

Draft Cumulative Impact Assessment

Blackpool Council



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Introduction

Section 5A Licensing Act 2003 allows a licensing authority to publish a cumulative impact assessment if it considers that the number of premises licences/club premises certificates in respect of premises in one or more parts of its area described in the assessment is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) to grant any premises licences/club premises certificates in respect of premises in that part or those parts.

Cumulative impact is the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area.

Before publishing a cumulative impact assessment, the licensing authority must consult with the following:

- Police
- Fire and Rescue Authority
- Public Health
- Representatives of premises licence and club premises certificate holders issued by the authority
- Representatives of personal licence holders issued by the authority
- Such other persons as the licensing authority considers representative of businesses and residents in its area.

Once published a cumulative impact assessment must be reviewed within three years.

The effect of a Cumulative Impact Assessment

A cumulative impact assessment may relate to premises licensed to carry on any licensable activity including the sale of alcohol for consumption off the premises and the provision of late night refreshment. Cumulative impact assessments do not apply to temporary event notices however, the Police and Environmental Health may use the evidence published with an assessment when objecting to such a notice.

The existence of a cumulative impact assessment does not change the fundamental way in which licensing decisions are made. The licensing authority remains able to grant an application where it is appropriate to do so and where an applicant can demonstrate through the operating schedule that they would not add to the cumulative impact. It is important therefore that applicants for relevant licences within an area covered by the cumulative impact assessment consider cumulative impact issues when setting out the steps that they will take to promote the licensing objectives.

The cumulative impact assessment does not create a blanket ban on the grant of applications within the areas covered by the assessment. The authority can only consider refusal of an application following receipt of a relevant representation. Where there are no representations to an application, the licensing authority must grant the licence.

Anyone making a representation concerning an application within an area covered by this assessment can base it on the information published in this assessment, or even just the fact that an assessment has been published. Any representations made should be capable of withstanding scrutiny at a hearing.

History of Cumulative Impact in Blackpool

Prior to the introduction of cumulative impact assessments in April 2018, Blackpool had incorporated a cumulative impact policy within its statement of licensing policy since 2007. This initial policy covered premises licensed for the sale of alcohol on the premises within the town centre. In 2009, the Council approved a second cumulative impact policy covering the Wards of Bloomfield, Claremont, Talbot and Victoria. This second policy only concerned premises licensed to sell alcohol for consumption off the premises.

The areas covered by these policies were reviewed as part of the statutory review of the Statement of Licensing Policy.

Cumulative Impact Assessment 2020

This cumulative impact assessment has been carried out in accordance with section 5A Licensing Act 2003.

The licensing authority has reviewed the areas covered by its two cumulative impact policies. Statistical data provided by the Police and Public Health has been considered and in consultation with the Police, the licensing authority has developed its first cumulative impact assessment which covers the two areas detailed below.

Town Centre

The Town Centre Assessment relates to the area edged red at appendix 1 to this policy and will apply to applications for the sale or supply of alcohol on the premises and the provision of late night refreshment for:

- New premises licences
- New club premises certificates
- Provisional statements
- Variations to existing licences (where the modifications are directly relevant to the issue of cumulative impact, for example, extension of trading hours or capacity)

The area referred to in appendix 1 is contained within 2 ward areas, Talbot ward and Claremont ward. The concentration of on licence premises within these wards is significant. Figure 1 below shows that 45% of the total number of premises licensed for the on sale / supply of alcohol within Blackpool are located in these 2 ward areas. Whilst the area referred to in appendix 1 is not inclusive of all the premises indicated in Figure 1, a significant number of high risk premises are contained in this area.

Figure 1 Source: MADE Dataset

	Off licences*		On and On/Off licences		Not coded	Total licenced premises	
Anchorsholme	6	3.4%	3	0.3%	2	11	0.7%
Bispham	5	2.8%	24	2.2%	4	33	2.2%
Bloomfield	20	11.2%	288	26.4%	48	356	23.9%
Brunswick	5	2.8%	10	0.9%	3	18	1.2%
Claremont	22	12.3%	164	15.0%	29	215	14.4%
Clifton	10	5.6%	4	0.4%	5	19	1.3%
Greenlands	3	1.7%	1	0.1%	3	7	0.5%
Hawes Side	6	3.4%	4	0.4%	7	17	1.1%
Highfield	3	1.7%	3	0.3%	2	8	0.5%
Ingthorpe	10	5.6%	5	0.5%	2	17	1.1%
Layton	9	5.0%	5	0.5%	2	16	1.1%
Marton	6	3.4%	12	1.1%	2	20	1.3%
Norbreck	2	1.1%	7	0.6%	1	10	0.7%
Park	3	1.7%	3	0.3%	4	10	0.7%
Squires Gate	5	2.8%	20	1.8%	7	32	2.2%
Stanley	7	3.9%	8	0.7%	1	16	1.1%
Talbot	23	12.8%	334	30.6%	43	400	26.9%
Tyldesley	6	3.4%	2	0.2%	3	11	0.7%
Victoria	12	6.7%	6	0.5%	9	27	1.8%
Warbreck	7	3.9%	67	6.1%	15	89	6.0%
Waterloo	9	5.0%	122	11.2%	25	156	10.5%
Blackpool	179		1,092		217	1,488	
*Includes Convenience stores, Off-licences, Petrol Stations and Supermarkets							

Lancashire Multi-Agency Data Exchange (MADE) data sets provide statistical information from across various agencies building profiles of local areas throughout Lancashire. Scrutiny of this data tells us that for the calendar year 2019, over 12,000 Police incidents were recorded with an alcohol qualifier with over 2,500 being attributed to Blackpool (see Figure 2). This data represents Blackpool as the worst affected area in relation to alcohol related Police incidents, both in terms of actual incidents and incidents per 1,000 population.

Figure 2

Geography	Jan 19 to Dec 19	
	Actuals	Per 1,000 population
Lancashire 14	12,001	8.08
Blackburn with Darwen	1,172	7.97
Blackpool	2,511	18.04
Burnley	957	10.93
Chorley	609	5.33
Fylde	384	4.92
Hyndburn	735	9.13
Lancaster	1,293	9.01
Pendle	552	6.09
Preston	1,444	10.18
Ribble Valley	250	4.25
Rosendale	371	5.31
South Ribble	518	4.70
West Lancashire	516	4.55
Wyre	665	6.03
not geocoded	24	-

District profile statistics shown in Figure 3 below indicate that Claremont and Talbot wards are the worst affected in relation to alcohol related police incidents. Of the total number of alcohol related Police incidents recorded, over 41% occurred across these 2 wards. Claremont has seen 82.5 incidents reported per 1,000 population and Talbot has recorded 68.79 incidents per 1,000 population compared to 18.04 per 1,000 population for the town as a whole. Public Health data provides a similar context with alcohol related hospital admissions ratio of 279.9 in Talbot, almost 200% higher than the national average. In relation to Claremont, the alcohol related admission ratio of 280.4 is again almost 200% higher than the national average.

Figure 3

Geography	Jan 19 to Dec 19	
	Actuals	Per 1,000 population
Blackpool	2,511	18.04
Anchorsholme	22	3.55
Bispham	41	6.45
Bloomfield	346	50.46
Brunswick	102	15.26
Claremont	604	82.50
Clifton	68	10.11
Greenlands	45	6.74
Hawes Side	51	7.10
Highfield	24	3.74
Ingthorpe	55	8.20
Layton	50	7.28
Marton	62	9.29
Norbreck	38	6.19
Park	98	13.16
Squires Gate	42	6.81
Stanley	27	4.26
Talbot	438	68.79
Tyldesley	60	9.18
Victoria	102	15.23
Warbreck	93	14.45
Waterloo	137	21.39

Further interrogation of the data referred to in Figures 2 & 3 indicates that the majority of alcohol related Police incidents in Talbot and Claremont occur during the night time economy. Figures 4 and 5 below show data relating to the number of Police incidents containing an alcohol qualifier reported in Talbot ward during the calendar year 2019. This data set is broken down into hourly intervals displayed in 24 hour clock terminology. The data shown at Figure 4 shows that in Talbot ward the worst affected period lies between 2100 hours to 0300 hours with 225 of 438 incidents taking place during these core hours. Identical data for Claremont ward is contained in Figure 5 showing that the worst affected period is between the hours of 2100 and 0400 with 361 of 604 incidents taking place between these hours.

Figure 4

Alcohol related incidents by hour
Talbot ward 01/01/19 to 31/12/19.

Source: Lancashire Constabulary

Time	Incidents	
00.00	38	
01.00	31	
02.00	29	
03.00	38	
04.00	21	
05.00	20	
06.00	5	
07.00	5	
08.00	6	
09.00	6	
10.00	8	
11.00	6	
12.00	6	
13.00	5	
14.00	6	
15.00	15	
16.00	12	
17.00	20	
18.00	12	
19.00	27	
20.00	25	
21.00	37	
22.00	29	
23.00	32	Total 438

Figure 5

Alcohol related incidents by hour
Claremont ward 01/01/19 to 31/12/19.

Source: Lancashire Constabulary

Time	Incidents	
00.00	39	
01.00	60	
02.00	45	
03.00	50	
04.00	48	
05.00	24	
06.00	13	
07.00	12	
08.00	9	
09.00	7	
10.00	7	
11.00	4	
12.00	4	
13.00	9	
14.00	18	
15.00	18	
16.00	24	
17.00	15	
18.00	30	
19.00	17	
20.00	32	
21.00	40	
22.00	42	
23.00	37	Total 604

Off licence

The Council intends to promote a saturation zone within Blackpool in areas where crime and disorder is more prevalent and alcohol related health statistics are high. The plan shown edged in red at Appendix 2 shows the area to which this off-licence saturation policy will apply. The area covered includes Claremont, Bloomfield and Talbot wards in their entirety as well as part of Brunswick ward and Waterloo ward. For the avoidance of any doubt, premises located along both sides of the highway where the boundary line is drawn are considered to be included in the saturation area.

This policy is to apply to any new licence application seeking permission to sell alcohol for consumption off the premises and any variation to an existing off-licence.

Figure A below shows that Waterloo, Bloomfield, Talbot and Claremont wards are in the worst category in the context of the number of alcohol related crimes per 1,000 population. This data indicates that these wards experience 40-154 such crimes per 1,000 population. Brunswick ward sits in the next highest category with 25 to 40 crimes per 1,000 population. This data has been overlaid with location data relating to off-licence premises.

Figure A

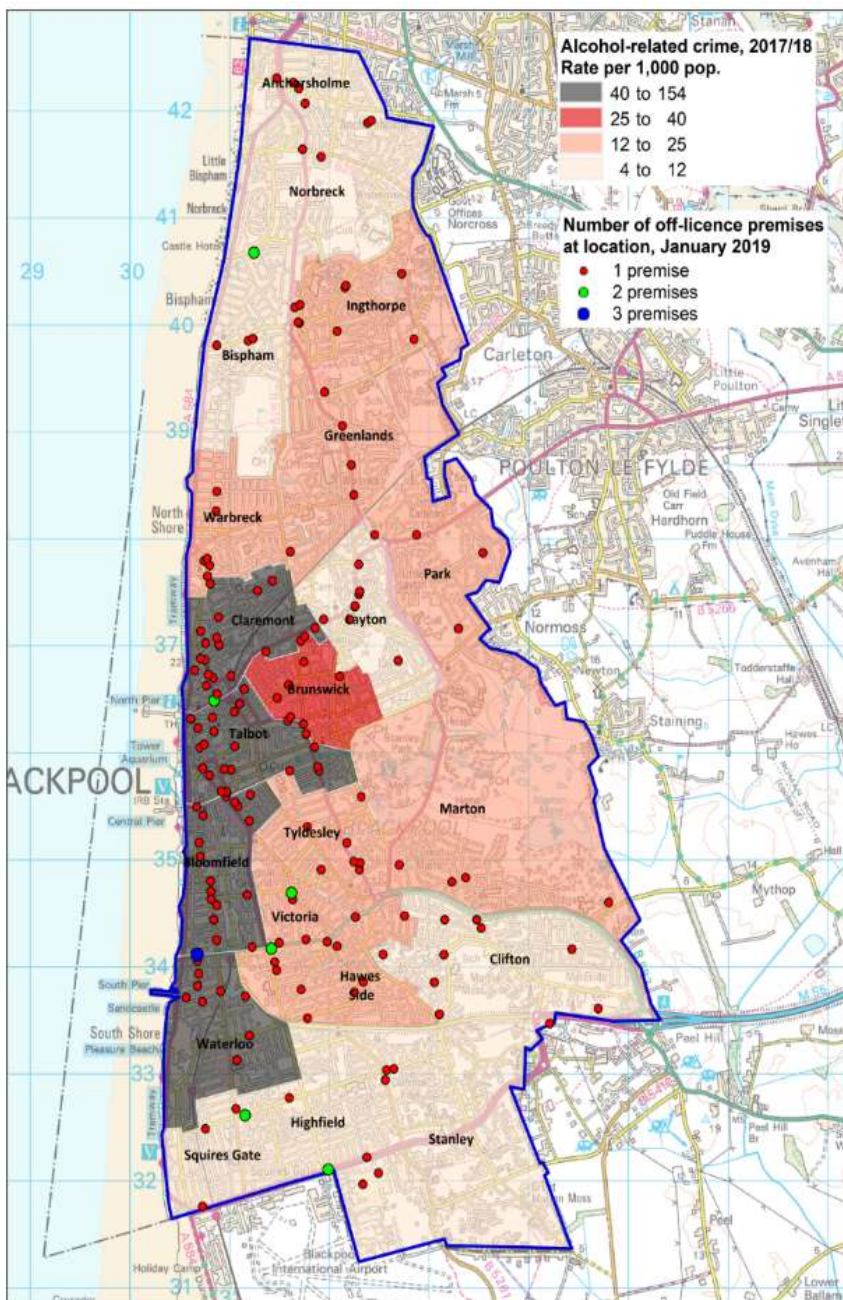
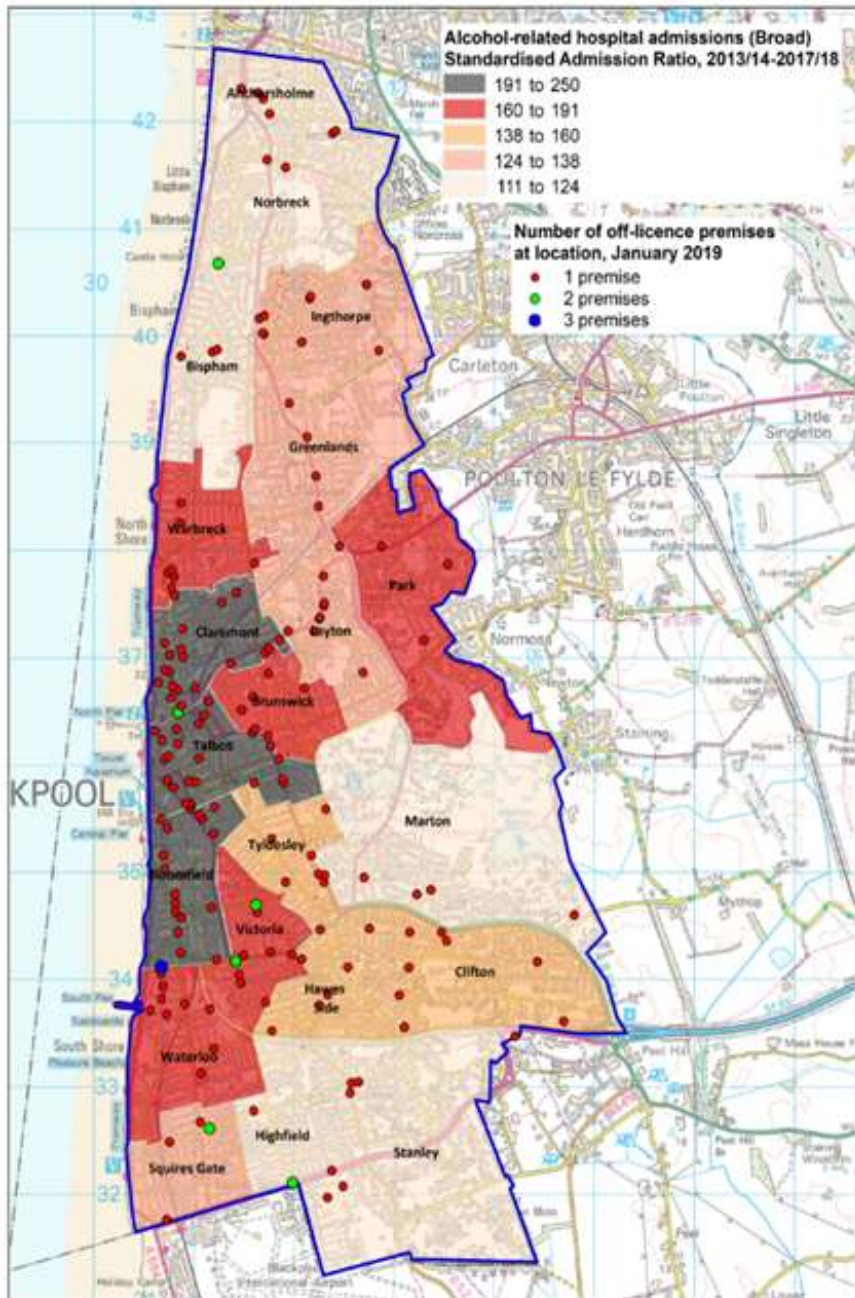


Figure B shows data relative to alcohol related hospital admissions, again with off-licence location data overlaid. The data tells us that Claremont, Talbot and Bloomfield Wards are the worst affected, with an alcohol related hospital admissions ratio of between 191 and 250. Brunswick and Waterloo wards are in the next worst affected category with a ratio of between 160 and 191.

Figure B



In relation to data given in figures A and B the areas to which this policy relates are among the worst affected.

Conclusion

The Licensing Authority concludes that the area detailed in appendix 1 to this document is designated a cumulative impact area. The Council considers that the number of licensed premises in this area is at such an excessive level that it would be inconsistent with the promotion of the licensing objectives to grant any further licences in this area.

The assessment in this area will apply to applications for the sale or supply of alcohol on the premises and the provision of late night refreshment for:

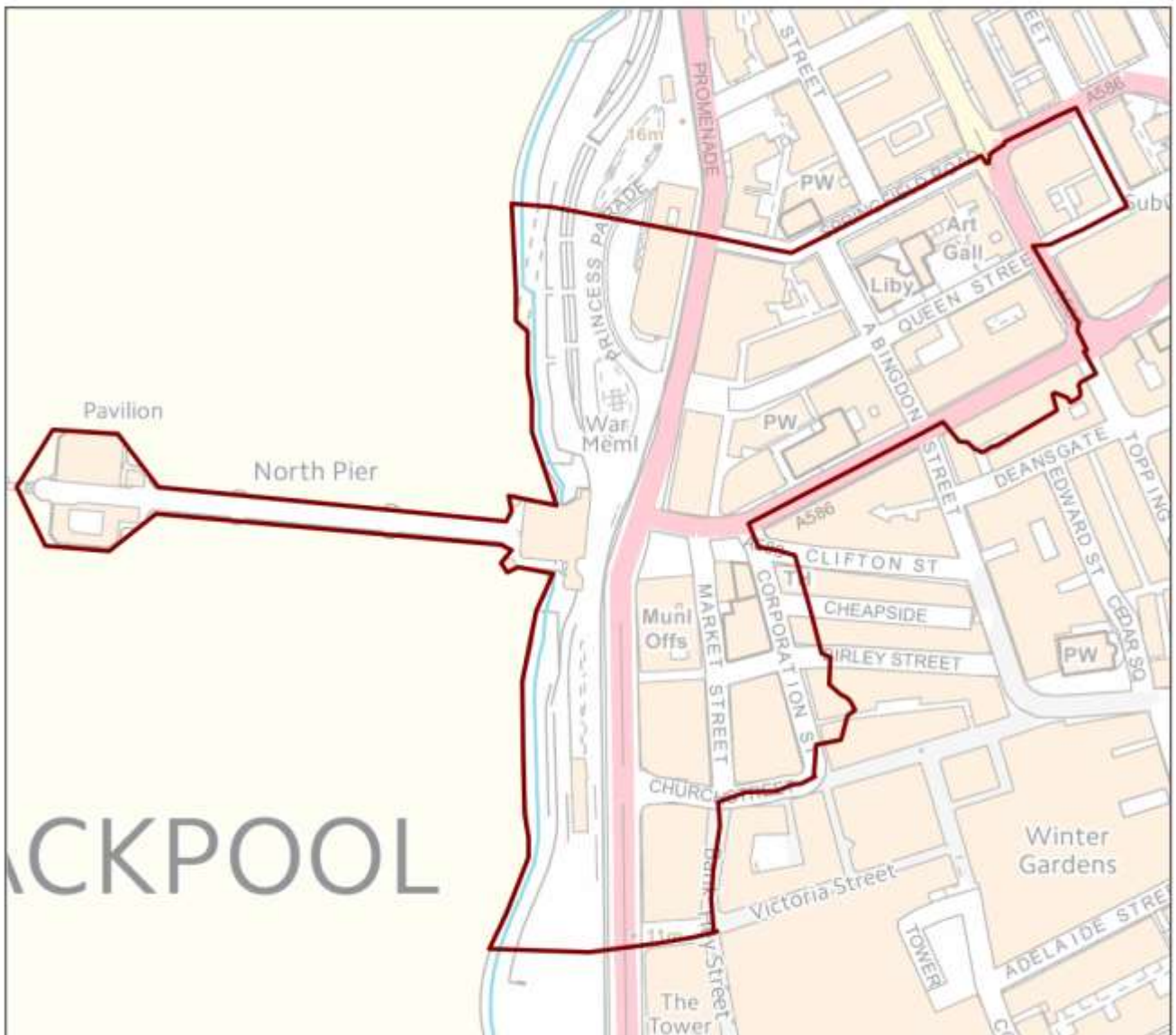
- New premises licences
- New club premises certificates
- Provisional statements
- Variations to existing licences (where the modifications are directly relevant to the issue of cumulative impact, for example, extension of trading hours or capacity)

The area detailed at appendix 2 to this document clearly shows that alcohol related crime and alcohol related hospital admissions are particularly prevalent. This area has subsequently been designated a cumulative impact area in relation to 'off sales' premises. The assessment will be applicable to applications for new premises and variations to existing ones.

The overall effect of this assessment is to create a rebuttable presumption that any applications listed above will be refused a licence. To rebut this presumption, an applicant would be expected to show through the operating schedule, and where appropriate, with supporting evidence, that the operation of the premises will not add to the cumulative impact already being experienced in the area.

Appendix 1

Town Centre Assessment area



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Appendix 2

Off licence saturation policy area



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