives, which collectively seek to protect the quality of life for those who live and work in the vicinity of licensed premises and those who socialise in licensed premises are an important contribution to this.

There is a high density of premises selling alcohol in the 'Can-Do' boundary. Peterborough has relatively high levels of deprivation compared with the rest of Cambridgeshire and is the most deprived lower tier area in Cambridgeshire and Peterborough. East and Central wards are among the most deprived in the City according to the IMD 2019.

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

Alcohol related hospital admissions have improved in recent years in Peterborough overall but there is still a significant problem in Central Ward and East Ward. Rates are of concern and there is a statistically significant higher number of admissions in these wards compared with the rest of Peterborough.

In the most recent data available from 18/19 a total of 63 (equal to 783 people per 100,000) individuals from East Ward and 83 (equal to 728 people per 100,000) from central ward were admitted to hospital for reasons related to alcohol. This compares with only 10 in Hargate and Hempstead (equal to 184 per 100,000), 31 in Orton Waterville (equal to 365 per 100,000) and 42 in Fletton and Stanground (equal to 436 per 100,000)

Minimising the availability of alcohol, especially in areas of high AOD such as the 'Can-Do' area, is therefore important to protect the health and safety of Peterborough residents and visitors.

There is strong evidence for a relationship between AOD and problems associated with social disorder. A number of systematic reviews have identified that higher levels of AOD are associated with greater alcohol consumption, alcohol related violence, injuries, alcohol-related road traffic crashes, sexually transmitted infections, child abuse and neglect and suicide. This evidence supports the use of policies, such as cumulative impact policies, to limit AOD within areas, particularly those of high deprivation, such as the 'Can-Do' area.

The 'Can- Do' area is within an area subject to significant levels of crime and disorder (See PES response to the CIZ). Which provides evidence of:

- 115 alcohol related incidents between May 2019 and May 2020 in Millfield and New England
- Clear problem hot spots around the Triangle, Century Square, Gladstone Park and Fulbridge Road Recreation Area
- A public consultation with 51 responses including area covered by the Can Do Area showing a need for designated Public Spaces Protection Orders
- A log of specific incidents in the area.

Minimising growth of alcohol related premises in the Can Do Area is therefore important in preventing crime and disorder, and protecting the health and wellbeing of the local population.

Children and young people are more vulnerable to alcohol related harm. Families may be affected by alcohol in a variety of ways including violence, financial problems, absenteeism from school and disrupted relationships, and there is a strong relationship between alcohol misuse and child maltreatment. A number of studies have identified that higher levels of AOD are associated with greater alcohol related consumption and alcohol-related harm, including those that affect children, such as violence.

Minimising the growth of AOD in the 'Can-Do' area, an area of high deprivation in Peterborough, is therefore important to protect children from harm

In conclusion, alcohol can have significant negative health, social and economic impacts on communities, many of which are heightened in areas of high alcohol outlet density, such as the 'Can- Do' area. In addition, there are inequalities associated with alcohol-related harm, with more deprived communities, such as those in the 'Can-Do' area experiencing greater levels of harms.

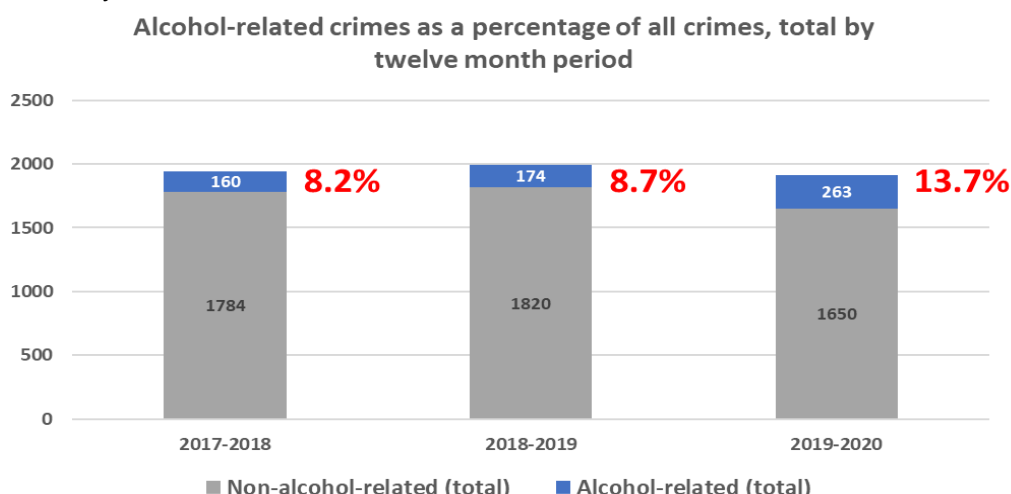
The National Institute for Health and Care Excellence (NICE) public health guideline on the prevention of alcohol-use disorders, concludes that reducing the number of outlets selling alcohol in a given area and the days and hours when it can be sold, is an effective way of reducing alcohol-related harm. The 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.

Cambridgeshire Police evidence

The Northern Area Commander for Cambridgeshire Police provided an analytical data report. The report provided quantitative data on the prevalence of alcohol related crimes and incidents and whether or not they correlated to the presence of licensed premises within the CIP boundary.¹

The available data shows that the percentage of alcohol related incidents, (in comparison to non-alcohol related incidents) have decreased slightly over the past 3 years (7.5% in 17/18, 7.1% in 18/19, and 6.6% in 19/20). Whilst the number of reported incidents overall has increased over the past 3 years. (5,404 in 17/18, 5,914 in 18/19 and 5,959 in 19/20).

Alcohol related crimes actually rose as a percentage of all crimes, and in absolute year-on-year terms, over the same period, but non-alcohol related crimes fell in 19/20. Alcohol related crimes rose most dramatically in the timeframe 19/20 (up 89, to 263 from 174) a significant 51%, making it over 13% of all reported crime within the boundary. See below.

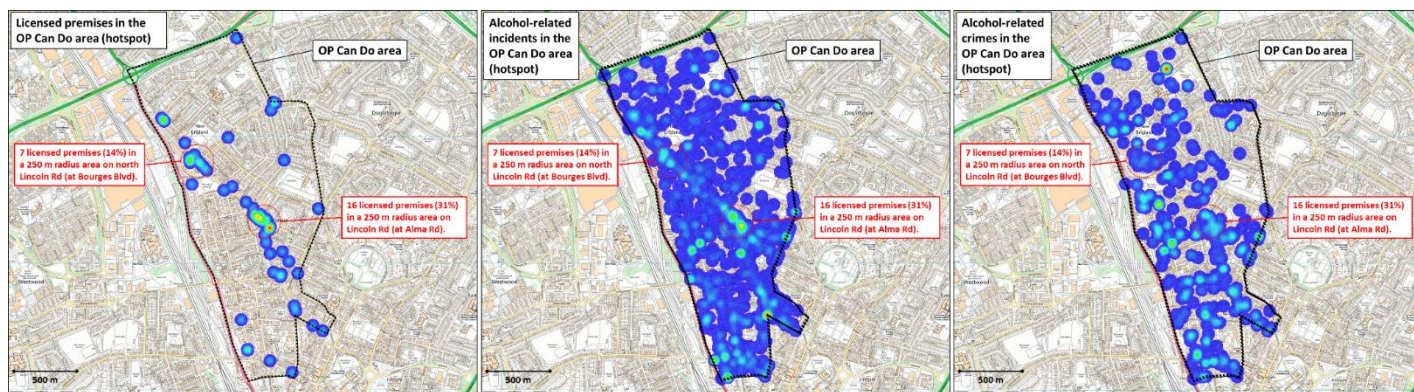


¹ The data provided by the Force Performance Team, covered the period 1 October 2017 to 30 September 2020. Crime data was drawn from CrimeFile for 2017 and part of 2018, and Athena from mid-2018 onward. All incident data was drawn from C&C3

The data set is extensive, but incomplete as it relies on those creating records to apply an 'alcohol' tag or code for each entry. These are not always applied. Furthermore, the switch from CrimeFile to Athena in mid-2018 caused a disruption in reporting and produced artificial declines in crime numbers. This is due to missing crime reports. Data on licensed premises in Peterborough are drawn from a list dated 18 August 2020 and provided by a Peterborough-based Strategic Regulatory Officer – Licensing.

The drop in overall crime in 19/20, may be attributable to the 'Covid lockdown' effect, during this time, crime in general declined, as people stayed at home. The Institute for Alcohol Studies (IAS) indicates that sales of alcohol increased during this period, with greater consumption taking place in the home. Alcohol drove crimes higher in 2020, especially during the pandemic response, but it was less of a factor in incidents during the same period. This correlation suggests that alcohol fuelled more violence in the home and at private residences and areas, versus at public venues that were closed.

The choropleth maps below show 'hotspots' based on concentrations of event or premises location within a 50 meter radius circle. Licensed premises concentration (left map), alcohol related incidents (middle map) and alcohol related crimes (right map)



Licensed premises in the Can-Do area are highly concentrated along Lincoln Road (the area's main commercial thoroughfare) and are clustered at particular points along it. There are two primary clusters: one at Lincoln Road and Bourges Boulevard and the other at Lincoln Road and Alma Road.

Alcohol-related incidents and alcohol-related crimes tend to occur in different areas: the former in more commercial areas and the latter in more residential areas.

Further analysis by postcode was undertaken, to determine any correlation in terms of location, whether or not alcohol related incidents and crimes, in particular, occur nearer to licensed premises. If this were the case, it could reasonably be concluded that 'On' licensed premises help to drive alcohol related incidents and crime in this area.

The greatest concentrations of alcohol-related and non-alcohol-related incidents by postcode, occur elsewhere in the Can-Do area and not necessarily within close proximity to a licensed location.

Alcohol-related crimes by postcode, appear to be concentrated in areas that do not include any (or only a few) licensed premises and appear to be primarily residential in nature. Only PE1 2PW is a 'high alcohol-related crime postcode' that also includes (only two) licensed premises. For non-alcohol-related crime, however, the correlation is slightly stronger, with the primary cluster of licensed premises in the middle of Lincoln Road (at Alma Road) featuring (PE1 2PF is the top postcode for crimes over this period in the Can-Do area, and it has the highest number of licensed premises)

Over one-fifth of all alcohol-related crimes recorded over the three-year period examined in this report occurred in postcodes that lack a licensed location and which are primarily residential in composition, while non-alcohol-related crime appears to be more concentrated in commercial areas (especially along the Lincoln Road corridor). This breakdown is not surprising when details of alcohol-related crimes are considered: over 30% of crimes of common assault, assault without injury and assault occasioning ABH/GBH are related to domestic incidents. Alcohol is driving crimes in the Can-Do area, especially within homes.

It is my view that the Cumulative Impact Policy is both necessary and proportionate to prevent crime, disorder and nuisance, promote public safety and prevent children from harm. Unfortunately, violent crime and alcohol related anti-social behaviour remains a significant issue for both the Police and Local Partners to address. We continue to spend considerable time, effort and resource tackling this. The Special Policy on Concentration of Premises is seen as a vital tool in preventing further escalation of crime and disorder levels.

Peterborough City Council - Prevention and Enforcement Service (PES) evidence

The area of Millfield and New England has been prone to suffer the effects of alcohol-related anti social behaviour for many years, with Designated Public Places Orders (DPPO) implemented initially in 2007 and then replaced by a Public Space Protection Order (PSPO) for the Millfield, New England, Eastfield and Embankment area in June 2017.

Alcohol related anti-social behaviour can include (but is not limited to):

- Causing harassment, alarm and distress
- Urination and defecation
- Littering
- Noise
- Excessive consumption of alcohol can also be contributing factors to criminal damage, begging and public order offences.

The PSPO for Millfield, New England, Eastfield and Embankment was imposed on the designated area for 3 years and comprised conditions to tackle quality of life issues such as alcohol-related and other forms of anti-social behaviour, littering, spitting and urination and defecation.

From August 2017 to 16th December 2019 there were 2,344 Fixed Penalty Notices (FPNs) issued for breaches of the Millfield, New England, Eastfield and Embankment order for littering, spitting, urination and defecation and failing to disperse for alcohol and general ASB.

The frequency of cleansing for streets and open spaces in the CIP area continues to be 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.

A search of Police records for May 2019 to May 2020 looking specifically at alcohol-related incidents for the Millfield and New England area identified that there had been 115 recorded incidents for the period.

These incidents range from:

- Groups drinking in public areas,
- Rowdy/aggressive drunken behaviour,
- Assaults, threats of violence and drunks fighting,
- Concern for intoxicated persons,
- Urination,
- Trespass and obstruction,
- General nuisance and disturbance from noise – shouting, smashing bottles, etc

There are particular 'hot spot' locations, notably, the 'Triangle', Century Square and Alma Road, Gladstone Park, and Fulbridge Road recreation area, where calls for service are regularly received from ward Councillors, operators of businesses, residents, and community organisations

The PSPO expired in August 2020. Due to the Covid-19 pandemic, it wasn't possible to review, carry out a fair consultation and re-implement the existing order prior to the expiration date. However based on the levels of enforcement carried out whilst the PSPO was in force, combined with the continued reports of alcohol-related crimes and ASB within the Millfield and New England area, the Prevention & Enforcement is proposing to re-implement a PSPO by the end of 2020 for the Millfield, New England, Eastfield and Embankment area for a further 3 years.

It is the recommendation of the Prevention & Enforcement Services that the existing CIA continues in the Millfield and New England area.

Other evidence considered

A total of 36 responses including a petition containing nearly 170 signatures were received and considered, as well as existing evidence.

Community Groups representing residents and businesses, detail how members of the community continue to be negatively affected by the large concentration of 'Off' licences. They describe the daily problems and

associated anti-social behaviour the number of 'Off' licensed premises in the Can-Do area is causing to their community and businesses, including the wider detrimental effect on their families. They report incidents of persons 'toileting' in their gardens, outside business premises and in 'green' areas, an increase in street drinking, particularly in groups, which is intimidating to residents. Residents have organised litter picks to remove the alcohol related debris left behind.

They attribute a majority of the problems experienced to the increase of street drinking caused by the ease of access to the purchase of 'Off' sales of alcohol, often sold at a low price in order to attract customers or to be competitive. The community can no longer make use of green spaces and other public equipment, due to this issue.

Community groups 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.

The current joint partnership between Peterborough City Council, Cambridgeshire Police and other partner agencies, has highlighted the need to actually reduce the number of outlets and hours that alcohol can be freely purchased, if it is to make any headway towards the goals that it is striving to achieve, so support the retention of the CIP.

Noise disturbance such as rowdy behaviour, shouting and fighting are regularly witnessed and reported to ward councillors and community groups. Such issues can seriously affect children's general wellbeing, sleep and sense of security.

Ward Councillors representing businesses and residents in the area, indicate that the density of outlets selling 'Off' sales of 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.

This information is reinforced by the individual resident and business responses, who report their own experiences of living in the Can-Do area and the detrimental impact, the number of 'Off' licensed premises affects them, and therefore the licensing objectives. Residents and business owners would like the area to offer a range of different premises, that the number of premises offering 'Off' sales of alcohol, is an attractive nuisance for alcoholics and street drinkers and their associated problems.

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.

Summary

The licensing authority cannot take need or commercial demand into account when considering an application, as this is for market forces to determine. However, the number, type and density of licensed premises, in a given area, are proper matters for consideration by the licensing authority, if there is potential impact on the licensing objectives.

The licensing authority have reviewed all the available evidence obtained and provided, and conclude that 'On' licensed premises and those not selling alcohol are not seen to contribute to the problems identified. The available evidence leads the licensing authority to believe that 'Off' sales are the main contributing factor to the problems identified. That the granting of further 'Off' licenses would be inconsistent with the duty to promote the objectives

There remains a high density of licensed premises within the defined boundary. The licensing authority is aware that large numbers of 'Off' licensed premises in close proximity to each other and residential properties, has had a negative impact on the licensing objectives, particularly if they are targeted towards high volume

cheap sales of alcohol. This can result in crime and disorder within a wider area than that associated with one premises.

The licensing authority is mindful of the need to safeguard users of the late night economy, in relation to crime and disorder, but also from alcohol harm. It recognises its responsibility to protect children from harm and to promote public safety. The concentration of licensed premises, whose primary function is the 'Off' sale of alcohol can increase the vulnerability of people and result in alcohol harm.

The cumulative impact of people dispersing from an area can also disturb nearby residents. As Lincoln Road is a main arterial route, with many premises offering 'Off' sales of alcohol, this is seen to attract late night customers, wider than those who reside in the area. 'Off' sales contribute to problems of street drinking, proxy purchasing, dispersal issues, excessive drinking and 'pre-loading' and related disorder.

The council encourages the development of a variety of premises providing a range of licensed activities catering for a wide range of users. As such this assessment of the cumulative impact of 'Off' licensed premises, imposes restrictions only to the extent that they are justified by the available evidence having particular regard to Section 182 guidance, issued by the Secretary of State.

If the authority determines that an application will be refused, it will do so on the basis that the grant of the application would undermine the promotion of one or more of the licensing objectives and that conditions would be ineffective in preventing the problems involved, and this will be shown in the decision.

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.

The Can-Do area has been prone to suffer from the effects of alcohol related anti-social behaviour for many years. The reintroduction of a PSPO for the area, will include proposed conditions which will increase Police and authorised Council officer's ability to address street drinking and ASB.

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 with specific appropriate conditions attached.

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 'Off' licensed premises remains one of those challenges. It is recognised that the impact of longer hours can be a factor as well as the density of the premises, and this issue will be given material consideration in any decision.

The licensing authority recognises that a special policy is not absolute and any application will still need to be considered on its relative merits. Consideration will be given to the content of the applicants operating schedule, the continuing relevance of evidence in support of the CIA, relevant representations and whether the imposition of appropriate individually tailored conditions would be effective in preventing problems and addressing concerns.

The licensing authority is satisfied that there is an appropriate evidence base to support the need for the cumulative impact policy and that other mechanisms do not themselves adequately address the issues identified in the evidence base.

Signed by: Councillor Peter Hiller
Chair of the Licensing Committee

Date: 24 December 2020

Map Showing Current CI Policy Area in Green

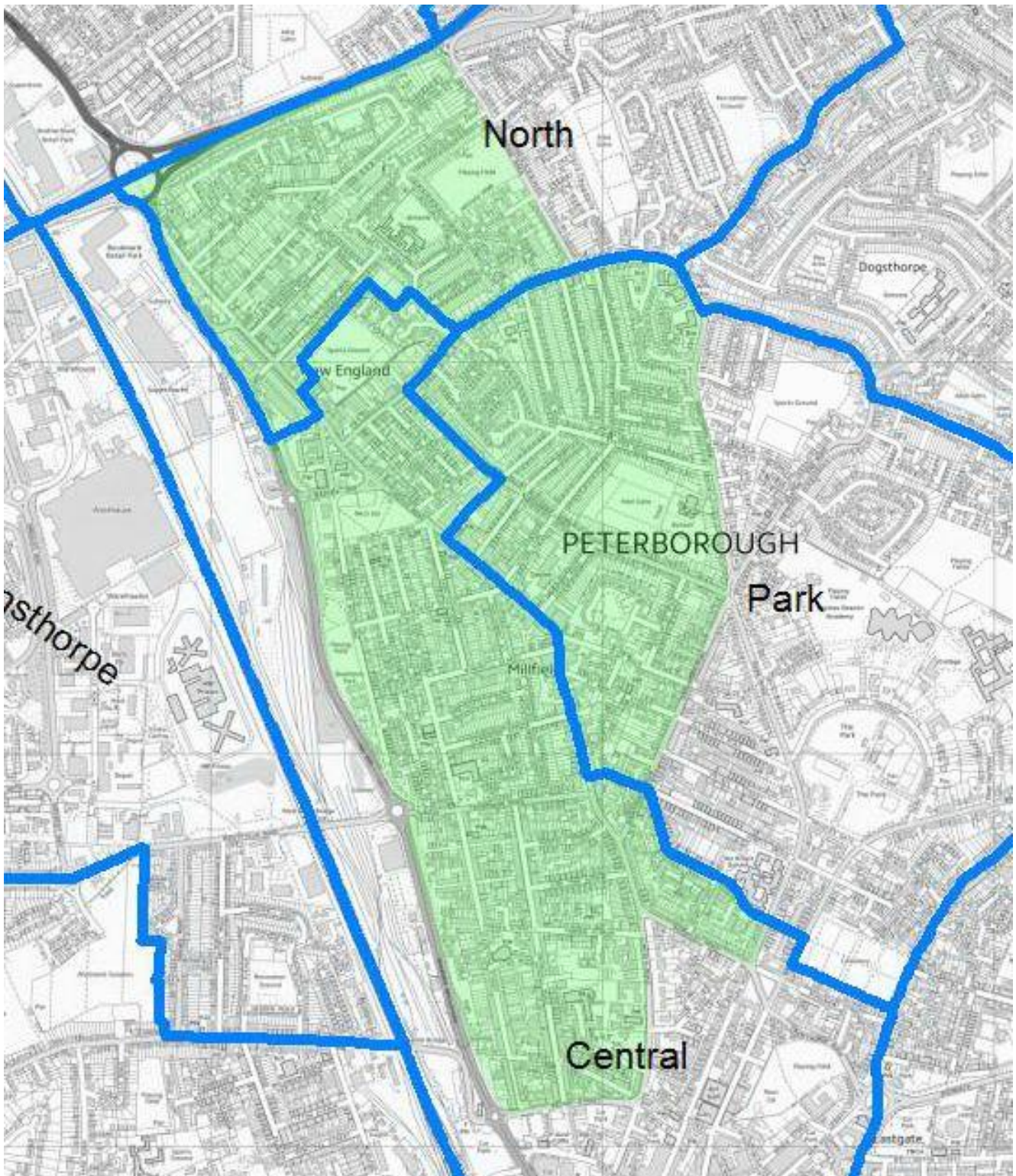


Table of Street Names Within the Current CI Area

Streets in the Op Can Do area		
Alexandra Road	Keats Way	1-359 Dogsthorpe Road
Allen Road	Keeton Road	40 - 50 Bright Street
Alma Road	Kipling Court	Beckets Close
Bamber Street	Lammas Road	Berry Court
Beech Avenue	Lawn Avenue	Boswell Close
Belham Road	Lime Tree Avenue	Burghley Mansions
Bourges Boulevard	Lincoln Road	Burns Close
Brassey Close	Link Road	Burrows Court
Brownlow Road	Lister Road	Carl Hall Court
Burghley Road	Lynton Road	Caroline Court
Burmer Road	Maskew Avenue	Cecil Pacey Court
Cambridge Avenue	Norfolk Street	Century Square
Cecil Road	North Street	Claridge Court
Chantry Close	Northfield Road	Coleridge Place
Chaucer Road	Norton Road	Connaught Mews
Church Walk	Nursery Close	Cromwell Court
Clare Road	Occupation Road	Dogsthorpe Grove
Clarence Road	Park Road	Dyson Close
Cobden Avenue	Parliament Street	Gillwell Mews
Cobden Street	Peveril Road	Gray Court
Cowper Road	Pope Way	Hamilton Court
Craig Street	Portland Avenue	Ingleborough
Cromwell Road	Russell Street	Johnson Walk
Crown Street	Scotney Street	Kimbolton Court
Dryden Road	Searjeant Street	Lincoln Gate
Eaglesthorpe	Shakespeare Avenue	Loire Court
English Street	Sheridan Road	Manor House Street
Exeter Road	Silverwood Road	Old Court Mews
Fitzwilliam Street	Springfield Road	Oxford Road
Foxdale	St James' Avenue	Parkodi Court
Fulbridge Road	St Mark's Street	Popley Court
Geneva Street	St Martins Street	'Raedwald Court
Gilpin Street	St Paul's Road	Rock Road
Gladstone Street	Stone Lane	Rosehall Court
Granville Street	Summerfield Road	Russell Mews
Green Lane	Taverners Road	Salaam Court
Hankey Street	Tennyson Road	Shelley Close
Harris Street	Thistle Moor Road	St Marks Apartments
Henry Court	Towler Street	St Marks Court
Henry Street	Vere Road	St Martins Mews
Herrick Close	Victoria street	The New Haven
Highbury Street	Warbon Avenue	Tom Lock Court
Windmill Street	Waterloo Road	up to 135 Park Road
Bamber Court	Wilberforce Road	Victoria Place
Walpole Court	York Road	

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