Cumulative Impact Assessment

Draft Version Cambridge City Council

NB: The Licensing Authority, when publishing its statement of licensing policy is required to have regard to the Cumulative Impact Assessment. The statement of licensing policy and the statements, provisions and aspirations contained within it are consistent with the approach laid out in the Cumulative Impact Assessment. The statements within the policy are aimed at encouraging best practice; a safe environment for all and most importantly, to actively promote the four licensing objectives. The statements in the licensing policy including the approaches to conditions; hours; enforcement and all other matters will apply to the premises designated with the Cumulative Impact Areas.

1. Cumulative Impact Areas – Background

1.1 The concept of Cumulative Impact has been described within the Secretary of State's Guidance since the commencement of the 2003 Act.

1.2 Cambridge City Council first adopted a special policy on Cumulative Effect in 2007, with amendments being made to the areas covered in 2008, 2011 and 2021.

1.3 The special policy previously formed part of the Statement of Licensing Policy until 2021.

1.4 The Policing and Crime Act 2017 amended the Licensing Act 2003 to place 'Cumulative Impact Assessments' on a statutory footing by introducing paragraph 5a of the Licensing Act 2003. This amendment came into force on 6th April 2018.

1.5 This Cumulative Impact Assessment was first published in 2021 under these new provisions of the Licensing Act 2003. The policy will be reviewed no later than every three years from the date it came into force.

2. Consultation

2.1 As per section 5a of the Licensing Act 2003, in preparing the Cumulative Impact Assessment the Licensing Authority has consulted with the persons mentioned in section 5(3) of the Licensing Act 2003, namely:

- the Chief Officer of Police for Cambridgeshire
- the Chief Officer of the Cambridgeshire Fire and Rescue Service
- persons/bodies representative of the Local Authority with the function of public health
- persons/bodies representative of local holders of premises licences
- persons/bodies representative of local holders of club premises certificates
- persons/bodies representative of local holders of personal licences
- persons/bodies representative of businesses and residents in the City of Cambridge
- persons/bodies representative of Child Protection Services at Cambridgeshire County Council
- other organisations as appear to the Licensing Authority to be affected by licensing matters, including local community, cultural, educational and entertainment organisations.

2.2 The Licensing Authority have considered the views of all those consulted prior to determining this policy.

3. The cumulative impact of a concentration of licensed premises

3.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area e.g. the potential impact on crime and disorder or public nuisance.

3.2 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter that the Licensing Authority can take into account. This should not, however, be confused with 'need' which concerns the commercial demand for a particular type of premises e.g., a pub, restaurant or hotel. The issue of 'need' is therefore primarily a matter for the market to decide and does not form part of this policy.

3.3 The Licensing Authority can publish a Cumulative Impact Assessment if there is evidence that a significant number of licensed premises concentrated in one area is causing a cumulative impact on one or more of the licensing objectives. The Licensing Authority will keep the situation as to whether an area is nearing this point under review.

3.4 The absence of a Cumulative Impact Assessment does not prevent any responsible authority or other person making representations on a new application for the grant or variation of a licence on the grounds that the premises will give rise to a detrimental cumulative impact on one or more of the licensing objectives in a particular area.

3.5 Following previous consultations and representations received by Cambridgeshire Constabulary, the Licensing Authority had adopted a special policy on cumulative effect that remains in place and is published as a Cumulative Impact Assessment.

3.6 In response to these representations the Licensing Authority has undertaken the following steps in considering whether to adopt a Cumulative Impact Assessment:

- Identified concern about crime and disorder or public nuisance
- Considered whether there is good evidence that crime and disorder are happening and are caused by customers of licensed premises and that the risk of cumulative impact is imminent
- Identified the boundaries of the areas where problems are occurring
- Consulted with those specified in section 5(3) of the Licensing Act2003, on the proposal for a cumulative impact assessment in relation to new applications and variations to existing premises licences and club premises certificates and considered the outcome of the consultation.

3.7 Having considered the available evidence and undertaken consultation, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact. The Licensing Authority has published a Cumulative Impact Assessment relating to the areas set out in section 4 below.

4. Cumulative Impact Assessment

4.1 The Licensing Authority has published a Cumulative Impact Assessment in relation to the below areas of the City:

- Within the city centre marked on the map at Appendix 1
- At the Cambridge Leisure Park marked on the map at Appendix 2. This area also includes the section of Cherry Hinton Road opposite the leisure park running from Hills Road to Clifton Road (both sides of the road).
- The area of Chesterton Road, Milton Road and Mitcham's Corner as highlighted in the map at Appendix 3. The area runs along Chesterton Road from Croft Holme Lane to Ferry Path; Victoria Avenue from the River Cam to Chesterton Road; and Milton Road around Mitcham's Corner and up to Springfield Terrace.
- The entire length of Mill Road Cambridge (excluding Brookfields)
- The section of Hills Road running from the city to Purbeck Road (both sides of the road).

4.2 The evidence for the Cumulative Impact Assessment has been supplied by Cambridgeshire Constabulary on the grounds of Crime and Disorder and is set out in Appendix 4.

4.3 This assessment will apply to all applications for the grant or variation of a premises licence or club premises certificate within the cumulative impact area specified in paragraph 4.1. This includes material variations for increased hours for licensable activity; increased capacity and any other matter that may add to cumulative impact in the cumulative impact area. This will relate to premises carrying on or proposing to carry on the following licensable activities:

- The sale or supply of alcohol on or off the premises;
- The provision of late-night refreshment;
- The provision of any regulated entertainment.

4.4 Whilst this Cumulative Impact Assessment does not apply directly to Temporary Event Notices, the Guidance issued under section 182 the Licensing Act 2003 states that it is open to the police and Environmental Health officers to refer to this assessment and the evidence contained within it when objecting to a TEN. The Licensing Authority believes this is a right and proper approach as extension of hours within the Cumulative Impact Area can have a direct impact on the promotion of the licensing objectives.

4.5 This assessment is being published because the Licensing Authority considers that the number of licensed premises and club premises certificates within the areas specified in 4.1 is such that it is likely that granting further licences or variations to licences would be inconsistent with the authority's duty to promote the licensing objectives.

4.6 By publishing a Cumulative Impact Assessment, the Council is setting down a strong statement of intent about its approach to considering applications for grant and variations of premises licences or club premises certificates in the area's set out.

4.7 The contents of the Cumulative Impact Assessment does not change the fundamental ways that decisions are made under the Licensing Act 2003. The Licensing Authority will make all decisions on applications within the cumulative impact area on a case by case basis with a view on how best to promote the licensing objectives. Each application will be considered on its own merits.

4.8 It is open for the Council to grant an application where it is considered appropriate and where the applicant can demonstrate on the operating schedule that they would not be adding to the cumulative impact. Applications in the areas covered by the Cumulative Impact Assessment should therefore give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

4.9 An applicant wishing to obtain a new licence or vary a licence for premises, within the cumulative impact area, will be expected to demonstrate through the operating schedule, the steps that they intend to take so that the Council and responsible authorities can be satisfied that granting a new or varied licence will not add to the cumulative impact already being experienced.

4.10 The onus is on the applicant to demonstrate to the responsible authorities the suitability of how their proposal will not add to the cumulative impact. To assist this process the Council recommends speaking to the relevant responsible authorities ahead of submitting any application.

4.11 The Cumulative Impact Assessment does not remove the requirement for a relevant representation to be submitted by a responsible authority or 'other persons' against an application for it to be considered by the Licensing Sub-Committee. An application that does not receive relevant representations is deemed granted under the Licensing Act 2003 (subject to such conditions as are consistent with the operating schedule and any mandatory conditions required by the Licensing Act 2003).

4.12 Where valid representations are received against an application for a premises licence or club premises certificate or an application to vary an existing licence or certificate, within the cumulative impact area, a hearing of the Licensing Sub-Committee will be held. If during the hearing to determine the application, an applicant is able to demonstrate that there will be no negative impact on the authority's duty to promote the licensing objectives and there will be no increase in the cumulative impact, a licence may be granted. However, if it cannot be demonstrated that an application will not undermine the licensing objectives or demonstrate it will not increase the cumulative impact with the areas specified in paragraph 4.1, then it shall be the policy of this Licensing Authority to refuse to grant the application.

4.13 Where relevant representations are received and the Council determines to grant an application, reasons for granting the application will be given to the applicant, the Chief Officer of Police and all parties who made a relevant representation.

4.14 This Cumulative Impact Assessment will not be used:

- As an absolute. The assessment shall always allow for the circumstances of each application to be considered properly and for applications that are unlikely to add to the cumulative impact on the licensing objectives to be granted.
- as a ground for revoking an existing licence or certificate when representations are received about problems with those premises. Where the Licensing Authority has concerns about the effect of activities at existing premises between midnight and 6am on the promotion of the licensing objectives in a specific area, it may introduce an Early Morning Alcohol Restriction Order (EMRO) if there is sufficient evidence to do so.
- to impose quotas based on either the number of premises or the capacity of those premises. This is because quotas that indirectly have the effect of predetermining the outcome of any application would have no regard to the individual characteristics of the premises concerned.

4.15 The Cumulative Impact Assessment will be kept under review and will remain in existence for a period of up to 3 years. It will be subject to review and further consultation before 1st March 2024, or as required by law at which point the licensing authority will consider whether it remains of the opinion set out in this assessment.

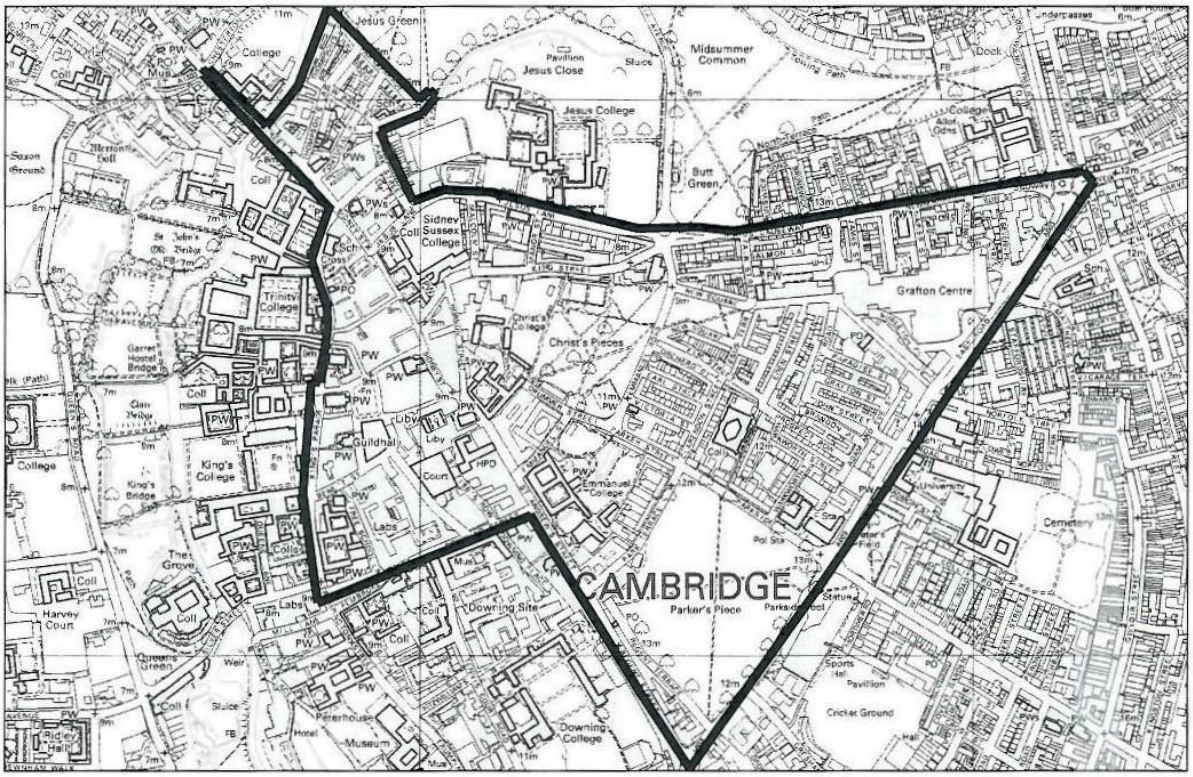
5. Other mechanisms for controlling cumulative impact

5.1 Once away from the licensed premises, a minority of consumers will behave badly and unlawfully. However, there are other mechanisms, both within and outside the licensing regime, that are available for addressing such issues. For example:

- planning controls
- positive measures to create a safe and clean environment in partnership with local businesses, transport operators and others
- the provision of CCTV, ample taxi ranks, Cambridge BID and CAMBAC (Cambridge Business Against Crime).
- powers to designate parts of the city as places where alcohol may not be consumed publicly. There are currently 3 Public Spaces Protection Order's in place. These are Donkey Common, Mill Road Cemetery and Ditchburn Place.
- confiscation of alcohol from adults and children in designated areas
- police enforcement of the law with regard to disorder and anti-social behaviour, including the issuing of fixed penalty notices
- police powers to close some premises for up to 24 hours on the grounds of disorder, the likelihood of disorder or excessive noise
- the power of police, local businesses or residents to seek a review of the licence or certificate
- enforcement action against those selling alcohol to people who are drunk.

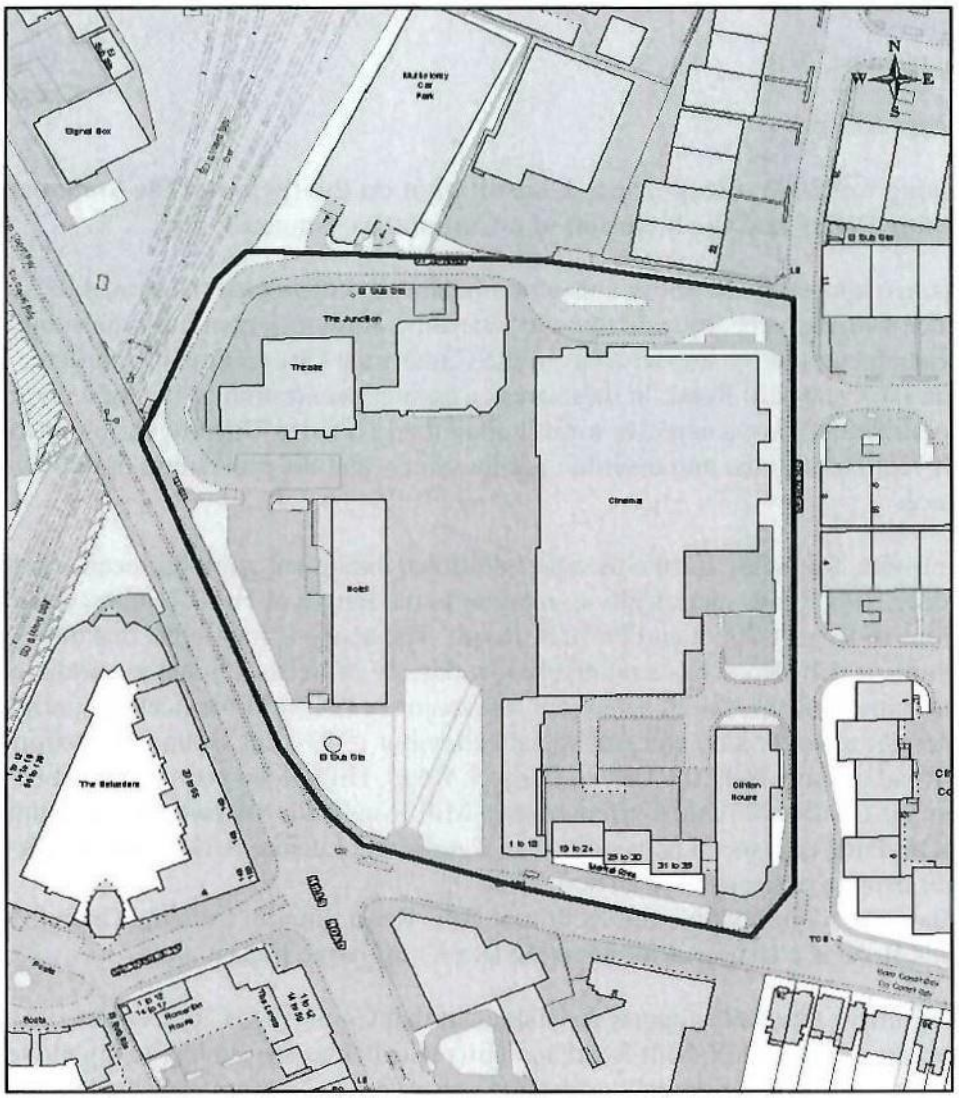
5.2 The above can be supplemented by other local initiatives that similarly address these problems, for example, through the Cambridge Community Safety Partnership in line with the strategic objectives for crime and disorder reduction within the City.

APPENDIX 1 – CUMULATIVE IMPACT AREA CITY CENTRE

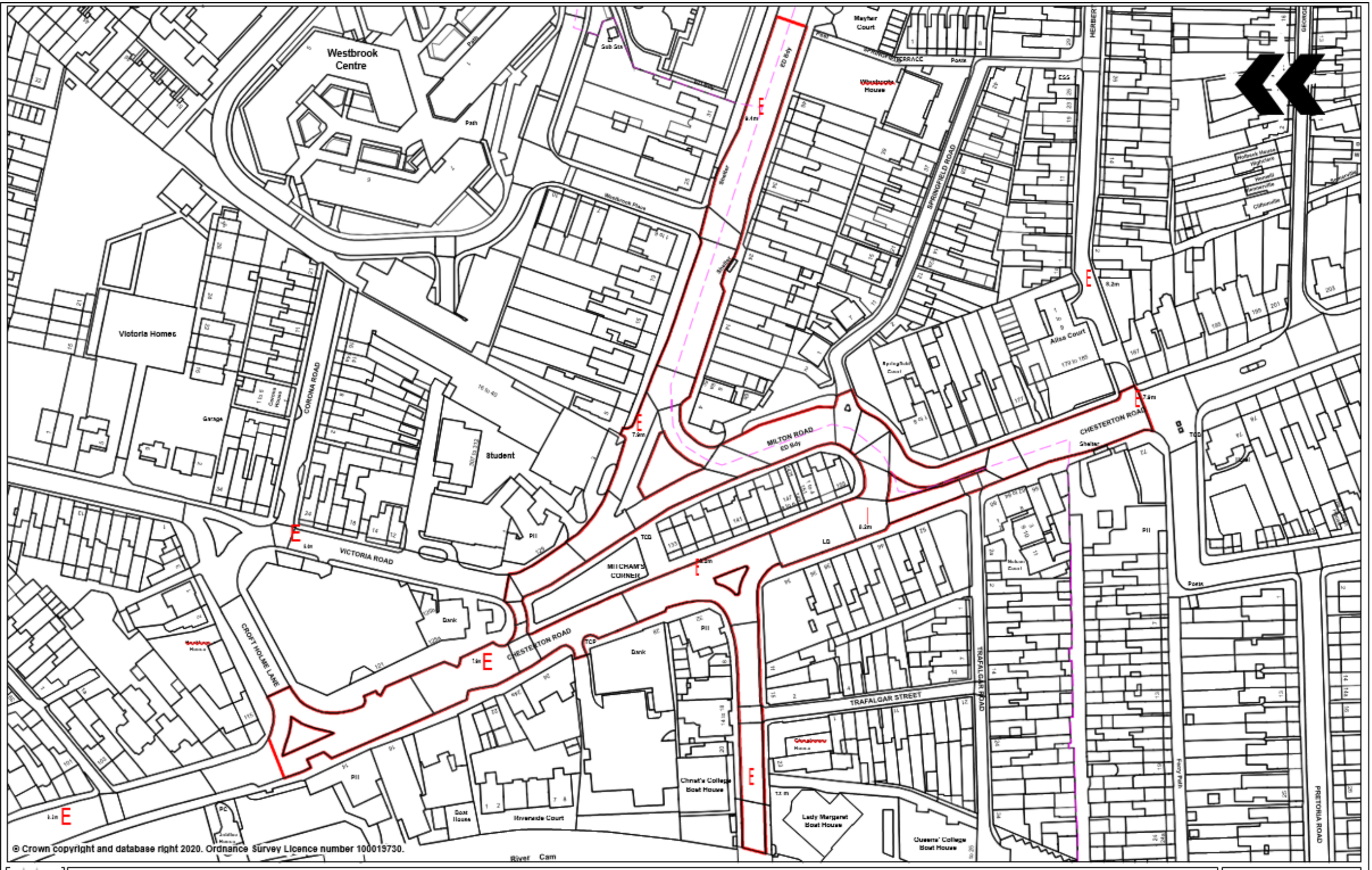


Streets in Cumulative Impact Area Market Ward			
Adam and Eve Street	Eden Street	Malcolm Street	Quayside
All Saints Passage	Elm Street	Manor Street	Regent Street
Beaufort Place	Emmanuel Street	Market Hill	Regent Terrace
Belmont Place	Fair Street	Market Passage	Round Church Street
Benet Street	Fitzroy Lane	Market Street	Salmon Lane
Brandon Place	Fitzroy Street	Melbourne Place	Severn Place
Burleigh Place	Free School Lane	Napier Street	Short Street
Burleigh Street	Gonville Place	New Park Street	Sidney Street
Clarendon Street	Grafton Street	New Square	St Andrews Street
Camden Court	Green Street	Newmarket Road	St Johns Road
Causeway Passage	Guildhall Place	Orchard Street	St Marys Street
Christ Church Street	Hobson Street	Paradise Street	St Tibbs Row
Christs Lane	Hobsons Passage	Park Parade	Sun Street
City Road	James Street	Park Street	Sussex Street
Corn Exchange Street	Jesus Lane	Park Terrace	Thompson's Lane
Crispin Place	John Street	Parkside	Trinity Street
Dover Street	King Street	Parsons Court	Warkworth Street
Downing Street	Kings Parade	Peas Hill	Warkworth Terrace
Drummer Street	Lower Park Street	Petty Cury	Wellington Street
Earl Street	Magdalene Street	Portugal Place	Willow Place
East Road	Maids Causeway	Prospect Row	Willow Walk

APPENDIX 2 – CUMULATIVE IMPACT AREA: CAMBRIDGE LEISURE PARK



APPENDIX 3 – CUMULATIVE IMPACT AREA – MITCHAM'S CORNER, CHESTERTON ROAD AND MILTON ROAD



CAMBRIDGE CITY COUNCIL

Cumulative Impact Area - Mitcham's Corner

Date:	22 July 2020
Produced by:	3C Shared Services
Section/Department:	Spatial Team
Scale:	1:1,250 @ A3

J:\WORKING\cumulative_impact_area.cia

APPENDIX 4 – CUMULATIVE IMPACT POLICY REVIEW 2023

The document below was produced by Cambridgeshire Constabulary.

CAMBRIDGE CITY CUMULATIVE IMPACT POLICY REVIEW 2023

Introduction and Scope

This document aims to provide quantitative data on the prevalence of alcohol-related incidents and crimes across Cambridge City that have been recorded by Cambridgeshire Constabulary, and whether or not these corelate to the presence of licensed premises. This is being produced to assist Cambridge City Council with their three-year review of their Cumulative Impact Assessment Policy.

Methodology

This report has compared two time periods to try and ensure best data comparison, discounting periods of time where the data would have been heavily influenced by the Covid Pandemic, and the various lockdown periods, where 'business as normal' was not possible due to restrictions being imposed on licensed and hospitality premises.
For the purpose of this report, the two time periods being compared are:
1st April 2019 – 31st March 2020 and **1st April 2022 – 31st March 2023**.

Both Crime and Incident data has been extracted using various applications including Cambridgeshire Operational Briefing Tool, Athena and Command & Control 3. The Crime data used covers all Cambridge City crimes using the following criteria: All Crime Types, which either have an Alcohol related keyword or a 'Street Drinking' or 'Drunken Behaviour 'category. The incident data used also covers all Cambridge City incidents with the criteria: All type incidents and has an 'Alcohol' marker attached.
It should be noted that these figures are dependent upon both crimes and incidents having had the relevant 'alcohol' marker and keyword attached to it by the person recording the crime or incident, which is not always reliably the case.

Additionally, when on the occasions an alcohol related incident has firstly been recorded on the Command and Control 3 as an incident, and this has then resulted in a crime being recorded there will be duplication in the figures. Over recent years the way in which crimes have been recorded has be streamlined, with many more incidents now being recorded straight onto Athena rather than first being recorded on Command and Control as an incident. Therefore, in can be assumed the second data set will have less duplication, but this reduction is not quantifiable.

Due to data limitations, it has not been possible to provide specific figures for the existing Cumulative Impact Areas. However, the data maps included in this report provide a visual representation of the general locations of the occurrences of the crimes and incidents within the ward areas containing the Cumulative Impact Areas (CIA).

Results and Recommendations

In general alcohol related crime and incidents have decreased across the city by 14.8%.

		Alcohol Related Incidents				Alcohol Related Crimes			
Ward Name	Current no. Licensed Premises	Apr 2019-Mar 2020	Apr 2022-Mar 2023	Change	% change	Apr 2019-Mar 2020	Apr 2022-Mar 2023	Change	% change
Arbury	16	59	61	2	3.4	46	54	8	17.4
East Chesterton	16	83	66	-17	-20.5	51	42	-9	-17.6
King's Hedges	15	97	75	-22	-22.7	68	54	-14	-20.6
West Chesterton	49	106	68	-38	-35.8	45	50	5	11.1
Castle	21	33	33	0	0.0	16	19	3	18.8
Newnham	50	21	21	0	0.0	10	11	1	10.0
Abbey	35	101	80	-21	-20.8	80	58	-22	-27.5
Coleridge	42	69	51	-18	-26.1	47	32	-15	-31.9
Petersfield	79	131	77	-54	-41.2	54	69	15	27.8
Romsey	33	62	58	-4	-6.5	30	24	-6	-20.0
Cherry Hinton	18	40	29	-11	-27.5	24	22	-2	-8.3
Queen Edith's	13	41	43	2	4.9	34	25	-9	-26.5
Trumpington	18	133	94	-39	-29.3	77	72	-5	-6.5
Market	254	441	371	-70	-15.9	293	294	1	0.3
Total	**659**	**1417**	**1127**	**-290**	**-20.5**	**875**	**826**	**-49**	**-5.6**
				Total Crimes & Incidents		**2292**	**1953**	**-339**	**-14.8**

The table below shows all of the Ward areas within Cambridge together with the amount of licensed premises and the number of alcohol related crimes and incidents.

Wards in order of no. of licenced premises	Licensed Premises	Alcohol related Incs. & crimes
Market	254	665
Petersfield	79	146
Newnham	50	32
West Chesterton	49	118
Coleridge	42	83
Abbey	35	138
Romsey	33	82
Castle	21	52
Trumpington	18	166
Cherry Hinton	18	51
Arbury	16	115
East Chesterton	16	108
King's Hedges	15	129
Queen Edith's	13	68

As expected, Market Ward has the highest volume of alcohol related incidents and crimes, as (apart from one) this is where all the city's night clubs are located. This area also includes other licensed premises which have extended trading hours into the early hours of the morning, and where many Late-Night Refreshment licensed establishments are concentrated.

The table below shows the top 15 streets in Cambridge for Alcohol Related Crimes over the compared time periods.

	Road Name	Apr19-Mar20 Crimes	Relevant existing CIA	Road Name	Apr22-Mar23 Crimes	Relevant existing CIA
1	St. Andrews Street	55	Market	St. Andrews Street	50	Market
2	Downing Street	29	Market	Sidney Street	39	Market
3	Hills Road	29	Hills Road	Market Passage	28	Market
4	Sidney Street	29	Market	Drummer Street	24	Market
5	Chesterton Road	22	West Chesterton	Chesterton Road	22	West Chesterton
6	Newmarket Road	22	Market	Hills Road	21	Hills Road
7	Market Hill	17	Market	Milton Road	21	West Chesterton
8	Milton Road	17	West Chesterton	Mill Road	20	Mill Road
9	East Road	15	Market	Newmarket Road	17	Market
10	Lion Yard	14	Market	Market Hill	14	Market
11	Mill Road	13	Mill Road	Cherry Hinton Road	13	Leisure Park
12	Rose Crescent	12	Market	Corn Exchange Street	12	Market
13	Regent Street	11	Market	Market Street	12	Market
14	King Street	10	Market	Regent Street	11	Market
15	Cherry Hinton Road	9	Leisure Park	Rose Crescent	11	Market

Ten streets in the 1st April 2022 – 31st March 2023 period are located within the existing Market (City Centre) CIA, including the top four streets.

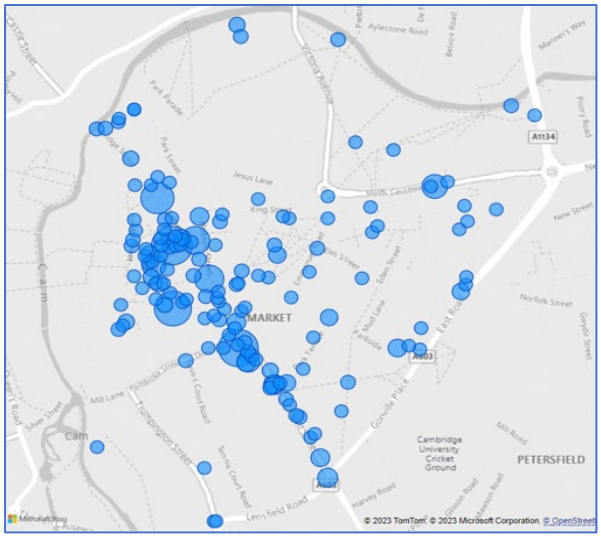
The majority of the streets are named in both the compared time periods, with all those mentioned either partially or fully located within an existing CIA. This indicates the existing CIAs cover those areas that are experiencing the highest rates of recorded alcohol related crimes.

City Centre/Market Ward

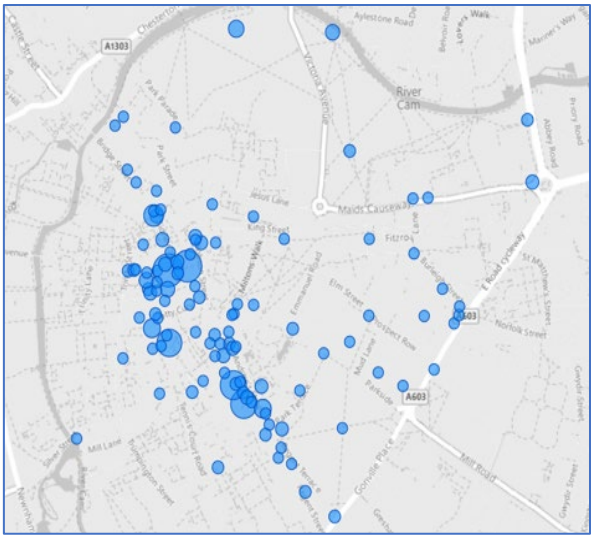
Though the boundary delineation for Market Ward does not exactly mirror the current City Centre CIA, the locations of most of the recorded crimes and incidents are included within both areas.

The maps below show the location of recorded incidents and crimes between 1st April 2022 and 31st March 2023. The blue circles denote crime and incident locations, (the larger the circle the higher the number recorded at that specific location).

Market Ward Incidents



Market Ward Crimes



The maps clearly show the concentration of incidents and crimes within the central area of the Market Ward CIA, which corresponds with the centrally located night-time economy licensed premises and Late-night Refreshment establishments.

Analysing the reported incidents (not just those with an 'alcohol' marker) but those with a marker for 'violence', 'concern (for person)' or 'street drinking' between 1st April 2022 and 31st March 2023 just within Market Ward, revealed there were 1001 of these types of incidents within that year period.

243 of these incidents (24.3%) occurred within just a 16-hour period between 21:00hrs Friday – 05:00hrs Saturday, and 21:00hrs Saturday – 05:00hrs Sunday. Meaning 24.3% of incidents were concentrated into only 9.5% of the entire week.

These peak demand hours see additional pressures put on police resources, and other emergency services. In response to this increased demand, Cambridgeshire Constabulary has undertaken a long-running, night-time economy operation on a Friday and Saturday, and other high demand dates, called Operation Connect. The purpose of this is to provide an uplift in officer numbers who conduct proactive patrols within the city centre, and deal with any issues that occur.

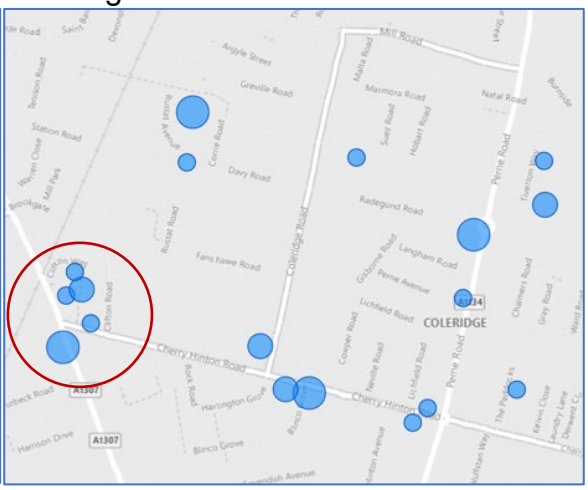
It is recommended that the current Market Ward Cumulative Impact Area remains in place due levels of alcohol related crimes and incidents remaining constant between 1st April 2019 – 31st March 2020 and 1st April 2022 – 31st March 2023.

Cambridge Leisure Park/Coleridge Ward

The leisure park is located within Coleridge Ward. The maps below show the location of incidents and crimes between 1st April 2022 and 31st March 2023.

Coleridge Ward Incidents

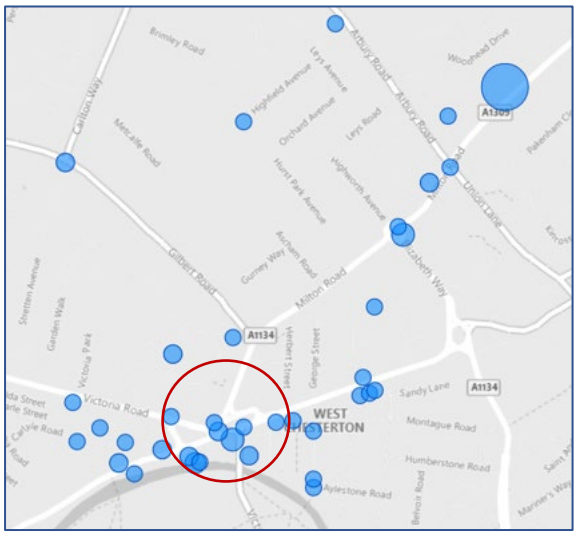
Coleridge Ward Crimes



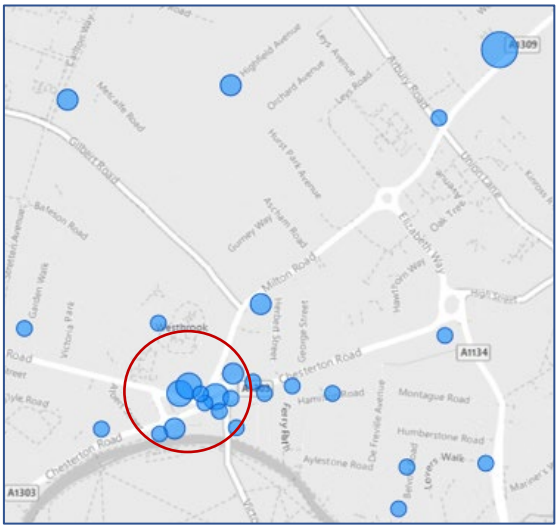
Both figures for alcohol related crimes and incidents in Coleridge Ward decreased between 26% and 32% respectively between the two time periods. Despite this the maps still show clusters of crimes and incidents both within, and also in the immediate vicinity of the Leisure Park (red circle), where there is a concentration of licensed premises. Requests for police attendance to the leisure park increases during weekends, where general anti-social behaviour continues to be an ongoing issue. The reduction in reported alcohol related crimes and incidents figures could be down to a number of factors, including the fact that the leisure park has its own security team who are on hand to deal with emerging issues proactively to minimise the need for police intervention, or because the CIA is having a positive effect in that area.

West Chesterton

West Chesterton Ward Incidents



West Chesterton Coleridge Ward Crimes

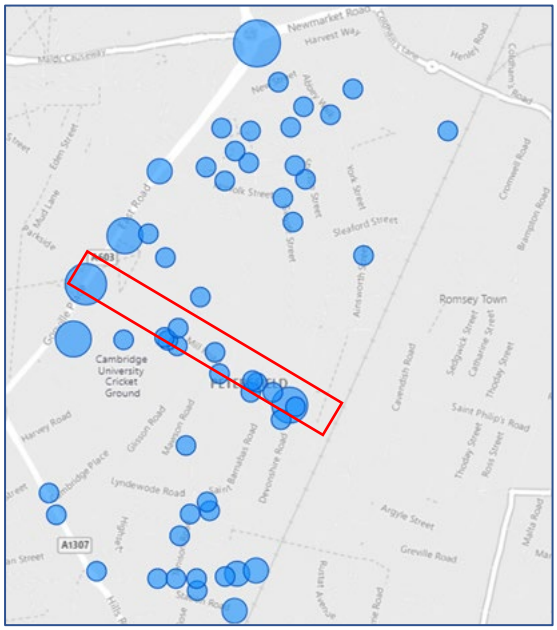


Whilst the figure for reported alcohol related incidents saw a reduction of ~36% over the two time periods, the respective crime rate increased by 11%. Despite this both

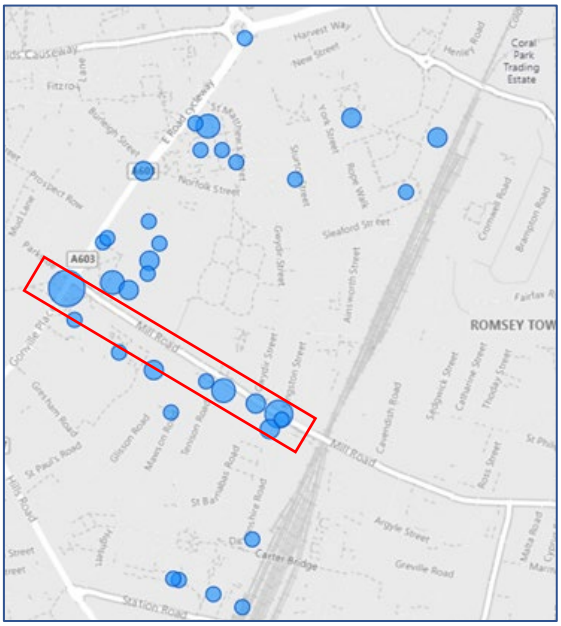
maps still show the clusters of alcohol related crime and incidents within the West Chesterton CIA (red circle), indicating there is still a correlation between these figures and the concentration of licensed premises, which may be justification for the existing CIA to be retained.

Mill Road/Petersfield

Petersfield Ward Incidents



Petersfield Ward Crimes

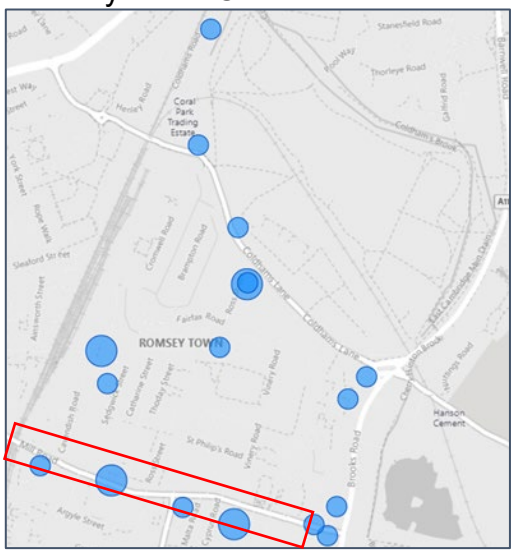


Whilst reported alcohol related incidents saw a reduction of ~41% over the two time periods, the respective crime rate increased by 28%. One reason behind the significant reduction in incident rates could be due to the streamlining of crime recording mentioned earlier in the report. There is a varied spread of incident locations reported within the ward area. A proportion of incidents and crimes are still occurring within the Petersfield CIA which covers Mill Road (area outlined in red) where many of the licensed premises are located, which may be justification for the existing CIA to be retained.

Mill Road/Romsey

Romsey Ward Incidents

Romsey Ward Crimes

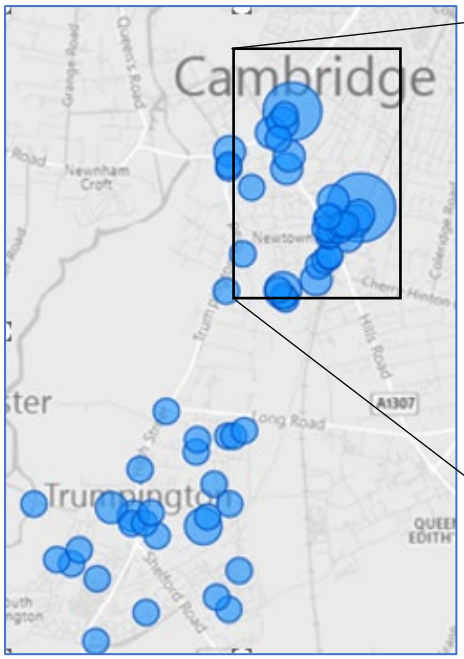


The reported alcohol related incidents saw a reduction of ~6.5% over the two time periods, and crime rate reduction of 20%. Again, within this ward area there is general spread of reported incident locations. The mapping shows incidents and crimes still occurring within Mill Road section (area outlined in red) of the Romsey CIA. Mill Road is where some of the licensed premises are concentrated, again which may justify retention of the existing CIA.

Hills Road/Trumpington

The current Hills Road CIA extends through Trumpington and slightly into Coleridge ward areas.

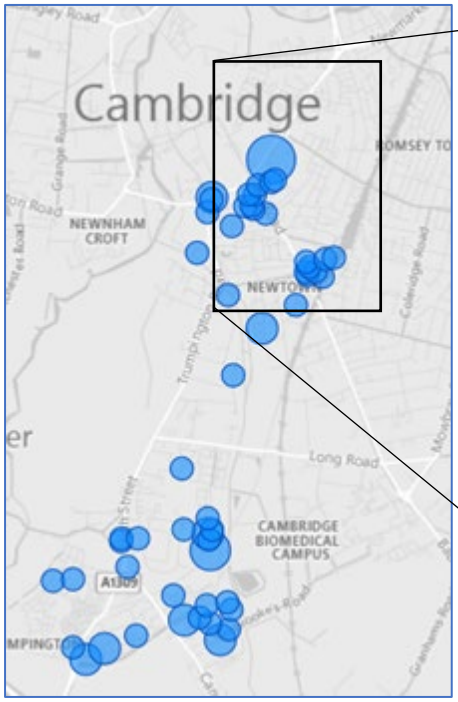
Trumpington Ward Incidents



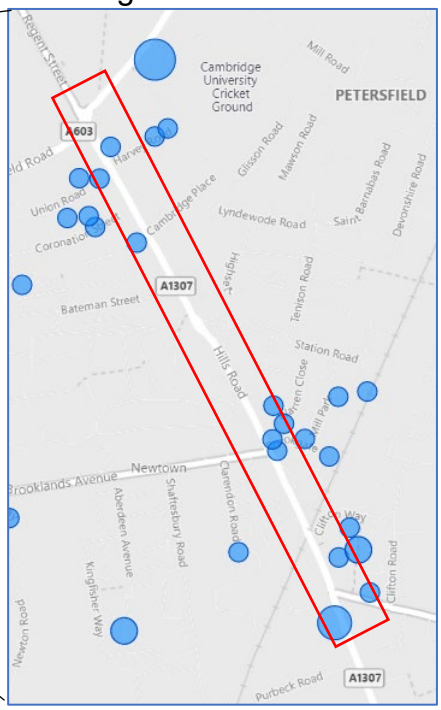
Focusing on Hills Road CIA

The above incident location map for Trumpington Ward has been enlarged to focus upon the existing Hills Road CIA. For completeness the incidents within Coleridge ward in the immediate vacinity of Hills Road CIA have also been shown.

Trumpington Ward Crimes



Focusing on Hills Road CIA



The above crime location map for Trumpington Ward has also been enlarged to focus upon the existing Hills Road CIA. Again the crimes within Coleridge Ward in the immediate vacinity of Hills Road CIA have also been shown.

The figures show that Trumpington Ward has seen a reduction of 29% in reported alcohol related incidents and a 6.5% reduction in alcohol related crime between the two time periods. The alcohol crimes have only fallen by 5 from 77 to 72 which still sees Hills Road being placed 6th in the streets experiencing the highest alcohol related crimes. The clusters of both alcohol related incidents and crimes occurring along Hills Road are in the general locality of the licenced premises, which again which may justify retention of the existing CIA.