



Cumulative Impact Policy Licensing Act 2003

Scunthorpe Town Centre

Revised May 2012

1. Introduction

- (1) North Lincolnshire Council, acting as the Licensing Authority has a duty to comply with its obligations under Section 17 of the Crime and Disorder Act 1998 and the Licensing Act 2003, in respect of Crime and Disorder and to promote the four Licensing Objectives, which are:
 - the prevention of crime and disorder;
 - public safety;
 - the prevention of public nuisance; and
 - the protection of children from harm
- (2) This policy is written with regard to the Guidance issued under Section 182 of the Licensing Act 2003.
- (3) In adopting this policy, we are mindful of the issues that can be created when a large number of premises are providing licensable activities in close proximity to one another, or where the premises are out of character with the social infrastructure of the locality.

2. Background to the Policy

- (1) In our Statement of Licensing Policy, we stated that we did not consider that a special policy was necessary, although we would keep the requirements under review. Humberside Police have presented evidence to the Licensing Authority in support of adopting a policy for Scunthorpe Town Centre.
- (2) The major concern in relation to Scunthorpe Town Centre is the “binge drinking” and “alcohol fuelled crime and disorder” and the impact on policing the night time economy and the town centre streets. Binge drinking and alcohol fuelled crime and disorder have seen an increase over recent years, with the advent of the following:
 - Alco-pops
 - Marketing campaigns focusing on young people
 - Cut price alcohol promotions
 - Increase in vertical drinking establishments
 - Licensed premises operating for longer hours
- (3) The area designated as the Cumulative Impact Zone in this policy is already of concern to the Licensing Authority and the statutory authorities, as there are high levels of alcohol fuelled crime and disorder. As a result, we have been working in

partnership with the statutory authorities to address the said concerns.

- (4) It is believed that the adoption of this policy will aid with the promotion of the four licensing objective as stated in paragraph 1(1).

3. The Effect of this Policy

- (1) The effect of this policy is not to reject all applications for a licence within the boundary of the Cumulative Impact Zone. All applications need to be determined on their own merits and the effect this policy will have is to create a presumption that where representations are received from a responsible authority, then the application should be refused, unless the applicant can show that that the proposed application would not add to the cumulative impact being experienced. The types of application covered by this policy are at paragraph 5(5).
- (2) If there are no Representations to an application, then the said application will be determined in accordance with the scheme of delegation at paragraph 15(1) of our revised Statement of Licensing Policy.

4. Consultation

- (1) Consultation has been carried out on this policy. The parties consulted are in accordance with section 5(3) of the Licensing Act 2003 and paragraph 4 of our Licensing Policy.

5. Cumulative Impact Area

- (1) The area of the Cumulative Impact Zone takes in Scunthorpe Town Centre. The area is within Ferry Road to the North, Normanby Road/Glebe Road/Brigg Road to the East, Station Road/Church Lane to the South and Exeter Road/Henderson Avenue to the West, covering all streets within.
- (2) The table at Appendix A provides a list of the principal streets, or part thereof within Scunthorpe Town Centre, that that fall within the Cumulative Impact Zone.
- (3) The following map shows the area covered by the Cumulative Impact Policy.

- iv) resisting an increase in the number and/or hours of operation of premises licensed to sell hot food or drink (late night refreshment establishments) between the hours of 12:00 midnight and 05:00 hours; and
 - v) promoting licensable activities in the early evening.
- (6) For the avoidance of doubt, a “vertical drinking establishment” is a premises selling alcohol, where there is limited seating and the prime objective is the sale and consumption of alcohol. Typically in such premises, the number of tables and seats provided represents a small fraction of the occupancy of the premises.

6. Evidence

- (1) In our revised statement of licensing policy, we stated that the need for a special cumulative impact policy would be reviewed should evidence be produced which indicated that an area was suffering crime and disorder and/or public nuisance as a result of a “saturation of licensed premises”. It may be seen that to grant further licences would contribute to the cumulative effect to undermine the Licensing Objectives.
- (2) Humberside Police have presented evidence to the Licensing Authority, which is the basis for adopting this special cumulative impact policy.
- (3) The evidence provided by Humberside Police focuses on the period between 24 November 2006 and 23 November 2007. In addition, there is a reference to compare the same period in previous years.
- (4) The area of North Lincolnshire is approximately 850 km². The area covered by the cumulative impact policy is 1.83 km². The following table indicates the levels of violence associated with the Cumulative Impact Zone (CIZ).

| Period | Offence within whole of North Lincolnshire | Offences within CIZ area | % of Offence |
|--------------------------------------|--|--------------------------|--------------|
| 24 November 2004 to 23 November 2005 | 3524 | 1001 | 28.4 |
| 24 November 2005 to 23 November 2006 | 3800 | 1103 | 29.0 |
| 24 November 2006 to 23 November 2007 | 3260 | 1081 | 33.2 |

- (5) The figures show that in the year 24 November 2006 to 23 November 2007, 33.2% of the violent crime in North Lincolnshire was committed in 0.2% of the whole area.
- (6) Of the offences committed, the evidence shows that there are peaks, where most offences of public order and violence are committed on Friday Night/Saturday Morning and Saturday Night/Sunday Morning. The peak period for offending are from midnight till 03.00 hours over both periods. This has increased since the introduction of the Licensing Act 2003.
- (7) This evidence strongly suggests a direct link between crime and disorder and alcohol consumption during the night time economy.
- (8) Of the 1081 offences committed in the period 24 November 2006 to 23 November 2007, 52.6% of offences were assaults (569). Of these 569 assaults, 380 were for Assault Occasioning Actual Bodily Harm, 117 for Common Assault and 30 for an Assault on a Constable.

7. Conclusion

- (1) The conclusion drawn from the evidence is that the Cumulative Impact Policy should aim to limit the number of new pubs, clubs and bars that focus on the sale of alcohol unless they can prove that they will not have a negative impact on the Licensing Objectives.
- (2) Further, this policy should encourage more diversity in the early evening economy and night time economy and should not be used to deter applications for regulated activities where alcohol is not the primary focus. Again, applicants must ensure that their application does not have a negative impact on the Licensing Objectives.

8. Review

- (1) The Licensing Authority intends to review the operation of this Special Cumulative Impact Policy on a regular basis, thus allowing sufficient time for meaningful information to be gathered on the impact of the new arrangements and the policy.
- (2) It is important to note, that this policy does not seek to prohibit all licensed premises in the designated area, rather to consider each application on its own merits and decide whether the circumstances of an application justify an exception from this policy.
- (3) Even where a cumulative impact policy exists, the Licensing Authority cannot impose conditions or refuse to grant, or vary a

premises licence or club premises certificate unless it has received a representation from a responsible authority or interested party.

- (4) Where an application is made for a premises within the Cumulative Impact Zone, then the applicant will need to provide evidence that the new premises or variation will not add to the existing problems, which have been identified in accordance with the Licensing Objectives.

Appendix A

| Street Name | Comment |
|---------------------------|--|
| Allanby Street | Entire Length |
| Berkeley Street | Entire Length |
| Bruce Street | Entire Length |
| Buckingham Street (North) | Entire Length |
| Buckingham Street (South) | Entire Length |
| Burke Street | Entire Length |
| Carlton Street | Entire Length |
| Chapel Street | Entire Length |
| Church Lane | From Oswald Road to the junction with Exeter Road |
| Church Square | Entire Area |
| Clarke Street | Entire Length |
| Cliff Gardens | From Oswald Road to the junction with Exeter Road |
| Cole Street | Entire Length |
| Comforts Avenue | Entire Length |
| Corporation Road | Entire Length |
| Crosby Road | Entire Length |
| Cross Street | Entire Length |
| Dale Street (North) | Entire Length |
| Dale Street (South) | Entire Length |
| Detuyll Street | Entire Length |
| Deyne Avenue | Entire Length |
| Diana Street | Entire Length |
| Digby Street | Entire Length |
| Doncaster Road | From Oswald Road to the junction of Exeter Road/Henderson Avenue |
| Dunstall Street | Entire Length |
| Elizabeth Street | Entire Length |
| Ethel Court | Entire Length |
| Exeter Road | Entire Length |
| Fenton Street | Entire Length |
| Ferry Road | From the junction with Henderson Avenue to Old Crosby |
| Fox Street | Entire Length |
| Frances Street | Entire Length |
| Frodingham Road | Entire Length |
| George Street | Entire Length |
| Gilliat Street | Entire Length |
| Glebe Road | Entire Length |
| Grosvenor Street | Entire Length |
| Gurnell Street | Entire Length |
| Henderson Avenue | Entire Length |
| Henry Street | Entire Length |
| High Street | Entire Length |
| Home Street | Entire Length |
| Hornsby Crescent | Entire Length |
| John Street | Entire Length |
| King Street | Entire Length |
| Laneham Street | Entire Length |
| Lindum Street | Entire Length |
| Long Road | Entire Length |
| Manley Street | Entire Length |
| Mary Street | Entire Length |
| Mulgrave Street | Entire Length |
| Normanby Road | From junction with Glebe Road to the junction with Warren |

| | |
|--------------------------|--|
| | Road/Old Crosby |
| North Street | Entire Length |
| Old Crosby | Entire Length |
| Oswald Road | Entire Length |
| Park Court | Entire Length |
| Parkinson Avenue | Entire Length |
| Percival Street | Entire Length |
| Porter Street | Entire Length |
| Ravendale Street (South) | Entire Length |
| Robert Street | Entire Length |
| Sheffield Street | Entire Length |
| Sheffield Street (East) | Entire Length |
| Sheffield Street (West) | Entire Length |
| Shelford Street | Entire Length |
| Smith Street | Entire Length |
| Spencer Avenue | Entire Length |
| Station Road | Entire Length |
| Teale Street | Entire Length |
| Theodore Gardens | Entire Length |
| Theodore Road | From Spencer Avenue to the junction with Henderson Avenue |
| Thompson Street | Entire Length |
| Trafford Street | Entire Length |
| Vicarage Gardens | From Oswald Road to the junction with Exeter Road |
| Wells Street | Entire Length |
| West Street | Entire Length |
| Winterton Road | From Wells Street to the Junction with Brigg Road/Glebe Road |