
**Cumulative Impact Assessment
Review of Statement of Licensing
Policy – 2017**

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1 Introduction

- 1.1 The introduction of the Licensing Act 2003 saw the responsibility for the determination of applications for alcohol licences transfer from local Magistrates to the Council. The Act introduced combined 'premises licences' and 'club premises certificates' that removed the need for operators to gain a number of different types of licence, only requiring them to seek one, combined licence.
- 1.2 The fundamental basis of the Act are the four licensing objectives which are:
 - The prevention of crime and disorder
 - Public safety
 - The prevention of public nuisance
 - The protection of children from harm.
- 1.3 Guidance published by the Home Office requires local authorities to publish a Statement of Licensing Policy which sets out how the four objectives would be promoted and the principles to be applied when determining applications. The Guidance allowed for local authorities to declare 'cumulative impact areas'. This is for circumstances where there is evidence to suggest that high concentrations of licensed premises are leading to a negative impact on one or more of the licensing objectives, such as crime, disorder and public nuisance.
- 1.4 The Guidance states that information which licensing authorities may be able to draw on to evidence the cumulative impact of licensed premises on the promotion of the licensing objectives including:
 - Trends in licence applications, particularly trends in applications by types of premises and terminal hours.
 - Local crime and disorder or anti-social behaviour statistics, including statistics on specific types of crime and crime/anti-social behaviour hotspots.
 - Health-related statistics such as alcohol-related emergency attendances and hospital admissions.
- 1.5 Hackney's first edition of its Statement of Licensing Policy was published in January 2005. The Policy included a 'Special Policy Area' (SPA) in parts of Shoreditch and Hoxton (known as the Shoreditch SPA). The SPA created a rebuttable presumption against the granting of new licences or variations to existing licences unless the applicant could demonstrate that their proposal would not add to the negative cumulative impact already being experienced.
- 1.6 Subsequent revisions of the Policy maintained the Shoreditch SPA on the basis of the evidence available at the time. Furthermore, in January 2014, the Council published a revised Statement of Licensing Policy which introduced an SPA along a section of the A10, again based on evidence. This area is known as the Dalston SPA.
- 1.7 The purpose of this assessment is to consider the current evidence of any harm as a result of the numbers of licensed premises in certain areas of the borough.

2 Borough Profile

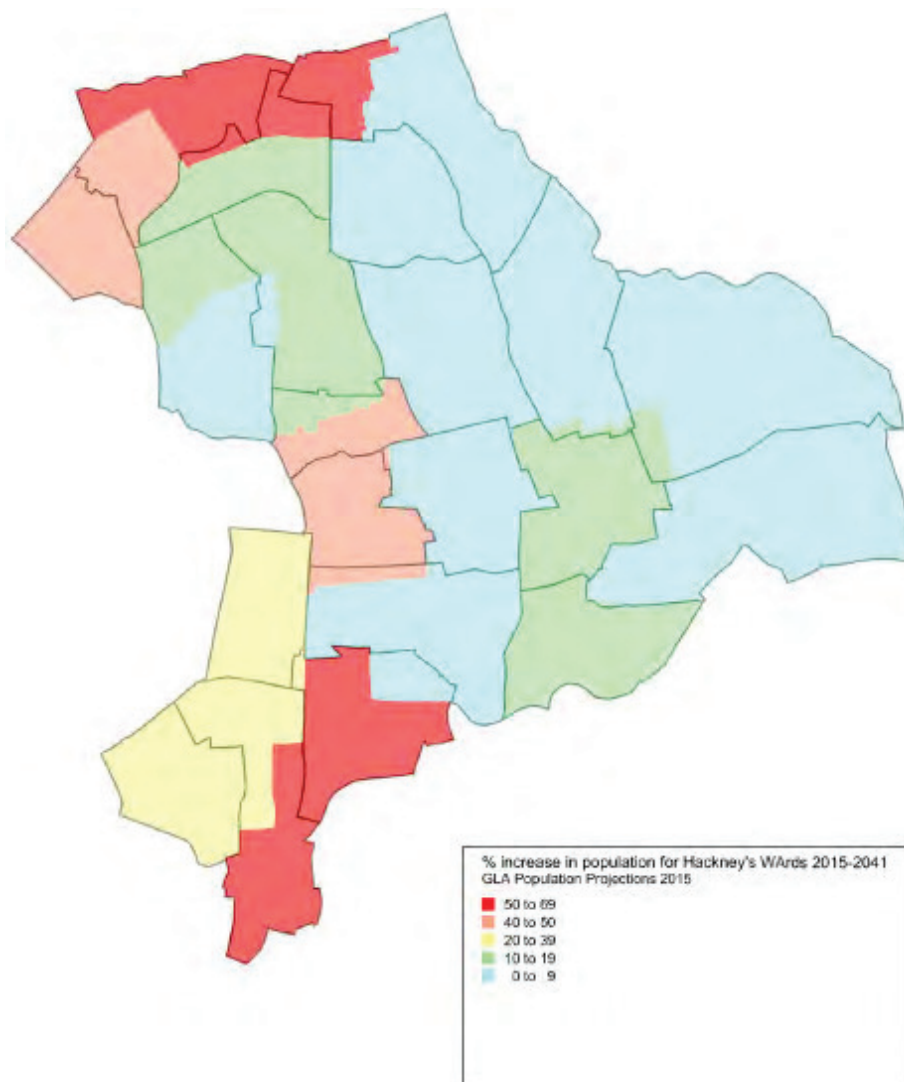
- 2.1 Hackney has an area of 1,898 hectares (18.98 sq. km), making it one of the smallest London boroughs; only Hammersmith & Fulham, Islington, Kensington & Chelsea, and the City are smaller.
- 2.2 Hackney is one of 14 Inner London boroughs and is located in the north-east of the city. The southern tip of Hackney is just under a mile north of the River Thames. Hackney is one of the 33 boroughs making up Greater London and its direct neighbours are the City, Islington, Haringey, Waltham Forest, Newham and Tower Hamlets.
- 2.3 Hackney consists of two parliamentary constituencies. There are 21 wards in total. These have been illustrated on Map 1 below.



Map 1: Hackney Wards

- 2.4 According to the Greater London Authority (GLA), Hackney is the third most densely populated borough in London. Since 2001, Hackney's population has grown by over 55,000 persons to around 265,000 and, according to the Office for National Statistics, much of this growth has been in the working age population.

- 2.5 These growth trends are projected to continue with the population expected to reach just over 300,000 by 2027, and just over 330,000 persons by 2041, a forecast increase of over 65,000 persons in 25 years. Map 2 illustrates where, according to the GLA, this growth is expected to take place.



Map 2: Projected population growth by ward

- 2.6 Hackney is one of the greenest in inner London with 58 parks and green spaces covering over 300 hectares, 21 of which have been awarded the green flag quality mark.
- 2.7 Hackney is a relatively young borough with a quarter of its population under 20. The proportion of residents between 20-29 years has grown in the last ten years and now stands at just under a fifth. People aged over 55 make up only 14% of the population.

3 Analysis

3.1 The data gathered for this assists consists of the following:

- Licensing profile/trends
- Community safety (crime data)
- Public Health (Accident and emergency and statistics from the London Ambulance Service)

3.2 Data collated would normally cover the period from 1 April 2011 – 31 March 2016, focusing on areas such as licensing statistics, alcohol related crime and disorder, anti-social behaviour, accident and emergency and ambulance call out statistics.

4 Licensing Profile/trends

4.1 The London Borough of Hackney is an established centre for culture and leisure in London with around 1300 premises licensed under the Act in an area of just 19 square kilometres.

4.2 The mix of entertainment and leisure activities in the Borough makes Hackney attractive to visitors and an exciting place to live, not only at night but in the daytime and early evening. The choice on offer encourages people to travel into the Borough to enjoy their leisure time, generating jobs and business opportunities.

4.3 Chart 1 shows that the number of premises licensed under the Act has grown consistently over the years since the Act came into effect. Licences authorising the sale of alcohol make up the greatest proportion of authorisations in effect.

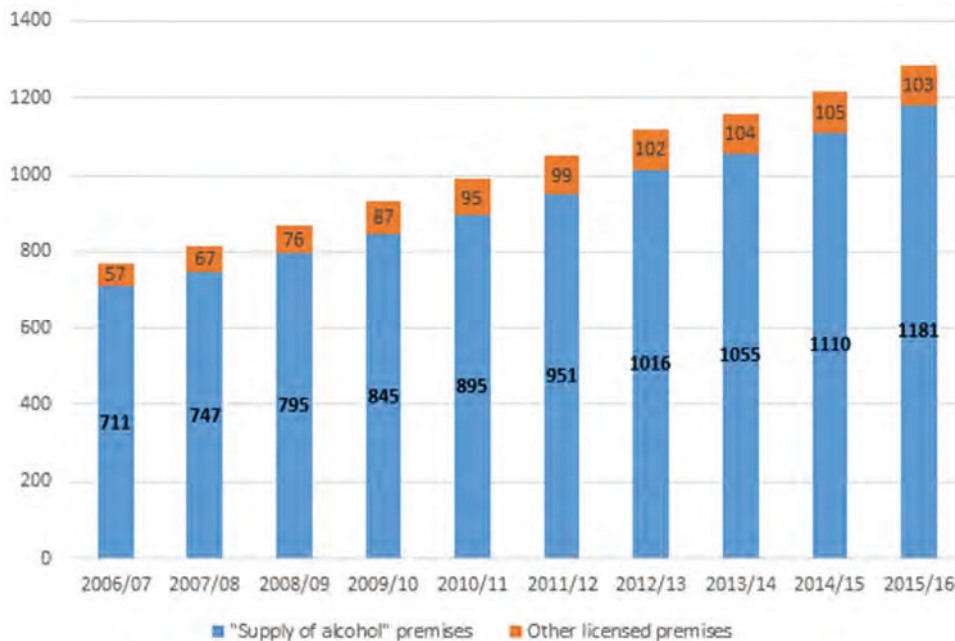
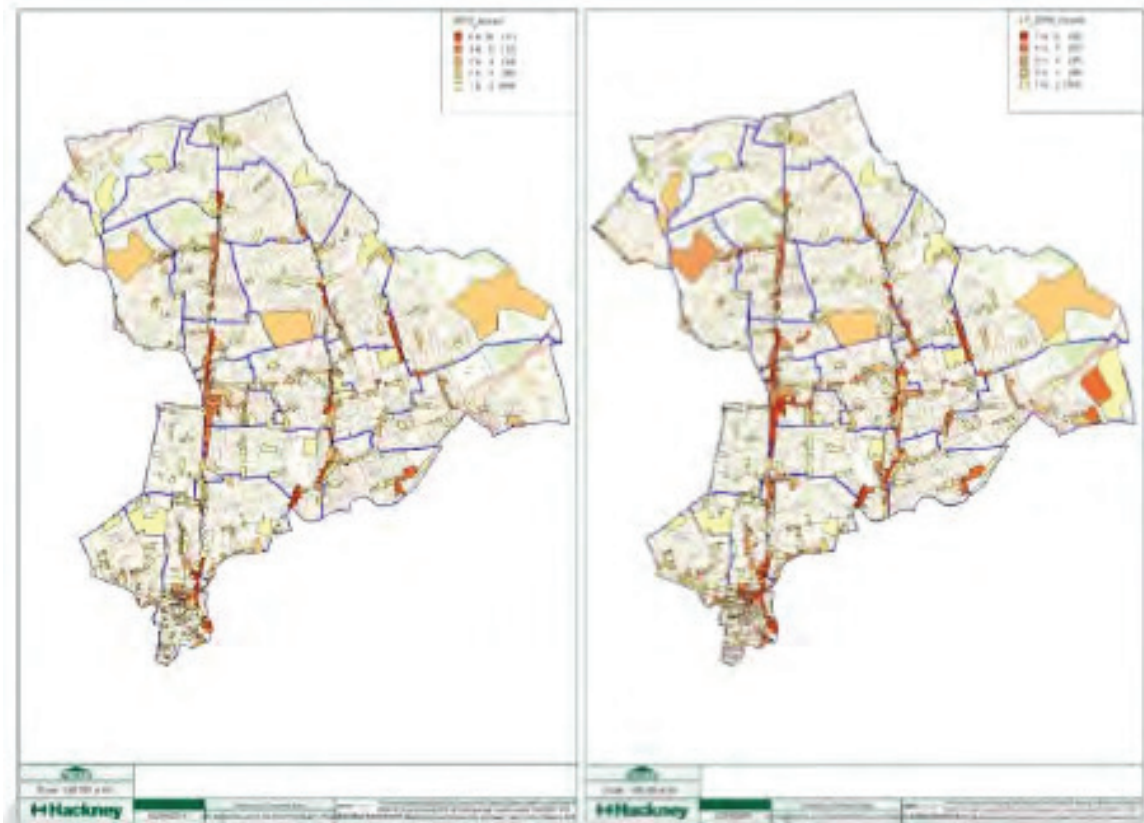


Chart 1: Number of licensed premises 2006-2016

- 4.4 The darker red areas on the Map 3 represent postcodes with higher concentrations of licensed premises. Overall the level of spatial change appears to be consistent between 2012 and 2016, although some areas do appear to have witnessed an increase in intensity over the years.

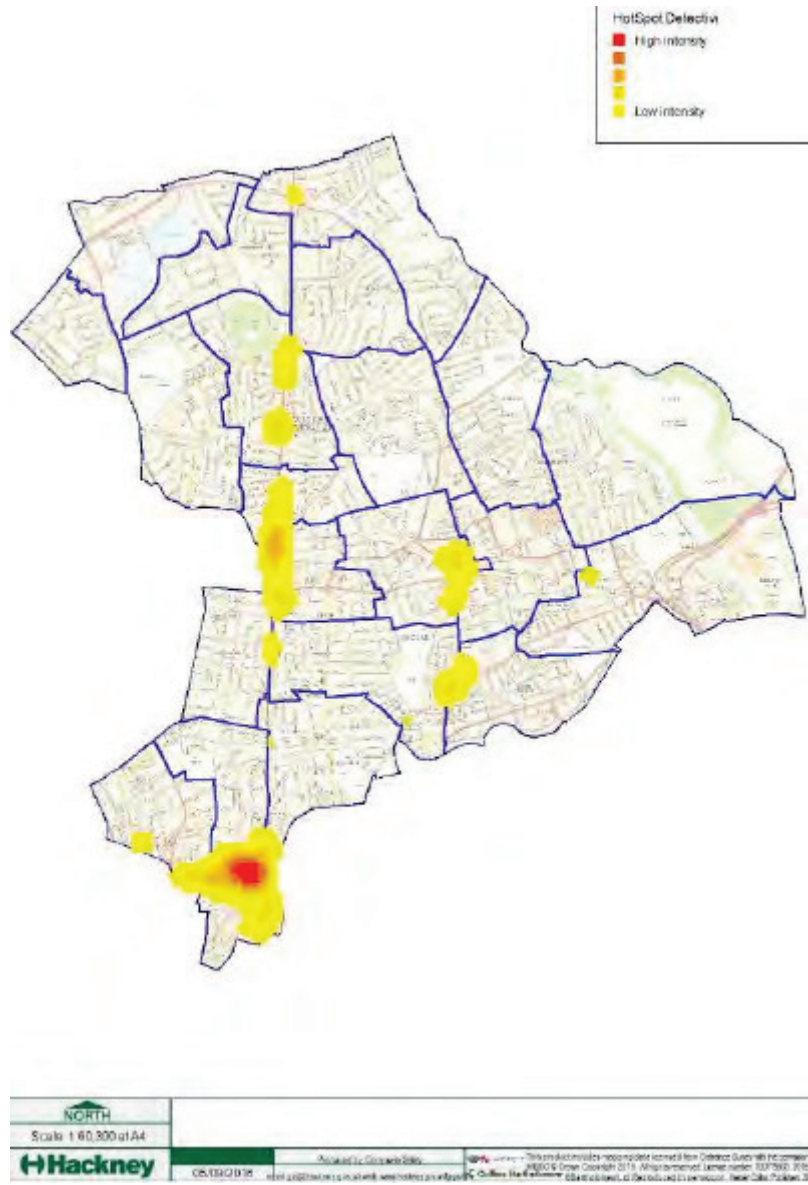


Map 3: Location by Postcode of all licensed premises in Hackney 2011 and 2016

- 4.5 Data appears to show that licensed premises largely follow the line of arterial roads (mostly the A10 and A107), with clusters focused in the town centres such as Shoreditch, Dalston, Hackney Central, and London Fields / Broadway Market. There also appears to have been an emergence of premises in the east of the borough close to the Olympic Park, particularly during 2016.

5. Crime/Disorder Data Analysis

- 5.1 Data was collated with the aim of assessing what impact (if any) Hackney's night time economy (NTE) and the number of licensed premises have had on crime and anti-social behavior, identifying emerging patterns, trends and associated problems, plus identify the key times and locations of where incidents are taking place.
- 5.2 Crimes reported to the Metropolitan Police that have been flagged as alcohol related, or have alcohol/drink3 references within the text of the details of investigation pages of the crime report. Data has been mapped to exact location where available.
- 5.3 It should be noted that the Met Police data is dependent upon an alcohol flag being manually attached to the crime report, but since this is not a mandatory requirement the flag has not been consistently applied. Consequently it cannot be relied upon to provide accurate temporal patterns or trends over time.
- 5.4 During 2014, Hackney police made efforts to improve flagging of alcohol related crimes and this had an impact post June 2014. Whilst the alcohol related crime data doesn't provide a reliable indication of crime trends, it does provide an overview of what type of crime has occurred and where over the years.
- 5.5 Map 4 illustrates where incidents are clustered within a close rolling proximity. This shows that the Shoreditch triangle area was the place most affected by high concentrations of alcohol related crime, with Dalston, Stoke Newington, Hackney Central and Mare Street adjacent to London Fields to a lesser extent.



Map 4: Alcohol flagged crime hotspots

- 5.6 Overall the wards that contributed the most (55%) in terms of alcohol related incidents were Hoxton East and Shoreditch, Dalston, Stoke Newington, Hoxton West, London Fields and Homerton. The major contributor was Hoxton East and Shoreditch. The same wards also contributed the most (59%) in terms of alcohol related incidents between the hours of 1800 and 0559 hours, although there was a slight difference in rank. Whilst Hackney Central ranked fourth for all incidents (any time), it dropped to sixth during NTE hours after Hoxton West and London Fields. This further supports the inference that the night time economy in Hackney Central is less prominent than in other high incident wards.
- 5.7 In the financial year (FY) 2011/12 Hoxton East and Shoreditch contributed to 22% of incidents between 1800 and 0559 hours. However, this rose to 26% at the end of FY2015/16; over a quarter of all incidents in that one ward alone. Incident volume reduced between FY2011/12 and FY2013/14, but increased again between FY2014/15 and FY2015/16; 7% increase overall (37 more incidents) between FY2011/12 and FY2015/16.

- 5.8 In FY2011/12 Dalston contributed to 7% of incidents between 1800 and 0559 hours, and there was no change by FY2015/16. Incidents increased over three successive years (FY2012/13 to FY2014/15), but dropped again in FY2015/16. Overall incident levels rose by 4% compared to FY2011/12, but in reality this was only an increase of 6 incidents, and the intervening years were the most problematic.
- 5.9 Stoke Newington contributed to 6% of incidents between 1800 and 0559 hours in FY2011/12 This was still the case at the end of FY2015/16. There was a slight reduction (4%) in incident levels over the five years, but this was only 6 fewer incidents overall.
- 5.10 In FY2011/12 Hoxton West contributed to 6.4% of incidents between 1800 and 0559 hours, and there was no change at the end of FY2015/16. Overall incidents reduced in volume by 3% over the five years but again this was only 5 fewer incidents overall.
- 5.11 London Fields contributed to 5.9% of incidents between 1800 and 0559 hours during FY2011/12, but this reduced to 5.4% at the end of FY2015/16. Incidents fell by 11% overall over the 5 years.
- 5.12 Hackney Central contributed to 4.7% of incidents in FY2011/12 and this rose slightly to 4.9% at the end of FY2015/16, but incident levels increased by only 2 overall.
- 5.13 Homerton contributed to 5% of incidents in FY2011/12 and FY2015/16 (no change), and incident levels decreased by 5% overall (6 fewer incidents).
- 5.14 Springfield Ward experienced the largest increase in incidents (up 38%, +26) with most of this experienced in the last few years. Shacklewell also increase (up 23%, +18), although incident levels in these wards were still low compared to the top seven.
- 5.15 80% of all Met recorded alcohol crimes occurred between the hours of 1800 and 0559 hours, and of these 69% occurred between a Friday and a Sunday. Chart 2 illustrates the relevance of night time hours for alcohol related crimes overall. In fact where alcohol was a contributory factor, all types of crime except shoplifting predominantly occurred between the hours of 1800 and 0559 hours.

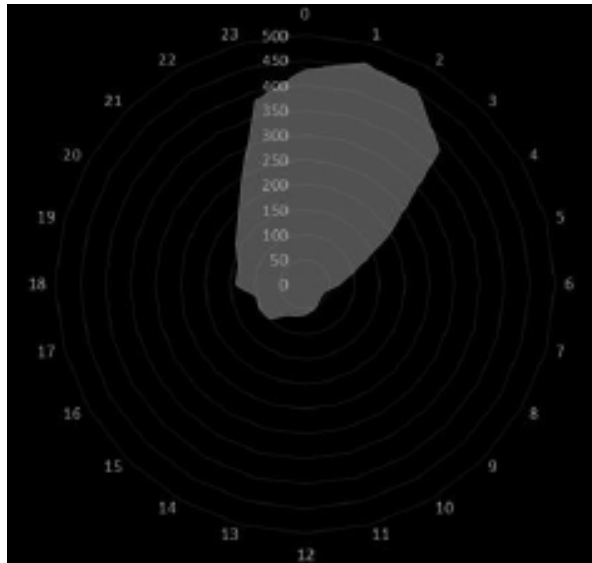


Chart 2: Alcohol related crime all hours

5.16 In recent years, data shows that Thursday's have also begun to feature. However, peak crime hours on a Thursday were more limited between 2300 hours on a Thursday and 0159 hours on the Friday morning suggesting that Thursday nights are not yet quite as prevalent as Friday and Saturday nights.

5.17 It is notable that violent crimes were more prevalent than theft when alcohol was a contributory factor. In this case some 45% of alcohol related crime was violent, whilst only 23% was theft. Robbery was the third highest crime type (9%) followed by criminal damage (6.5%), and then sexual offences (6%).

6. Accident and Emergency/London Ambulance Service

6.1 The following table shows that between April 2011 and March 2016, there were almost 12,500 alcohol-related ambulance pick-ups. The table highlights that the majority occurred at the weekend, with the numbers increasing in the evening, particularly between the hours of 09:00 and 03:00.

	Mon	Tues	Wed	Thur	Fri	Sat	Sun		By hour
00:00-00:59	84	68	80	104	138	235	223		932
01:00-01:59	73	54	64	80	106	257	284		918
02:00-02:59	65	53	50	48	97	285	270		848
03:00-03:59	42	37	29	43	64	201	205		621
04:00-04:59	23	28	25	30	55	118	130		409
05:00-05:59	29	15	18	20	24	72	64		242
06:00-06:59	24	21	24	20	30	55	58		232
07:00-07:59	20	20	18	26	20	49	64		217
08:00-08:59	25	20	24	26	27	43	45		210
09:00-09:59	33	26	23	28	40	44	57		251
10:00-10:59	24	26	35	34	30	39	45		233
11:00-11:59	51	40	36	48	34	41	44		294
12:00-12:59	44	47	48	59	43	55	41		337
13:00-13:59	54	56	61	64	56	67	68		426
14:00-14:59	60	60	51	58	76	55	64		424
15:00-15:59	82	57	55	72	85	74	66		491
16:00-16:59	84	77	79	65	77	72	107		561
17:00-17:59	88	83	83	70	91	93	68		576
18:00-18:59	66	80	89	75	79	97	70		556
19:00-19:59	88	78	63	80	112	96	90		607
20:00-20:59	86	83	96	87	110	118	102		684
21:00-21:59	100	114	88	91	133	113	104		743
22:00-22:59	80	82	120	125	158	132	115		812
23:00-23:59	96	84	94	117	192	197	94		874
By day	1,421	1,309	1,355	1,470	1,877	2,588	2,478		12,498

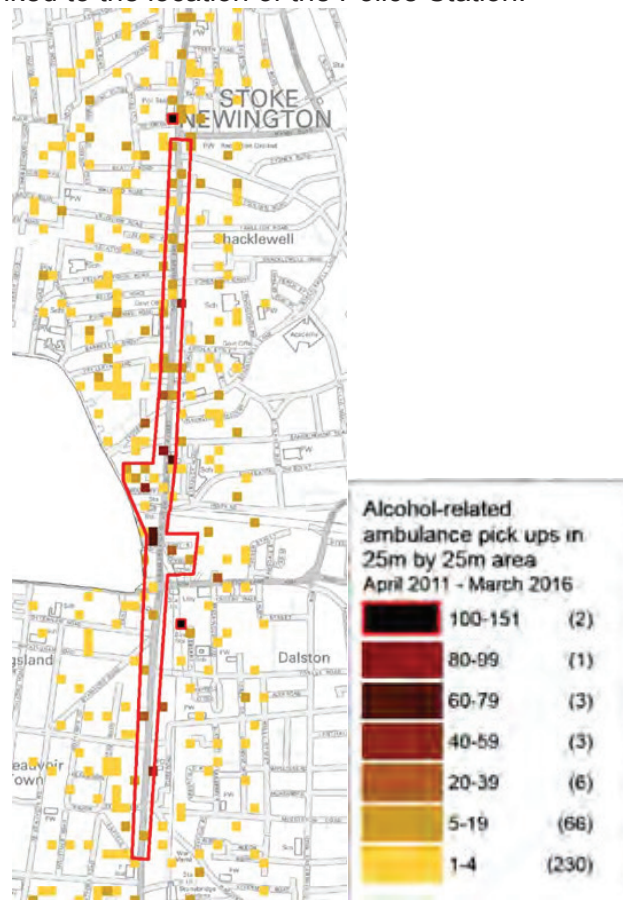
Table 1: Number of alcohol-related ambulance pick-ups, by day/hour (Apr 2011 - Mar 2016)

6.2 Map 5 illustrates the number of alcohol-related ambulance pick-ups in Hackney between April 2011 and March 2016, with the darker green patches indicating a higher number of pick-ups in that location. It shows a larger number of alcohol-related ambulance pick-ups in Shoreditch and Dalston, which correlates to the concentrations of licensed premises. Outside of these areas, Hackney Central and Stoke Newington also show higher numbers of pick-ups than other parts of the borough.



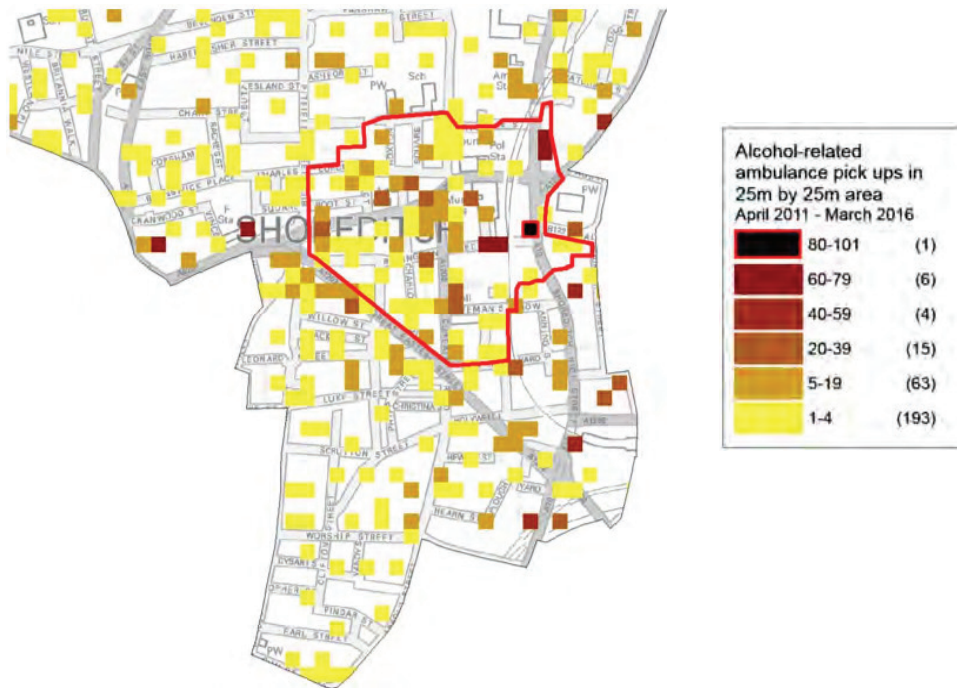
Map 5: Map of Hackney and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)

6.3 Map 6 indicates that the majority of the alcohol-related ambulance pick-ups fall within the Dalston SPA boundary, although it should be noted that the area around Dalston Junction has higher levels when compared to other parts of the area. The higher number of pick-ups in the Stoke Newington area is possibly linked to the location of the Police Station.



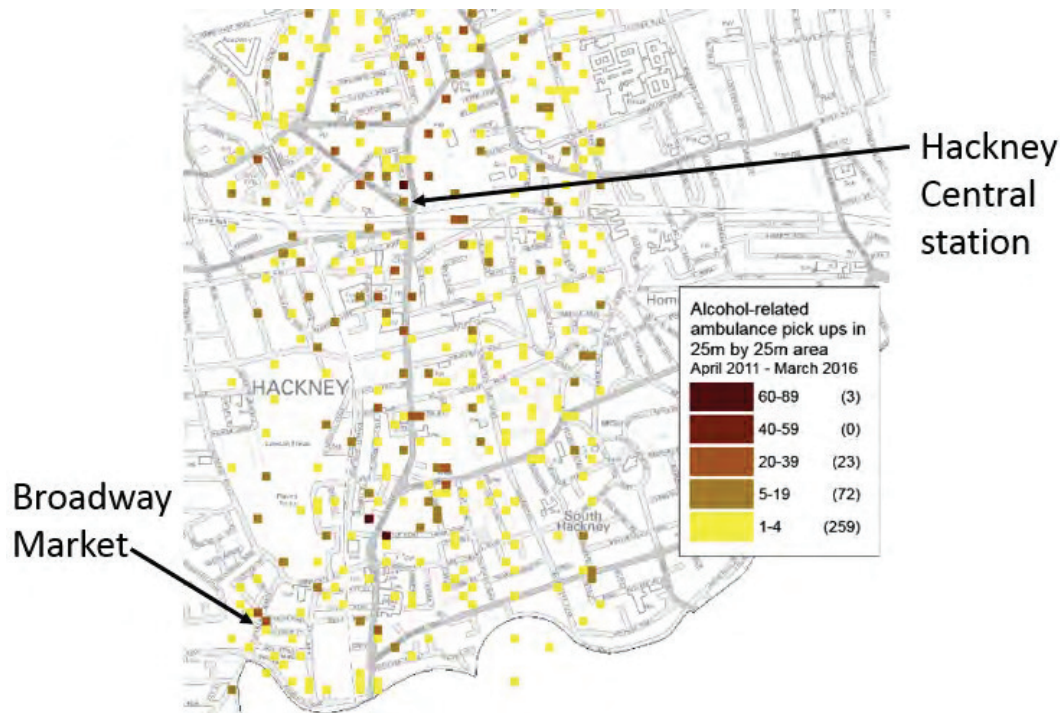
Map 6: Dalston area and the number of alcohol-related ambulance pick-ups (April 2011 – March 2016)

6.4 Map 7 illustrates the data on Shoreditch. This suggests that while many of the alcohol-related ambulance pick-ups fall within the SPA boundary, a significant number occur across the area.



Map 7 of the Shoreditch area and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)

6.5 It is notable from the data that the Hackney Central area suggests the pattern of alcohol-related ambulance pick-ups is similar to some of the patterns found in Dalston. While the level alcohol-related ambulance pick-ups in Hackney Central are not as high as the ones found in Shoreditch, it is an area that should be monitored there is a concern that the levels will continue to increase if no action is taken now.



Map 8: Hackney Central and the number of alcohol-related ambulance pick-ups (April 2011-March 2016)

6.7 Chart 3 shows that the number of alcohol-related ambulance pick-ups in Hackney has increased significantly in recent years, as the number of licensed premises has grown. Since 2006/07, the number of licensed premises allowed to sell alcohol increased by 66%, while the number of alcohol-related ambulance pick-ups increased by 21% over the same time period. This correlates with the information from the Community Safety Partnership Plan, which identifies that alcohol-related crime occurs in areas with higher concentrations of licensed premises.

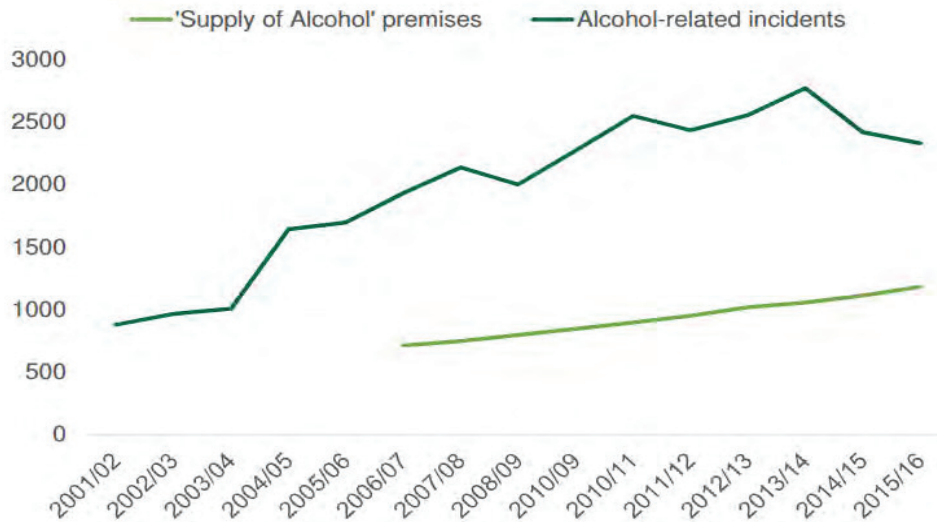


Chart 3: Number of 'supply of alcohol' premises and the number of alcohol-related ambulance pick-ups in Hackney (2001/02 - 2015/16)

6.8 Also notable from the data, when compared to Hackney's statistical peers, Hammersmith and Fulham has the lowest number of licensed premises that can supply alcohol and the lowest number of alcohol-related ambulance pick-ups, whereas Camden has the higher number of licensed premises, which correlates with the higher number of alcohol-related ambulance pick-ups (**Error! Reference source not found.**).

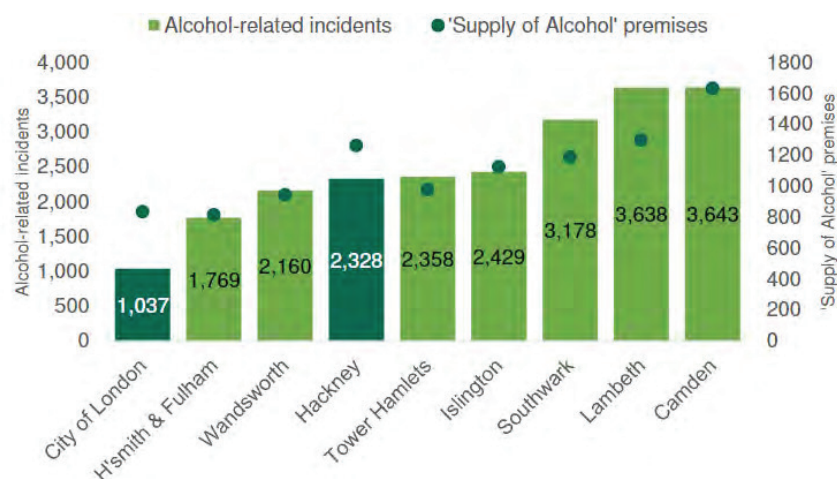


Chart 4: Number of alcohol-related incidents attended by the London Ambulance Service and number of 'supply of alcohol' premises (2015/16)

6.9 Similar patterns are also observed at a ward level. Based on 2015/16 data, almost one fifth of all alcohol-related incidents recorded by the London Ambulance Service were in the Hoxton East and Shoreditch ward. This area contains just over a fifth of all licensed premises authorised to sell alcohol as set out in Table 2.

Hackney Wards	Number of alcohol-related incidents (% of total)	Number of 'supply of alcohol' premises (% of total)
Hoxton East and Shoreditch	432 (18.6%)	267 (22.8%)
Dalston	157 (6.8%)	84 (7.2%)
Hackney Central	144 (6.2%)	60 (5.1%)
Stoke Newington	143 (6.2%)	97 (8.3%)
Hoxton West	132 (5.7%)	51 (4.4%)
London Fields	130 (5.6%)	99 (8.4%)
Homerton	120 (5.2%)	51 (4.4%)
Victoria	115 (5.0%)	27 (2.3%)
Springfield	110 (4.7%)	22 (1.9%)
Woodberry Down	96 (4.1%)	17 (1.5%)
Haggerston	95 (4.1%)	67 (5.7%)
Shacklewell	85 (3.7%)	57 (4.9%)
Clissold	84 (3.6%)	51 (4.4%)
Hackney Downs	83 (3.6%)	32 (2.7%)
Lea Bridge	76 (3.3%)	46 (3.9%)
King's Park	68 (2.9%)	21 (1.8%)
Hackney Wick	64 (2.8%)	35 (3.0%)
Cazenove	55 (2.4%)	29 (2.5%)
De Beauvoir	49 (2.1%)	27 (2.3%)
Brownwood	48 (2.1%)	24 (2.0%)
Stamford Hill West	35 (1.5%)	8 (0.7%)

Table 2: Number of 'supply of alcohol' premises and number alcohol-related incidents by wards in Hackney (2015/16)

7. Conclusion

- 7.1 The evidence gathered shows a clear correlation between the locations of premises and subsequent availability of alcohol and the negative impact as a result of the licensable activities. Analysis of Metropolitan Police data highlights the trend of alcohol-flagged offending in close proximity to licensed premises.
- 7.2 Data also suggests that the concentration of licensed premises in the Shoreditch and Dalston areas continue to demonstrate evidence of cumulative impact, suggesting that a presumption to refuse applications in these areas is appropriate for the promotion of the licensing objectives.