



ST HELENS
BOROUGH COUNCIL

CUMULATIVE IMPACT ASSESSMENT 2023-2026

Town Centre Ward

CUMULATIVE IMPACT ASSESSMENT

TOWN CENTRE WARD

Published: 12 July 2023

This Cumulative Impact Assessment is published under the provisions of Section 5A of the Licensing Act 2003 and will be reviewed within three years of the publication date.

1. Background to Cumulative Impact

1.1 Cumulative impact is the potential impact on the promotion of the Licensing objectives of a number of licensed premises concentrated in one area. In some areas where the number, type or density of licensed premises, such as those selling alcohol or providing late night refreshment, is high or exceptional, serious problems of nuisance and disorder may arise outside or some distance from those premises.

1.2 The licensing objectives are:

- The prevention of crime and disorder;
- Public safety;
- The prevention of public nuisance; and
- The protection of children from harm.

1.3 Such problems generally occur when large numbers of drinkers are concentrated in an area, for example when leaving premises at peak times or when queuing for transport or food. Queuing in itself may lead to conflict, disorder and anti-social behaviour. Moreover, large concentrations of people may also attract criminal activity such as drug dealing and street robbery. Local services such as transport and street cleaning may not be able to meet the demand posed by such concentrations of drinkers leading to issues such as littering and public nuisance.

1.4 There can be confusion about the difference between the 'need' for licensed premises and the 'cumulative impact' of premises on the licensing objectives, for example on crime and disorder. 'Need' concerns the commercial demand for licensed premises and is not a matter for the licensing authority to consider in discharging its functions or for its statement of licensing policy.

2. Legislative Framework and History of Cumulative Impact

2.1 Cumulative Impact Policies were first introduced in the statutory guidance issued under section 182 of the Licensing Act 2003 as a tool for licensing authorities to limit the growth of licensed premises in a problem area.

2.2 In 2016, the Licensing Authority adopted a Special Cumulative Impact Policy in relation to two streets of the Town Centre ward due to evidence of cumulative impact in that specified area.

2.3 The Policing and Crime Act 2017 subsequently amended the Licensing Act 2003 ('the Act') to place Cumulative Impact Assessments on a statutory footing by introducing section 5A of the Act, which came into force on 6 April 2018.

2.4 A Cumulative Impact Assessment may be published by a licensing authority to help it to limit the number or types of licence applications granted in areas where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives. Cumulative Impact Assessment relate to applications for new premises licences and club premises certificates and applications to vary existing licences and certificates in a specified area.

2.5 In 2019 the Licensing Authority published a Cumulative Impact Assessment for the Town Centre ward, due to evidence that cumulative impact was leading to problems which were undermining the licensing objectives in a wider area. Due to the impact of the COVID-19 pandemic, the Licensing Authority was unable to conduct a review of this Cumulative Impact Assessment within the statutory timescale.

3. Consultation

3.1 Prior to publishing this Cumulative Impact Assessment, the Licensing Authority has undertaken consultation with those persons specified in Section 5(3) of the Act, by providing those persons with the information required by Section 5A(6) of the Act.

3.2 The statutory consultees are as follows:

- The chief officer of police;
- The fire and rescue authority;
- Public Health;
- Persons/bodies representative of local premises licence holders;
- Persons/bodies representative of local club premises licence certificate holders;
- Persons/bodies representative of local personal licence holders;
- Persons/bodies representative of businesses and residents in the area.

3.3 The consultation was also published on the Council's website to ensure that anyone with an interest in the Cumulative Impact Assessment had the opportunity to respond to the consultation.

3.4 The Licensing Authority has considered all consultation responses received prior to publishing this Cumulative Impact Assessment.

4. Cumulative Impact Assessment

4.1 After considering the available evidence and undertaking the required consultation, the Licensing Authority is satisfied that it is appropriate to publish this Cumulative Impact Assessment for the cumulative impact area, namely the following streets within the Town Centre ward as identified on the map at Appendix A:

- Bridge Street (incorporating Chalon Way West up to Cineworld)
- Duke Street (up to the corner of King Street)
- Ormskirk Street (in its entirety)
- Westfield Street (in its entirety)

4.2 The evidential basis for this decision provided by Merseyside Police and Community Safety, the Licensing Authority and Public Health is at Appendix B.

4.3 This evidence of cumulative impact on the licensing objectives in the cumulative impact area includes information on local crime and disorder statistics, statistics on anti-social behaviour offences and health related statistics. This evidence demonstrates that alcohol related crime and disorder, alcohol related anti-social behaviour and alcohol related hospital admissions are particularly prevalent.

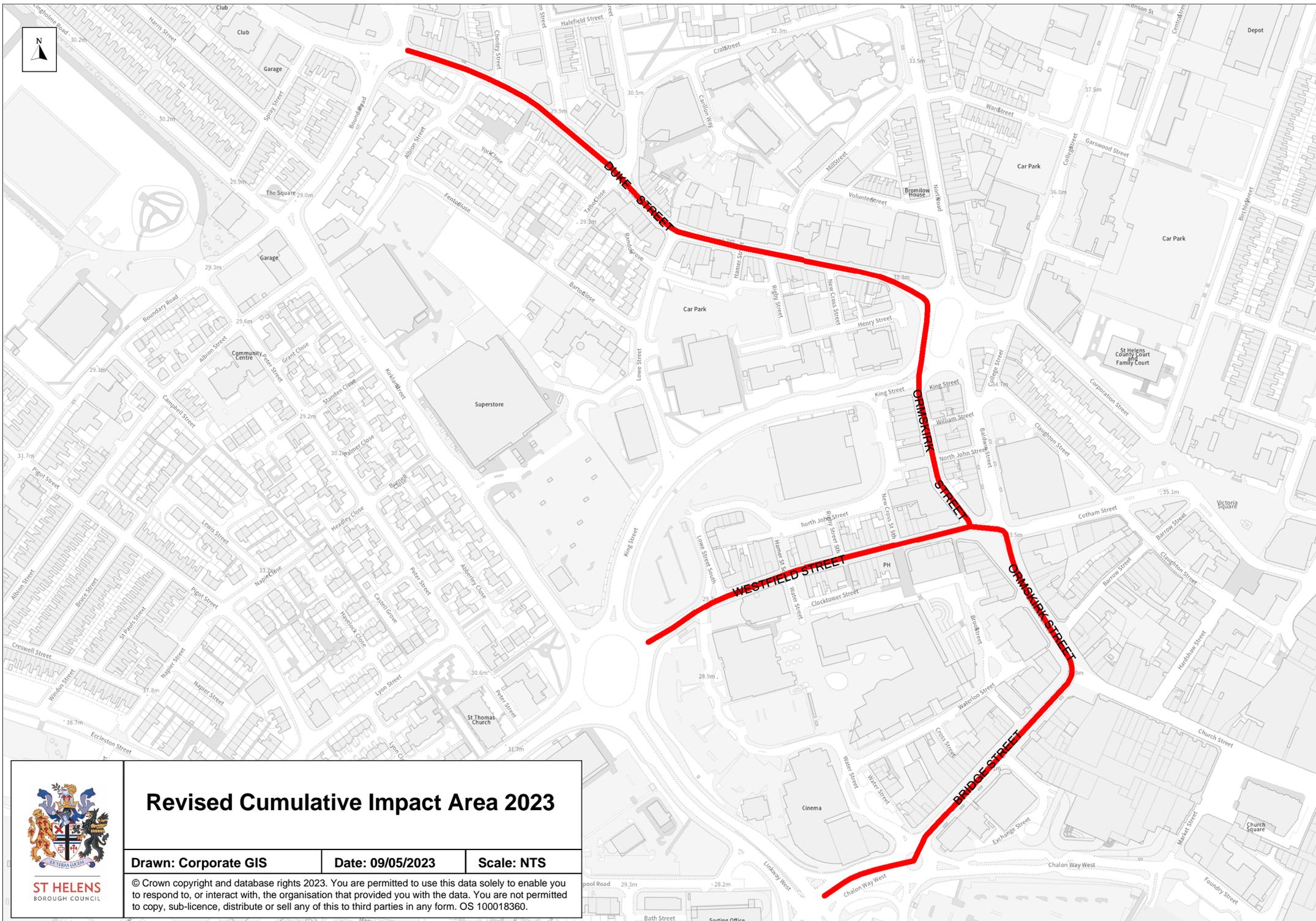
4.4 This Cumulative Impact Assessment will relate to all applications for the grant or variation of a premises licence or club premises certificate within the cumulative impact area and will relate to premises carrying on or proposing to carry on the following licensable activities:

- The sale of alcohol or consumption on or off the premises
- The provision of late-night refreshment

- 4.5 Whilst this Cumulative Impact Assessment does not apply to Temporary Event Notices, the Statutory Guidance issued under section 182 of the Act states that it is open to the police and environmental health (as relevant persons) to refer to evidence published within a CIA when objecting to a Temporary Event Notice.
- 4.6 In publishing this Cumulative Impact Assessment, the Licensing Authority is setting down a strong statement of intent about its approach to considering applications for the grant or variation of premises licence or club premises certificates in the cumulative impact area, namely the Town Centre ward.
- 4.7 In particular, the Licensing Authority considers that the number of licensed premises and club premises certificates within the cumulative impact area is such that it is likely that granting further licences or variations to existing licences would be inconsistent with the Licensing Authority's duty to promote the licensing objectives.
- 4.8 While the evidence underpinning the publication of this Cumulative Impact Assessment should generally be suitable as the basis for a decision to refuse an application or impose conditions, it does not change the fundamental way that decisions are made under the Act. Each decision in the area subject to the Cumulative Impact Assessment therefore still needs to be made on a case by-case basis and with a view to what is appropriate for the promotion of the licensing objectives.
- 4.9 Importantly, the publication of this Cumulative Impact Assessment does not remove the Licensing Authority's discretion to depart from this Cumulative Impact Assessment and grant applications for new licences or applications to vary existing licences, where the Licensing Authority considers this to be appropriate in the light of the individual circumstances of the case.
- 4.10 Applicants for a premises licence or club premises certificate or to vary an existing premises licence or club premises certificate in the cumulative impact area should therefore give careful consideration to cumulative impact issues within their applications and the steps that will be taken to promote the licensing objectives. To assist with this, the Licensing Authority recommends early consultation with responsible authorities.
- 4.11 This Cumulative Impact Assessment also does not relieve responsible authorities (or any other persons) of the need to make relevant representations when they consider it appropriate to do so for the promotion of the licensing objectives. Anyone making a representation may base it on the evidence published in this Cumulative Impact Assessment or the fact that a Cumulative Impact Assessment has been published, however it remains incumbent on those making representations to ensure they can withstand the scrutiny to which they would be subject at a hearing.
- 4.12 Where relevant representations are received in relation to an application to which the Cumulative Impact Assessment applies and the Licensing Authority decides to grant an application, it must provide the applicant, the chief officer of police and all parties who made relevant representations with reasons for granting the application, including any reasons for departing from its own policy.
- 4.13 This Cumulative Impact Assessment is not absolute and the Licensing Authority will not use it as a ground for revoking an existing licence or certificate when representations are received about problems with those premises.

5. Other Mechanisms for Controlling Cumulative Impact

- 5.1 Once away from the licensed premises, a minority of customers will behave badly. The Licensing Authority recognises that there are mechanisms, both within and outside the licensing regime that are available for addressing such issues and this Cumulative Impact Assessment should be considered alongside local planning policy and other factors which may assist in mitigating the cumulative impact of licensed premises.



ST HELENS
BOROUGH COUNCIL

Revised Cumulative Impact Area 2023

Drawn: Corporate GIS

Date: 09/05/2023

Scale: NTS

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Cumulative Impact Assessment

**Town Centre Ward
Evidence**

Cumulative Impact Assessment

**Supporting Evidence of
Merseyside Police and Community Safety**



Cumulative Impact Assessment Town Centre Ward Statement from Merseyside Police

I am Police Chief Inspector 1449 Paul Holden of Merseyside Police, and I have been posted as the Local Policing Chief Inspector in St Helens since September 2020. My role involves being responsible for community policing teams, engaging and developing partnerships, using a problem solving and early intervention ethos to achieve strategic objectives that ensure appropriate deployment of staff to prevent and mitigate threat, harm and risk, and manage the delivery of an appropriate response to support and protect vulnerable people and victims of crime.

I hereby present the evidence in support of the Cumulative Impact Assessment on behalf of Merseyside Police, for the Town Centre ward. A Cumulative Impact Area is a designated zone where evidence has indicated that the number, type or density of licensed premises is impacting adversely on the licensing objectives, namely, crime and disorder, public safety, public nuisance and the protection of children from harm.

The number, type and density of premises selling alcohol for consumption on the premises is particularly high in the Town Centre ward in comparison to other ward areas in St Helens. Problems of nuisance and disorder can arise in the vicinity of those premises. The problem can be compounded where several licensed premises, grouped together, are situated near to residential areas and a Cumulative Impact Area, as designated by the Licensing Authority can be necessary to combat exceptional problems of crime and disorder and public nuisance over and above the impact of individual premises.

Paul Holden
Chief Inspector
Local Policing – St Helens
St Helens Police Station, College Street, St Helens, Merseyside. WA10 1TG
Tel: 0151 7771457



I make this statement having viewed analysis conducted and provided to me through the evidence presented which has been compiled on behalf of Merseyside Police by the Community Safety team, with whom we have a shared objective to ensure the safety of the public of St Helens.

The St Helens night-time economy is vibrant and busy. Naturally, the many bars and licensed premises place specific demands on local policing resources. The Town Centre ward is densely populated with such premises and the areas of Duke Street, Westfield Street, Ormskirk Street, Bridge Street and Baldwin Street have particularly high concentrations of such licensed premises.

In the period from July 2021 to July 2022, alcohol related crime and disorder in the St Helens Town Centre ward was disproportionately higher than it was anywhere else in the borough, accounting for 28.9% of crimes that involved alcohol. Similarly, alcohol related antisocial behaviour was also significantly higher in the Town Centre ward than elsewhere, accounting for 23.4% of all alcohol related ASB in the review period. (The nearest ward area to the Town Centre both in terms of geography and alcohol related ASB is Parr, which accounted for 11.3%). Of note, 62% of all alcohol related crime in the Town Centre occurs at weekends with 24.6% on Saturdays. This is also reflective of alcohol related ASB. Significantly, most of those crimes related to incidents that occurred between the hours of 21:00 hours and 06:00 hours.

Violence offences accounted for 53.5%, and public order offences made up 22% of alcohol related crimes in the Town Centre Ward during the review period. These incidents often occurred outside fast-food outlets and taxi ranks situated close to the

Paul Holden
Chief Inspector
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licensed premises which can be seen as gathering points for large numbers of people and could be described as potential flashpoints for disorder.

It can be seen from the data provided that the demand for policing resources related to licensed premises is disproportionately higher in the area under scope than in other areas within the borough of St Helens. It is reasonable to conclude that the higher levels of recorded crime and disorder are related to the consumption of alcohol and are influenced by the night-time economy and density of licensed premises.

I therefore, on behalf of Merseyside Police support the need for St Helens Local Authority to utilise a Cumulative Impact Assessment in relation to the St Helens Town Centre ward area.

Chief Inspector Paul Holden

October 2022

Cumulative Impact Assessment

Statement from Community Safety

The Safer St Helens Executive, the local Community Safety Partnership, has identified improving safety in the night time economy in the borough as a key priority and this will be reflected in the emerging Safer St Helens Strategy for 2023.

A strong partnership exists between Community Safety partners, Merseyside Police and Public Health to deliver the objectives of the Licensing Act in the prevention of crime and disorder, public safety, prevention of public nuisance and protection of children from harm. The Community Safety Partnership, including the Licensing Authority, have worked in collaboration to respond to reported incidents in the night time economy and have taken proactive measures such as Stay Safe operations to safeguard young people in the town centre, delivered joint visits with Merseyside Police to premises that have required additional focus and have delivered targeted campaigns to address issues such as 'spiking' to raise awareness and offer reassurance to visitors to premises.

St Helens Council has been awarded 'Purple Flag' status following a successful application in 2022, demonstrating the commitment of the Council and its partners to raising standards in the night time economy, with public safety at the core of this assessment.

A Night Time Economy Forum, bringing together statutory agencies, representatives from the local night time economy and elected members, will provide a dedicated structure to develop and deliver operational changes based on the shared priorities of improving safety and enhancing customer experiences in this sector. This Forum will launch in November 2022.

A strong evidence base has been provided by the Community Safety Team in support of a Cumulative Impact Assessment - highlighting the scale of alcohol related anti-social behaviour and the locality focus of this in St Helens town centre. The data provided from Merseyside Police within this assessment also evidences the focus of alcohol related incidents in the Town Centre area and that the highest frequency crimes in this area relate to violence and public order offences.

Using the toolkit of measures available to partners, including the Cumulative Impact Assessment, will ensure that the existing activity of the Community Safety Partnership can be strengthened and that the management of the night time economy is balanced between the delivery of good quality, customer focused offers and the protection of the public from harm.

The St Helens Borough Strategy includes a key priority to 'Create safe and strong communities and neighbourhoods for all' – the introduction of a Cumulative Impact Assessment for the Town Centre ward is an important component in building on the established foundations to address crime and disorder and to deliver a safer St Helens.

On behalf of the Community Safety Service, I would support the introduction of a Cumulative Impact Assessment for the designated area of the Town Centre Ward.

Samantha Murray
Assistant Director – Housing & Communities
St Helens Council

October 2022

CIA – Data Analysis for

Alcohol Related Harm, Crime, and ASB

Alcohol Related ASB

From 1st January 2021 to 31st July 2022 there were 576 reports of Anti-social behaviour logged by Merseyside Police involving alcohol. Most of the ASB reports were recorded in the Town Centre which accounted for 135 (23.4%) of all ASB during this time. The Parr ward had the second highest number of ASB reports, however this 51% lower than the Town Centre figures, accounting for 65 (11.3%)

Ward	ASB Count	% of ASB
Town Centre Ward	135	23.4
Parr Ward	65	11.3
Sutton Ward	59	10.2
Windle Ward	42	7.3
Haydock Ward	39	6.8
Thatto Heath Ward	37	6.4
Bold Ward	35	6.1
Moss Bank Ward	30	5.2
Newton Ward	28	4.9
West Park Ward	23	4.0
Earlestown Ward	21	3.6
Eccleston Ward	14	2.4
Blackbrook Ward	13	2.3
Rainhill Ward	13	2.3
Rainford Ward	12	2.1
Billinge and Seneley Green Ward	10	1.7

ASB Category

ASB falls into one of three categories when recorded, these are

1. **Environmental** where ASB affects the wider environment such as public spaces or buildings.
2. **Nuisance** where a person causes trouble, annoyance or suffering to a community.
3. **Personal** where a person targets a specific individual or group.

For this time period, the ASB incidents were recorded in St. Helens as follows:

- 10 were **Environmental** (1.7%)
- 527 were **Nuisance** (91.5%)
- 39 were **Personal** (6.8%)

These figures follow a similar pattern during the same time frame for the Town Centre ward which were:

- 0 were **Environmental** (0%)
- 126 were **Nuisance** (93.3%)
- 9 were **Personal** (6.7%)

Town Centre Hot Spots

The table below shows locations with 4 or more incidents of ASB incidents involving alcohol in the Town Centre ward.

ASB Hot Spot Location January 2021 - July 2022		
Street Name	Number of ASB Incidents	% Of ASB Incidents
Corporation St	18	13.3
Westfield St	5	3.7
Church St	4	3.0
Duke St	4	3.0
Borough Rd	4	3.0
Robins Ln	4	3.0
Carillon Way	4	3.0
St Helens Retail Pk	4	3.0

The data shows that Corporation Street in the Town Centre had the highest number of ASB reports, accounting for 18 (13.3%). Specific hotspot locations along Corporation Street that have been identified are Corporation Buildings with 5 incidents of ASB, SLW Dance Company with 3 incidents and the Millennium Centre had 2 incidents. The following locations on Corporation Street each had 1 incident:

- D B Recording Studios
- Bus Station
- Theatre

The remaining incidents along this stretch were marked only as 'Corporation Street'.

Westfield street accounted for 5 (3.7%) incidents, locations along this stretch were identified as Empire, with 1 incident and Royal Tavern with 1 incident, the remaining locations were marked only as 'Westfield Street'.

Churchfield Street accounted for 4 (3%) incidents, locations along this stretch were identified as: McDonalds with 2 incidents, and the remaining 2 were marked only as 'Churchfield Street'.

Duke Street accounted for 4 (3%) incidents, locations along this stretch were identified as: Sportsmans Inn with 2 incidents and The Green Room with 2 incidents.

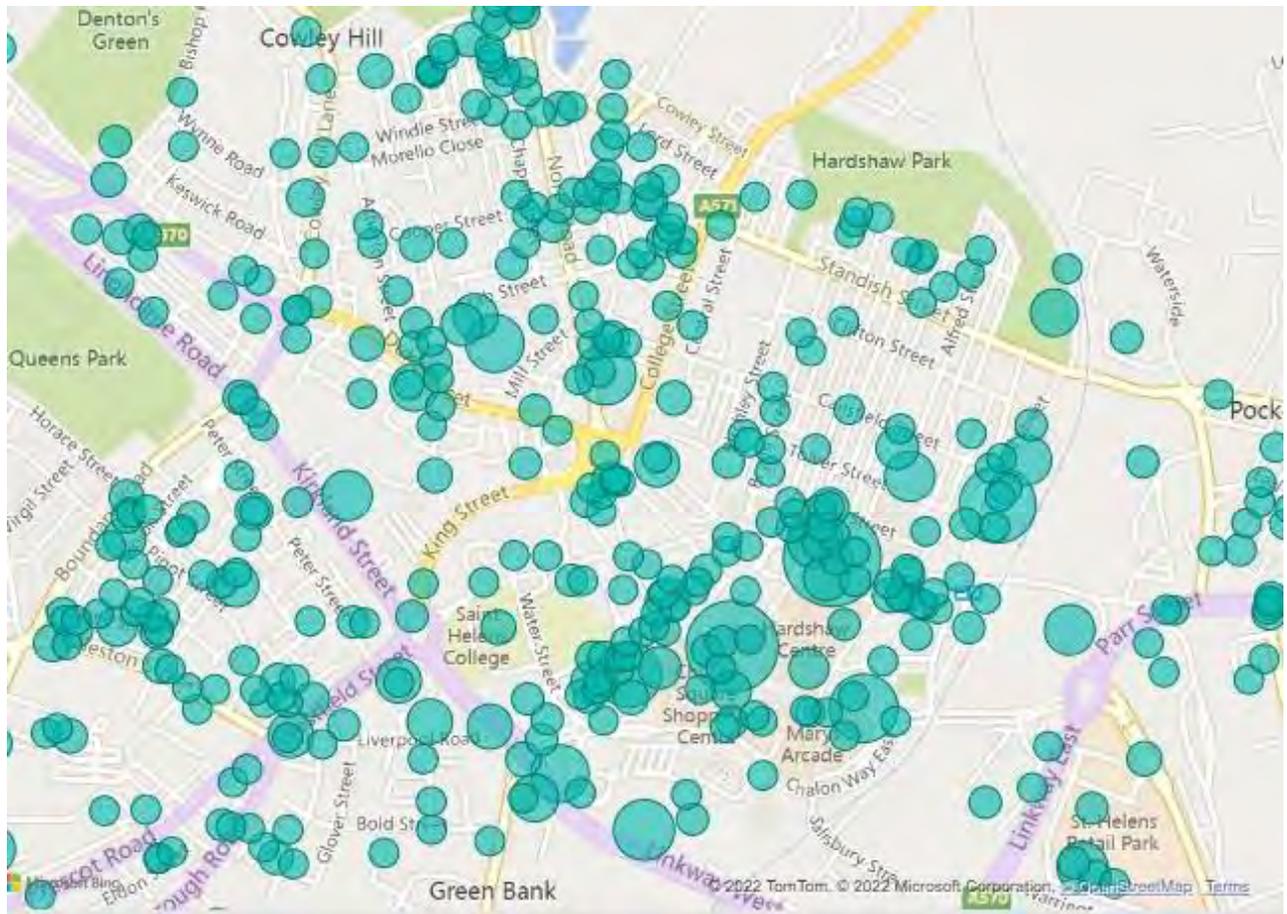
Borough Road accounted for 4 (3%) incidents, locations along this stretch were identified as a residential property in a HMO, all incidents occurred between May and July 2022 and appear to involve the same residents in the property.

Robins Lane accounted for 4 (3%) incidents, locations along this stretch were identified as: Bowling Green Inn with 1 incident, the remaining locations were marked only as 'Robins Lane'.

Carillon Way accounted for 4 (3%) incidents, there were no specific location identified along this stretch.

St Helens Retail Park accounted for 4 (3%) incidents, location along this stretch were identified as: B&M Retail with 3 incidents and Iceland Foods with 1 incident.

The remaining incidents have between 3 and 1 incidents of ASB involving alcohol, the map below provides a visual representation of the hotspot areas within the Town Centre, larger markers indicate larger numbers of ASB in that area.



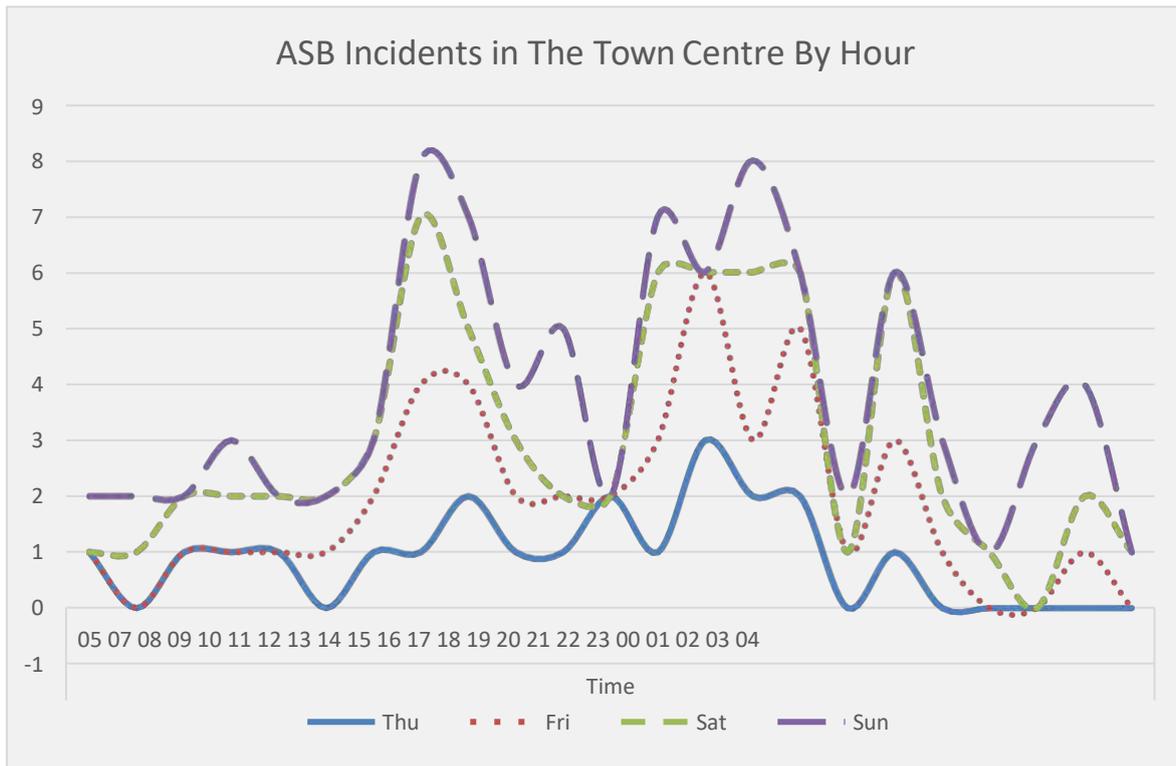
ASB By Weekday

The table below shows the number of ASB incidents involving alcohol per day of the week, the data shows that incidents most commonly occur on a Saturday (25, 18.5%), followed by Friday (23, 17%), Thursday (21, 15.6%), Sunday (20, 14.8%), Tuesday (17, 12.6%), Wednesday (17, 12.6%) and Monday had the fewest incidents accounting for 12 (8.9%).

Count of ASB By Weekday		
Weekday	Count of ASB	% Of ASB
Monday	12	8.9
Tuesday	17	12.6
Wednesday	17	12.6
Thursday	21	15.6
Friday	23	17.0
Saturday	25	18.5
Sunday	20	14.8

ASB Incidents by Hour

The graph below shows the ASB incidents involving alcohol by hour in the Town Centre for Thursday, Friday, Saturday, and Sunday, as these are the most common days for ASB to occur. The data shows that regardless of the day, the peaks and falls follow similar trends; ASB levels begin to rise sharply from 11:00 and are highest between 13:00 and 14:00, where they then dip between 15:00 and 17:00 before rising again, peaking at 20:00 until a gradual decline can be seen until 04:00.



Alcohol Related Crime

From 1st January 2021 to 31st July 2022 there were a total of 4119 crimes logged by Merseyside Police in St Helens involving alcohol. Most crimes were recorded occurred in the Town Centre ward, accounting for 1189 (28.9%) of all crimes during this period. As with the ASB incidents, The Parr ward had the second highest number of crimes recorded by Merseyside Police, however this is 52.7% lower than the Town Centre figures, accounting for 562 (13.6%)

Ward	Count of Crime	% of Crime
Town Centre	1189	28.9
Parr	562	13.6
West Park	249	6.0
Thatto Heath	235	5.7
Sutton	233	5.7
Windle	218	5.3
Haydock	205	5.0
Moss Bank	199	4.8
Earlestown	197	4.8
Bold	178	4.3
Blackbrook	174	4.2
Newton Le Willows	164	4.0
Rainhill	118	2.9
Billinge and Seneley Green	89	2.2
Eccleston	80	1.9
Rainford	29	0.7

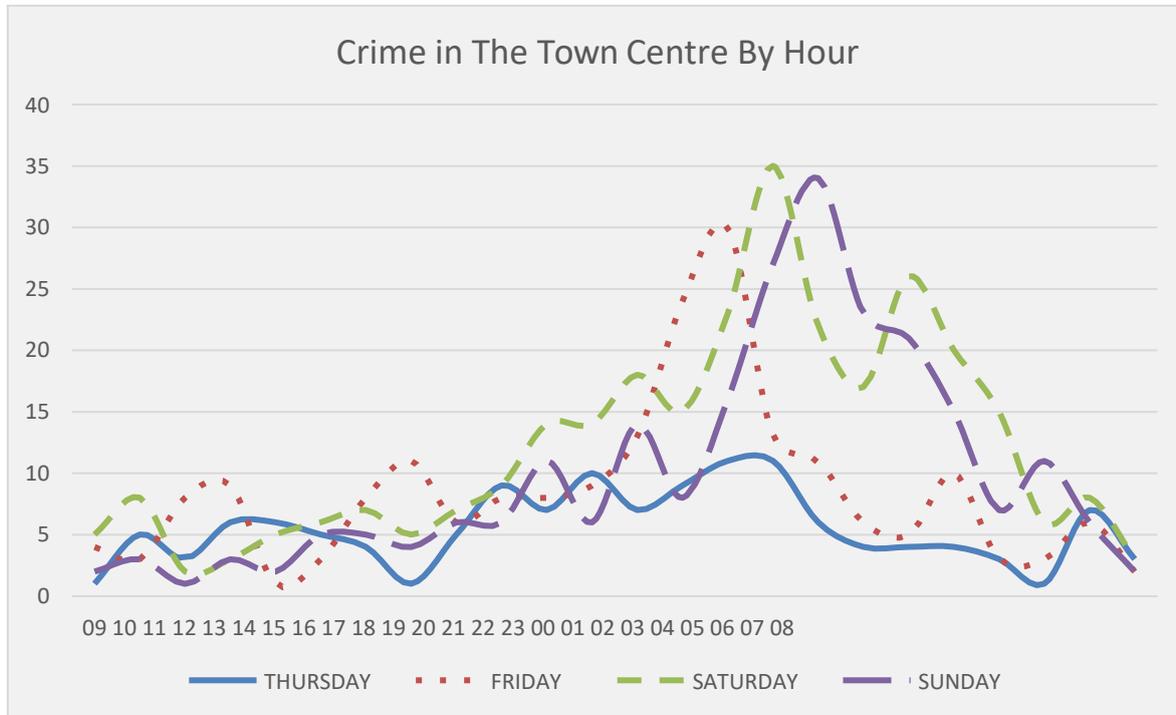
Crime By Weekday in The Town Centre

The table below shows the number of crimes recorded per day of the week, the data shows that most incidents occur on a Saturday (293, 24.6%), followed by Sunday (238, 20%), Friday (204, 17.2%), Thursday (132, 11.1%), Monday and Wednesday both accounted for 122 (10.3%) crimes each, and Tuesday had the fewest crimes accounting for 78 (6.6%).

Count of Crime by Weekday		
Weekday	Count of Crime	% of Crime
Monday	122	10.3
Tuesday	78	6.6
Wednesday	122	10.3
Thursday	132	11.1
Friday	204	17.2
Saturday	293	24.6
Sunday	238	20.0

Crime by Hour in the Town Centre

The graph below shows crime incidents by hour in the Town Centre for Thursday, Friday, Saturday, and Sunday, as these are the most common days for crime to occur. The data shows that regardless of the day, crime levels follow a similar trend; There is gradual increase from 09:00 to 20:00, where crime levels rise sharply and are highest between 22:00 and 01:00, before starting to fall until 08:00.



Crime Type in The Town Centre

The table below shows that 'Violence Without Injury' was the most recorded crime type accounting for 381 (32%), this was followed by 'Public Order' which accounted for 263 (22.1%) of crimes. 'Violence With Injury' was the third most reported crime with 256 (21.5%). These three crime types combined make up three quarters of crimes committed in the Town Centre during this time frame. The remaining quarter of crimes is split between 20 crime types.

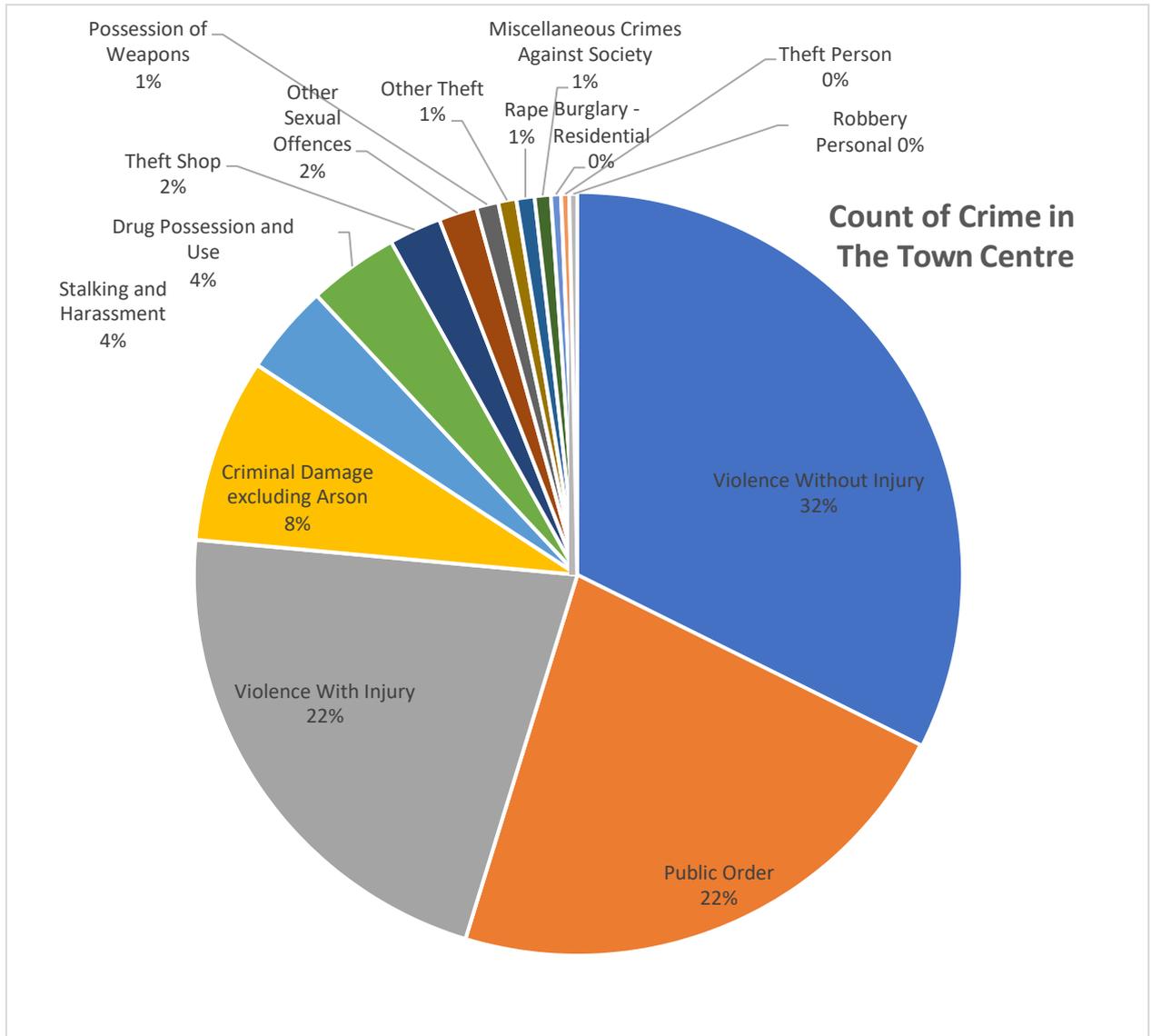
Furthermore, figures from 'Violence Without Injury' and 'Violence With Injury' when combined make up over half (53.5%) of all crimes involving alcohol committed in the Town Centre.

'Criminal Damage Excluding Arson' makes up just under 10% of all crimes accounting for 92 (7.7%) incidents. 'Stalking and Harassment' and 'Drug Possession and Use' each account for 45 (3.8%) incidents.

Crime in Town Centre January 2021 to July 2022

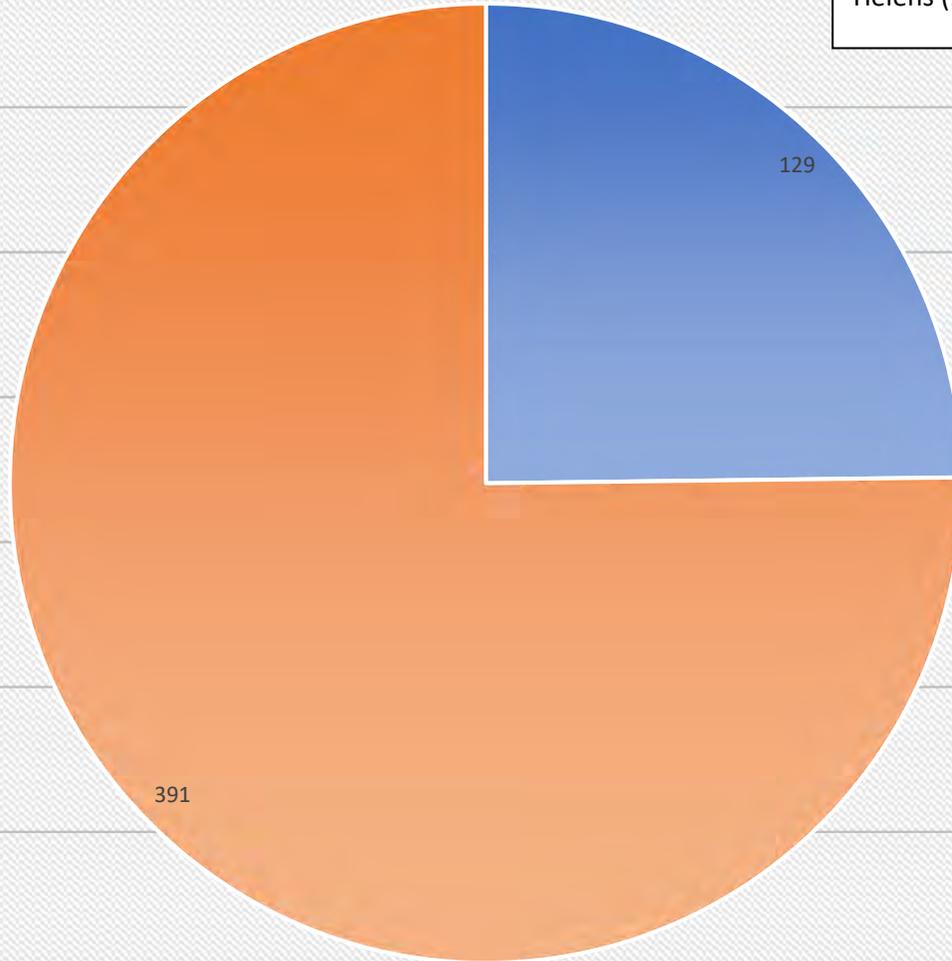
Crime	Count of Crime	% Of Crime
Violence Without Injury	381	32.0
Public Order	263	22.1
Violence With Injury	256	21.5
Criminal Damage excluding Arson	92	7.7
Stalking and Harassment	45	3.8
Drug Possession and Use	45	3.8
Theft Shop	26	2.2
Other Sexual Offences	19	1.6
Possession of Weapons	11	0.9
Other Theft	9	0.8
Rape	9	0.8
Miscellaneous Crimes Against Society	8	0.7
Burglary - Residential	5	0.4
Theft Person	4	0.3
Robbery Personal	4	0.3
Drug Trafficking	2	0.2
Robbery Business	2	0.2
Burglary - Business and Community	2	0.2
Arson	2	0.2
Theft/UTMV	1	0.1
Homicide	1	0.1
Vehicle Interference	1	0.1
Theft From MV	1	0.1

The chart below provides a visual representation of crime types for the Town Centre with 4 or more incidents of the same crime.



Licensed Premises in St Helens as at 31/08/2022

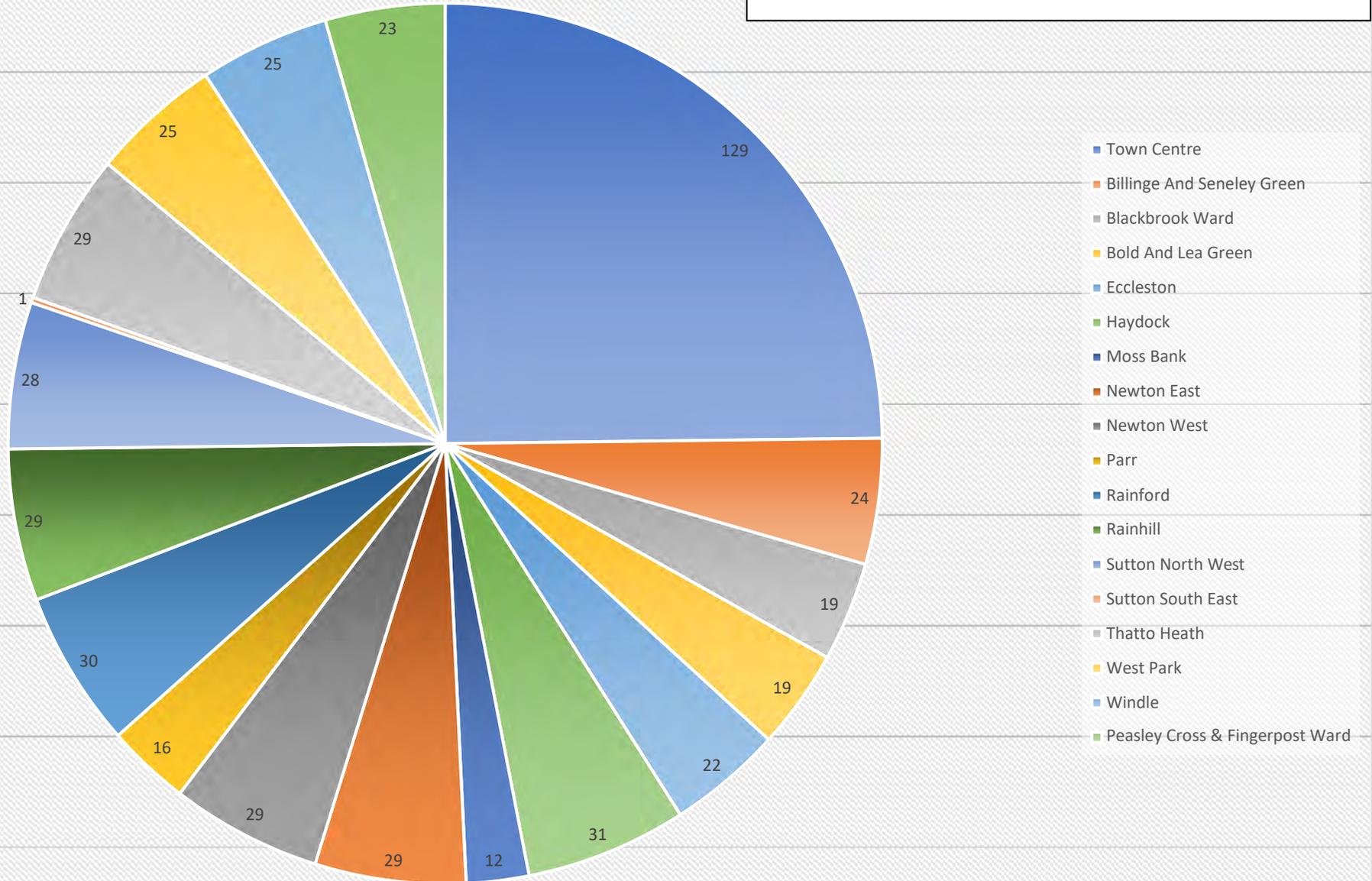
Of a total of 520 licensed premises within the borough of St Helens (18 wards) 25% are in the Town Centre.



- Town Centre Premises
- Non Town Centre Premises

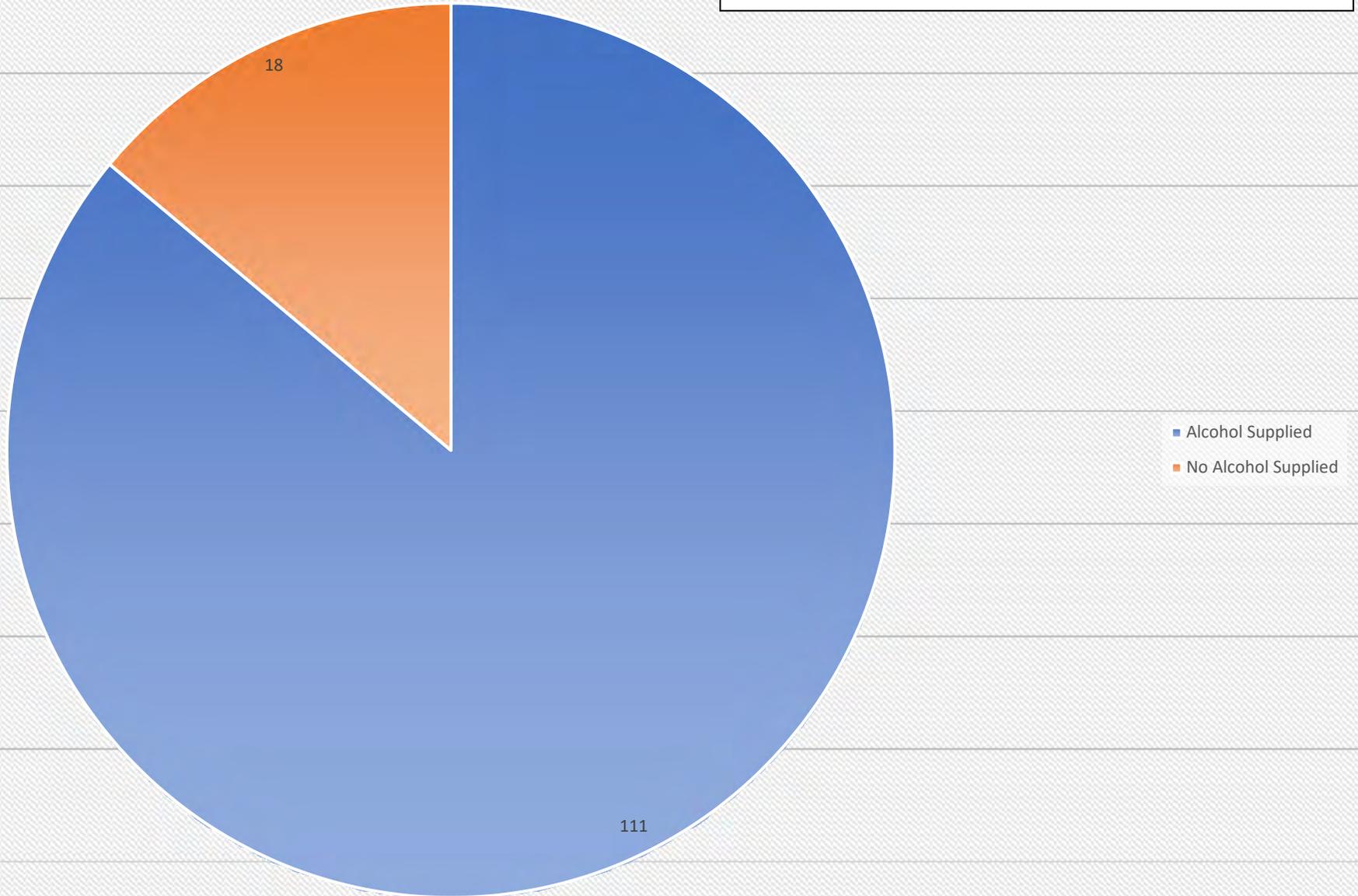
Premises Licensed in St Helens by Ward as at 31/08/2022

The next most populous ward for licensed premises after the Town Centre is Haydock with 98 fewer licensed premises.

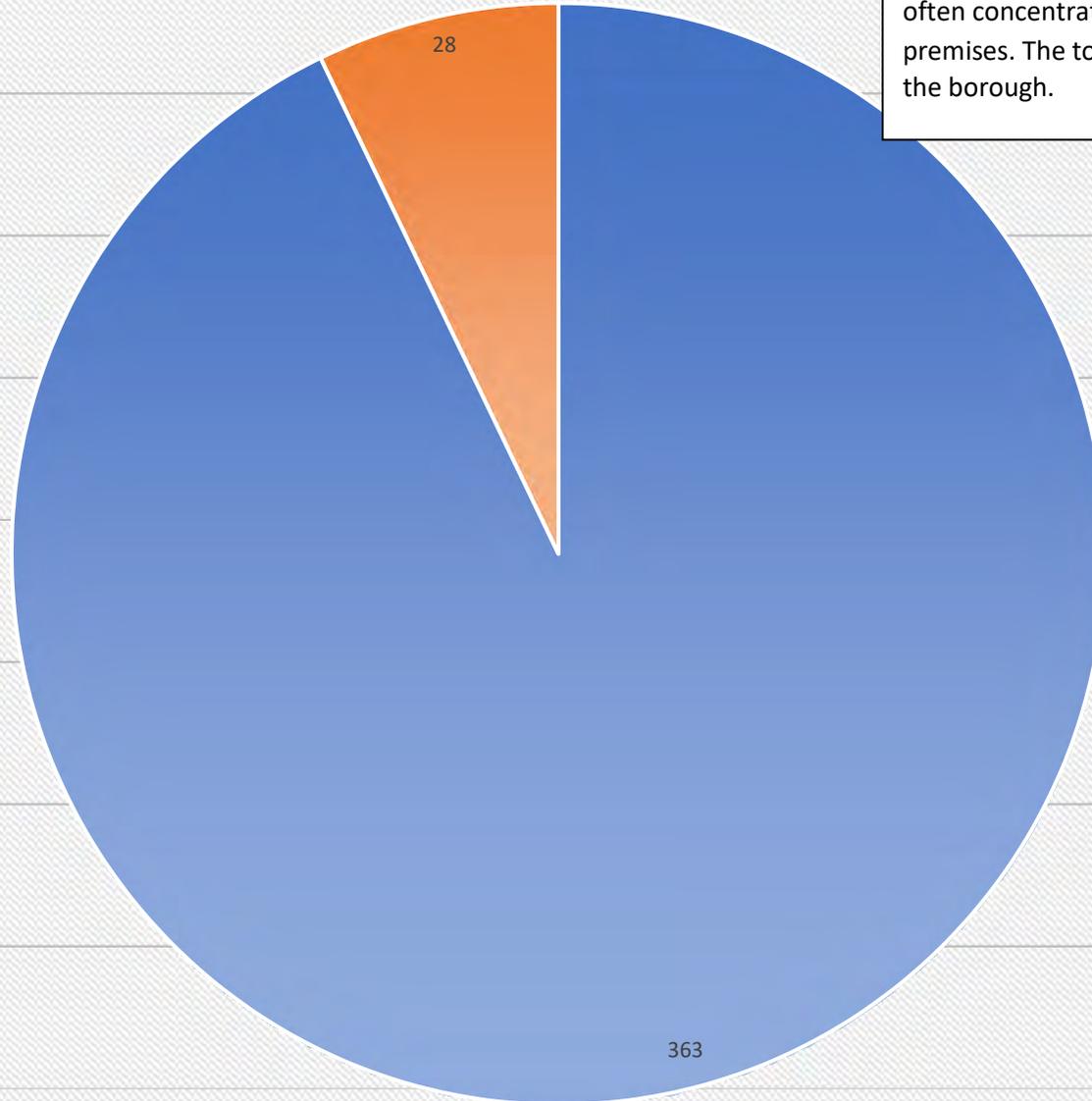


Alcohol & Non Alcohol Licensed Premises in the Town Centre as at 31/08/2022

86% of Town Centre premises are licensed for alcohol.



Alcohol & Non Alcohol Licensed Premises Outside of Town Centre as at 31/08/2022

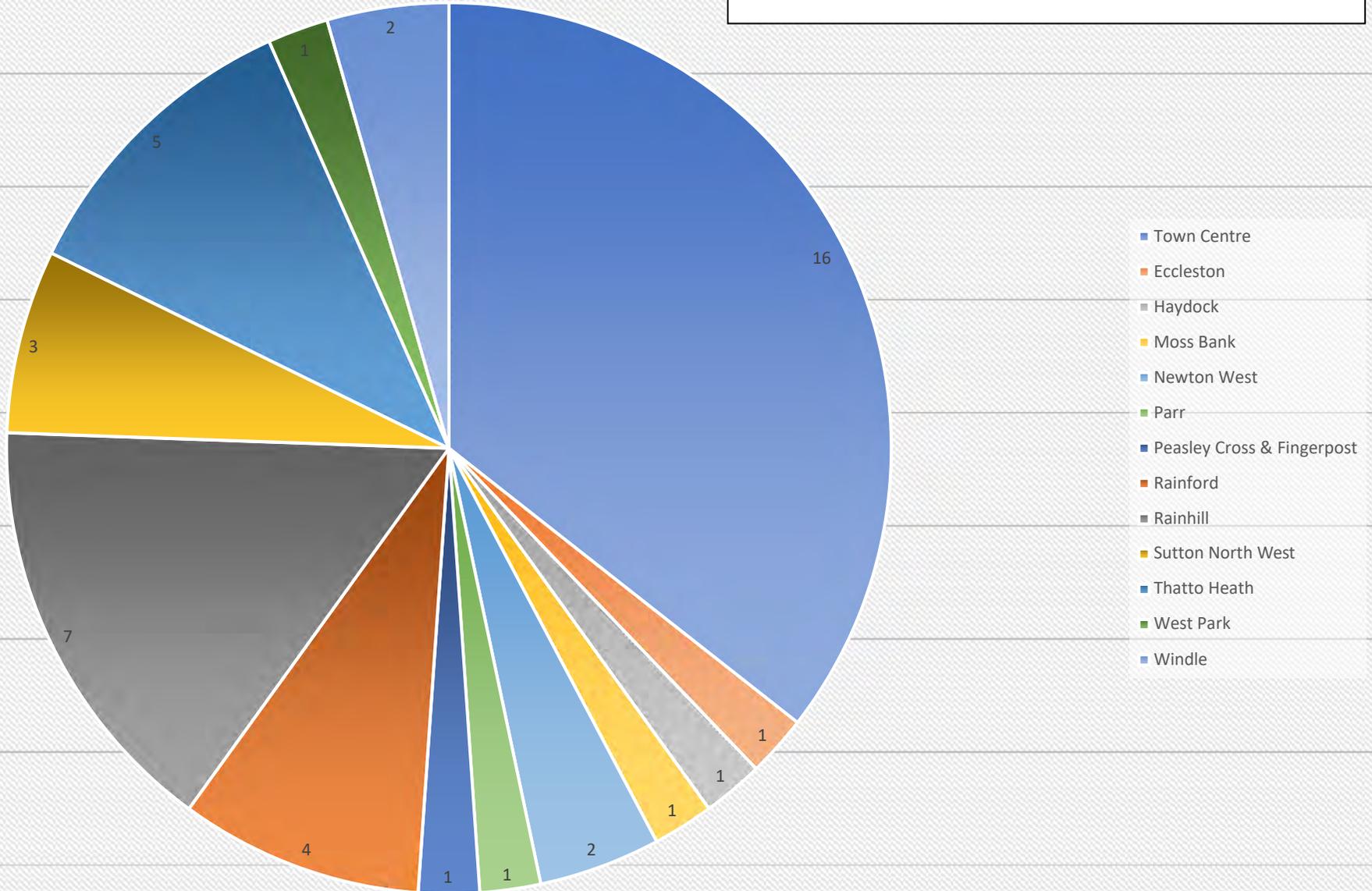


93% of the rest of the borough has premises licensed for alcohol – note Non-Alcohol Licensed Premises such as takeaways are often concentrated around groupings of alcohol licensed premises. The total of 28 is spread across the other 17 wards of the borough.

- Alcohol Supplied
- No Alcohol Supplied

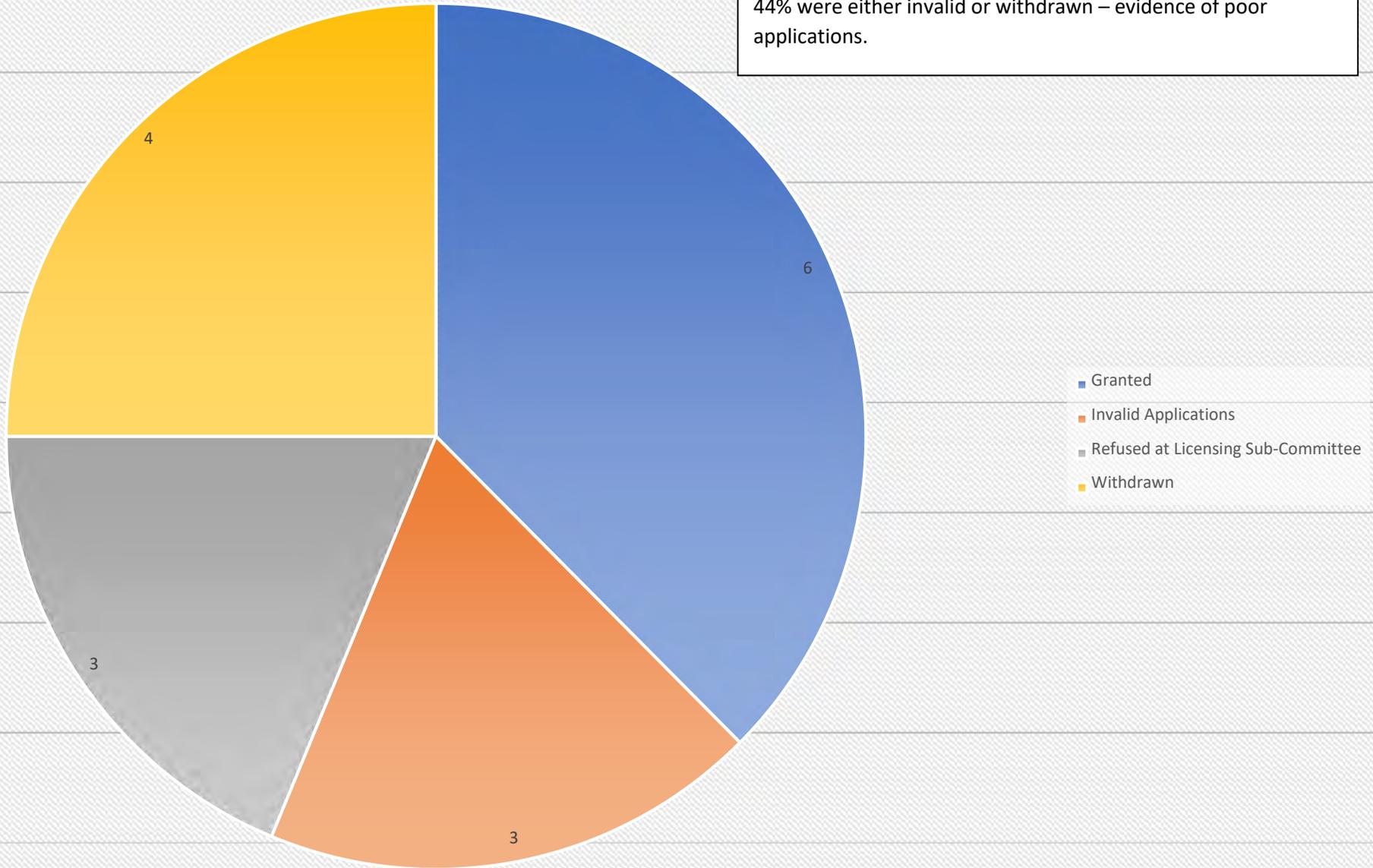
New Premises Licence Applications Submitted Between 01/01/2021 and 31/07/2022

36% of New Premises Licence applications are made for businesses with the Town Centre ward.



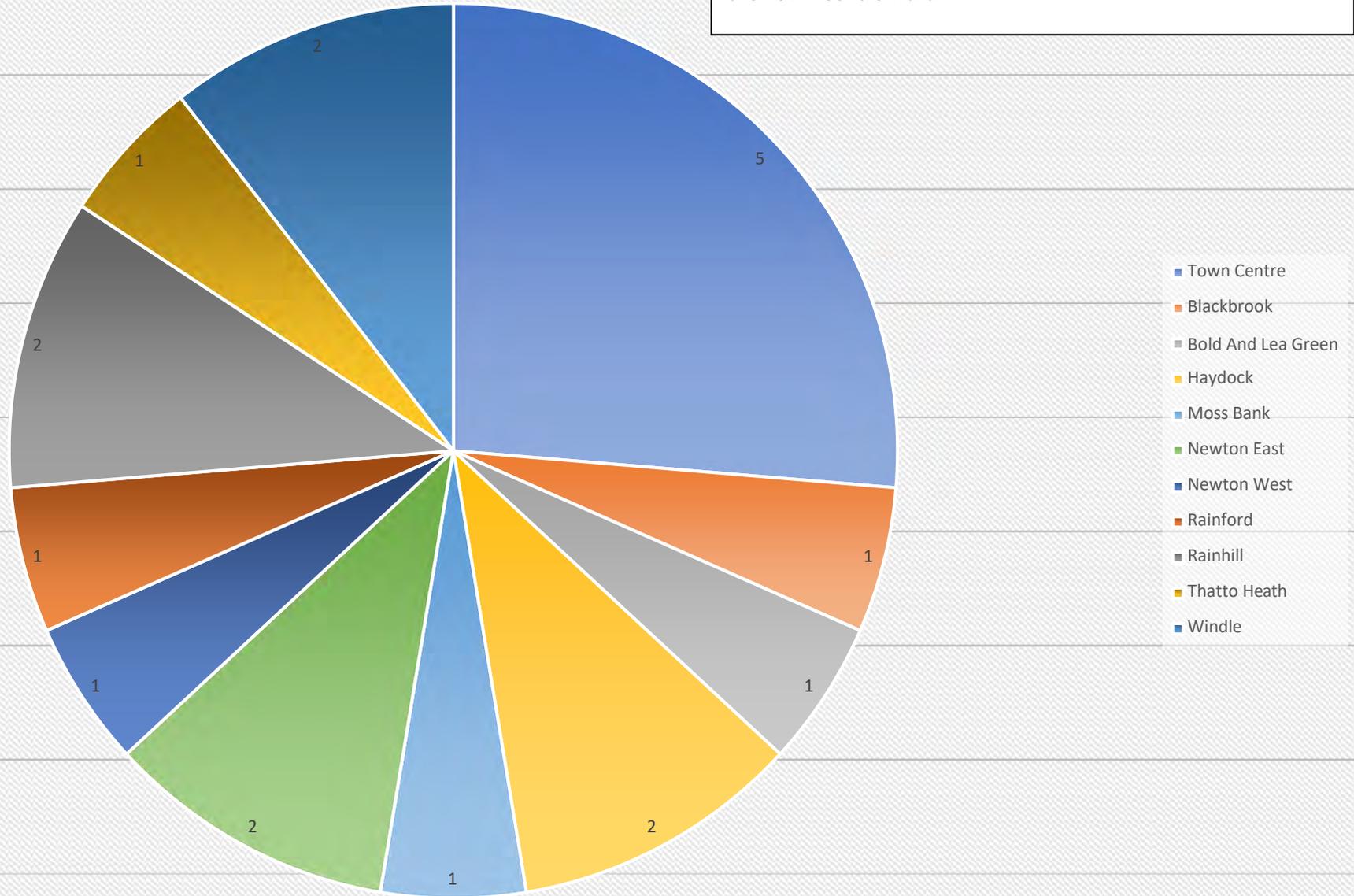
New Premises Licence Applications by Status - Town Centre Between 01/01/2021 and 31/07/2022

38% of new premises licence applications were granted.
44% were either invalid or withdrawn – evidence of poor applications.



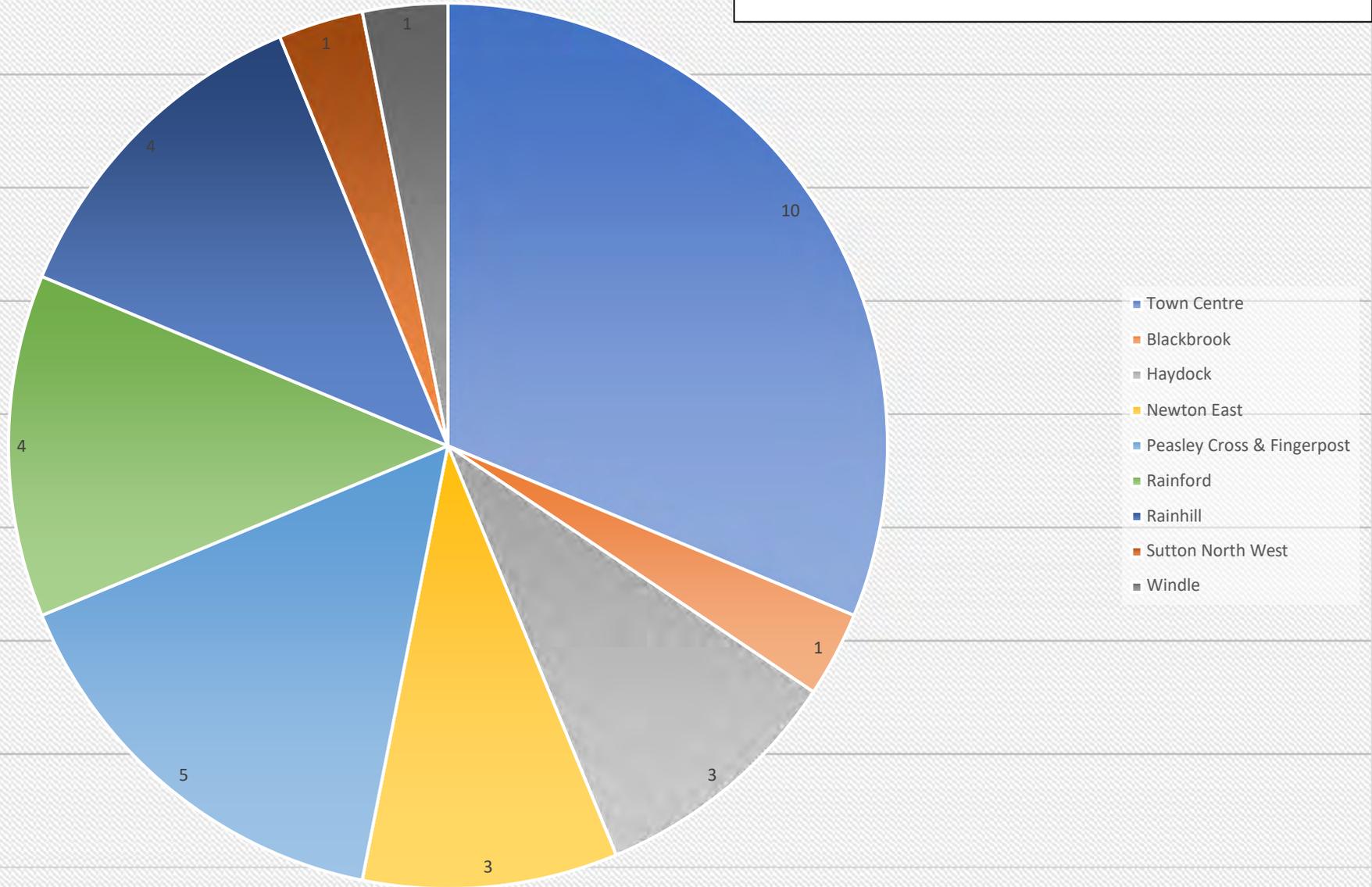
Full Variation Applications Submitted Between 01/01/2021 and 31/07/2022

26% of full variation applications are made for premises within the Town Centre ward.



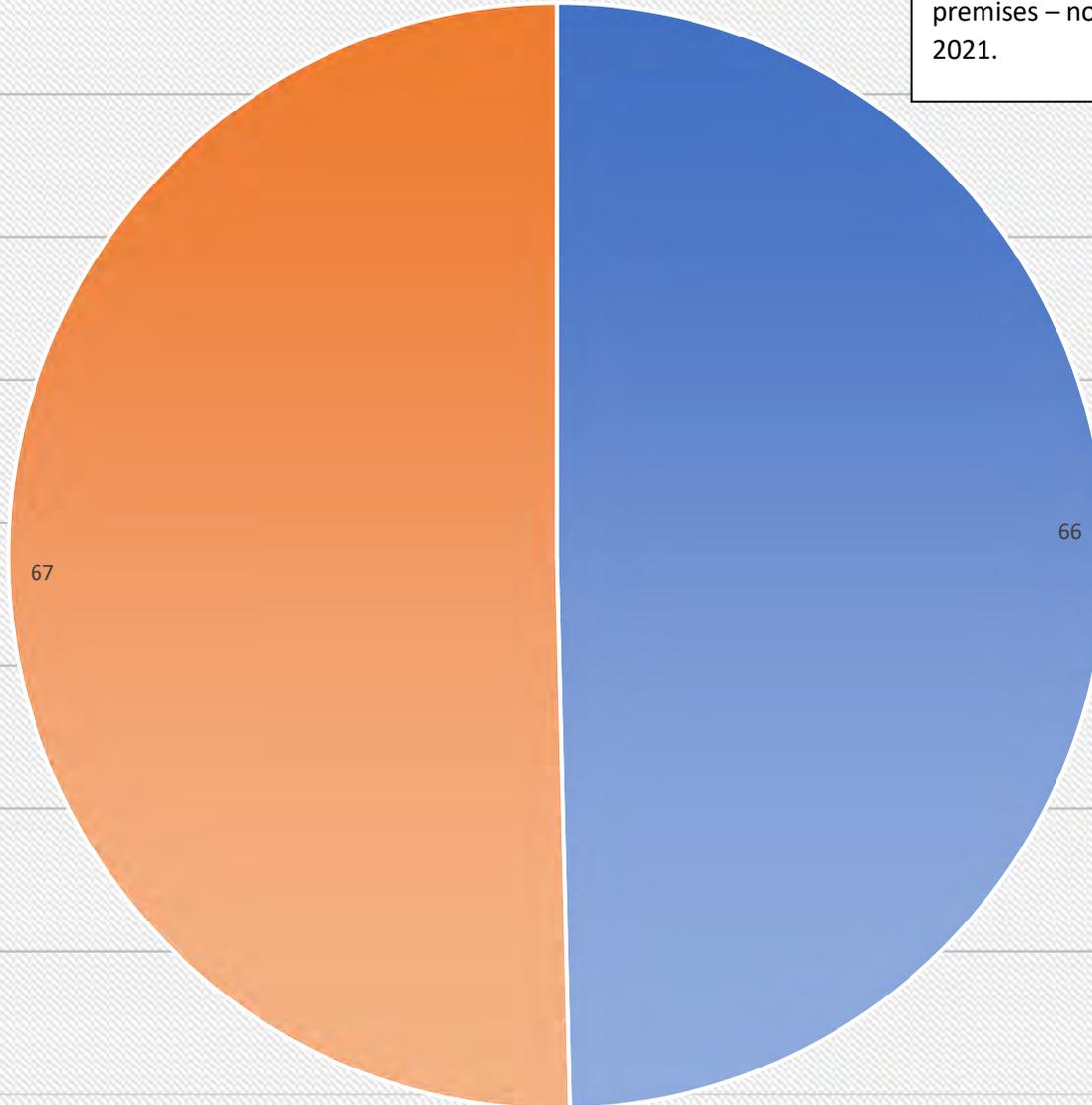
Minor Variation Applications Submitted Between 01/01/2022 and 31/07/2022

31% of minor variation applications are made for premises within the Town Centre ward.



Complaints Received About Licensed Premises 01/01/2021 to 31/12/2021

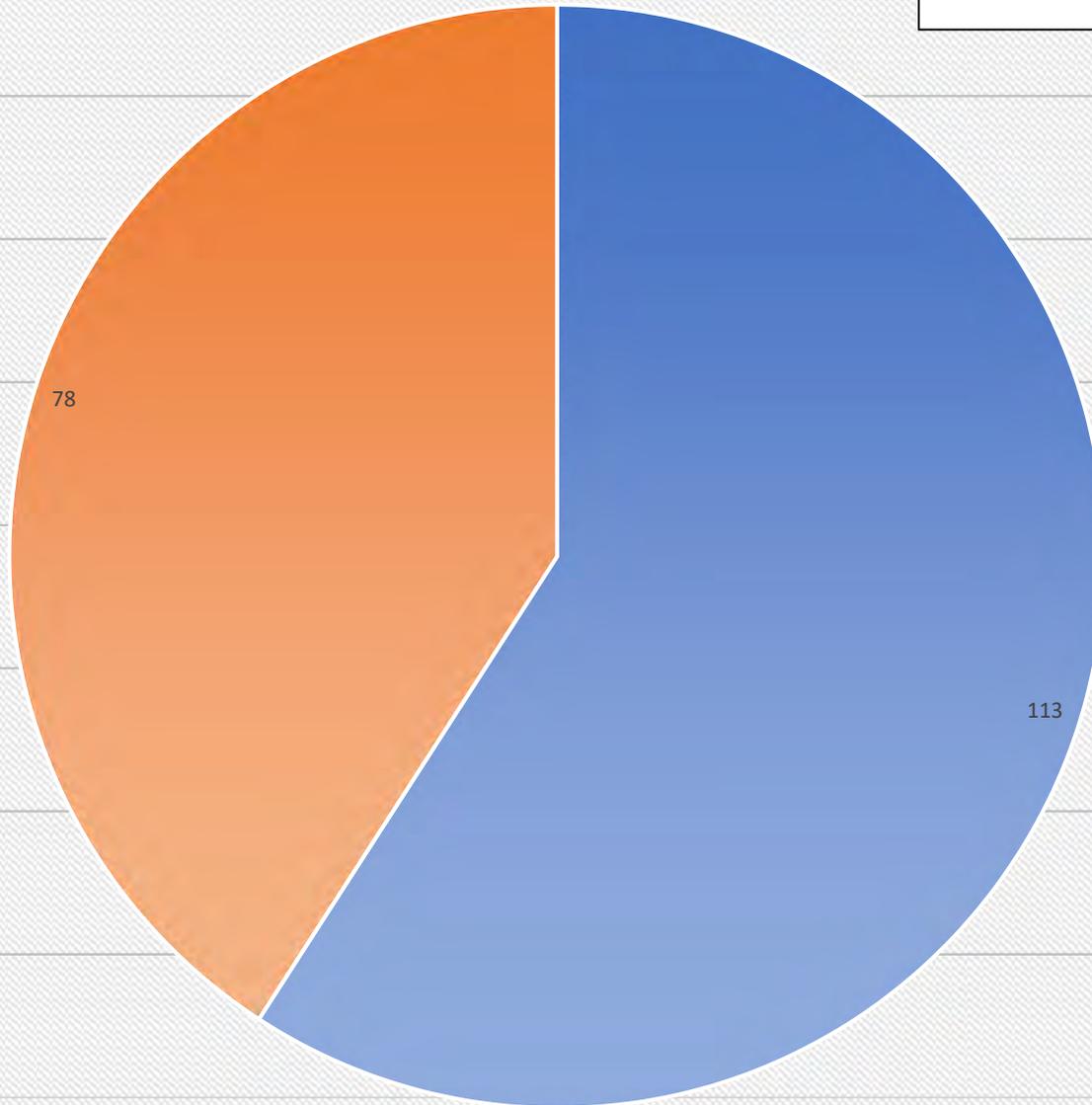
50% of complaints received were in respect of Town Centre Licensed Premises predominantly pubs, bars and night-club type premises – note Covid Lockdown restrictions ended on 19 July 2021.



- Town Centre Premises
- Non Town Centre Premises

Complaints Received About Licensed Premises 01/01/2022 to 31/07/2022

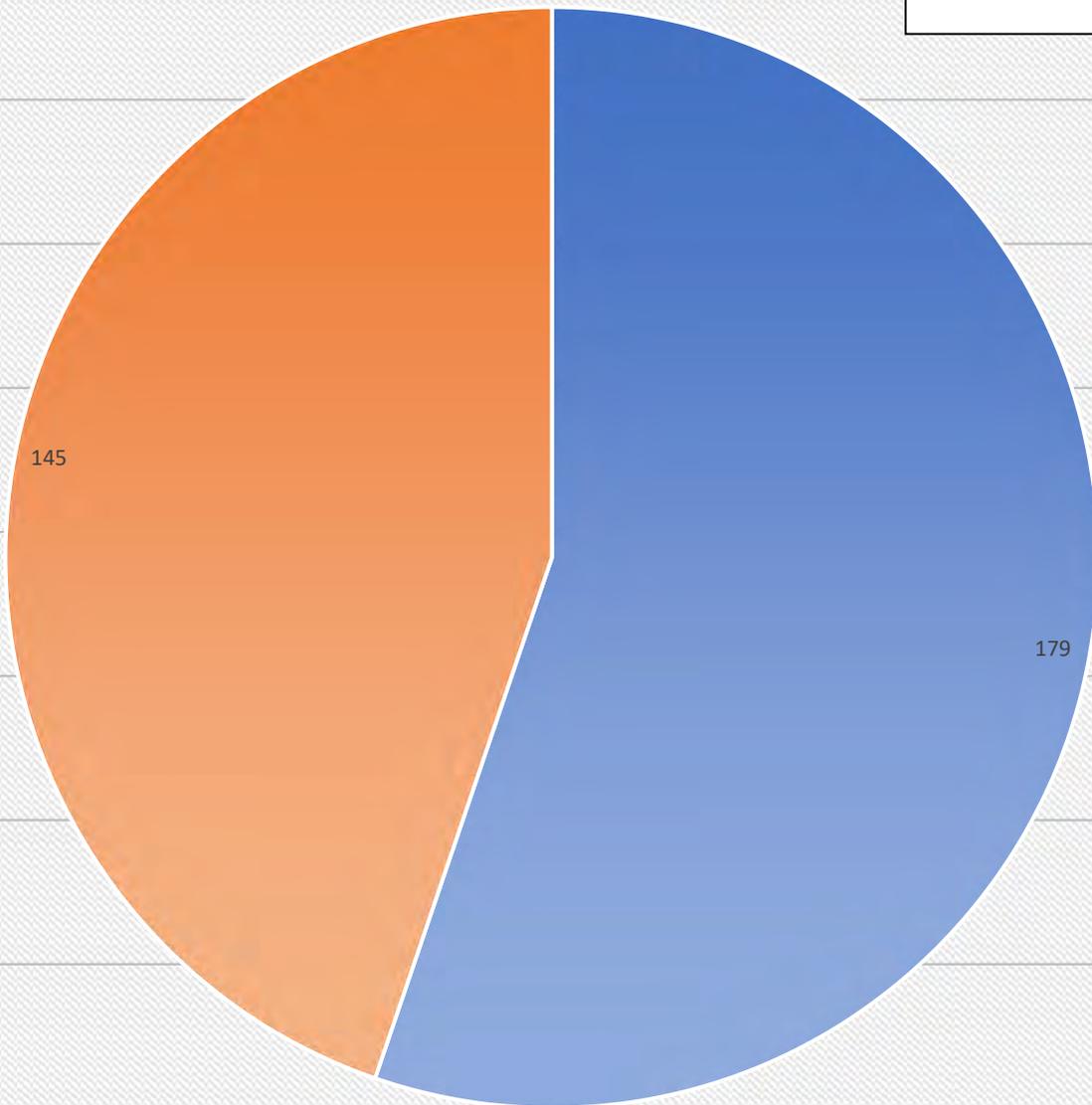
59% of complaints received are in relation to Town Centre licensed premises - pubs, bars and night-club type premises.



- Town Centre Premises
- Non Town Centre Premises

Complaints Received About Licensed Premises 01/01/2021 to 31/07/2022

55% of complaints received for this time period relate to Town Centre licensed premises.



- Town Centre Premises
- Non Town Centre Premises

Cumulative Impact Assessment

Supporting Evidence of the Licensing Authority



ST HELENS
BOROUGH COUNCIL

Cumulative Impact Assessment
St Helens Council Licensing
September 2022

Supporting statement of the Licensing Authority

September 2022

Cumulative impact is defined in the Statutory Guidance issued under section 182 of the Licensing Act 2003 as the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area. The licensing objectives are:

- The prevention of crime and disorder.
- Public Safety.
- The prevention of public nuisance.
- The protection of children from harm.

Pursuant to the Licensing Act 2003 and associated Statutory Guidance, licensing authorities may introduce a cumulative impact assessment to help limit the number and type of licence application in areas where there is evidence to show that cumulative impact is leading to problems which are undermining the licensing objectives.

The Licensing Authority has previously introduced a cumulative impact policy in 2016 and a cumulative impact assessment 2019 in areas of the Town Centre and the Town Centre ward, as it was recognised that the concentration and type of licensed premises were having a detrimental effect on the promotion of the licensing objectives.

The Council's Statement of Licensing Policy demonstrates how the Licensing Authority will discharge its licensing responsibilities. Licence applicants should therefore consider and demonstrate that their applications and proposed measures to promote the licensing objectives are not inconsistent with the aims of our Statement of Licensing Policy.

In publishing a cumulative impact assessment, the Licensing Authority would be setting down a strong statement of intent about the Licensing Authority's approach to considering applications for the grant or variation of premises or club premises certificates in the area. The cumulative impact assessment would include a statement that the Licensing Authority considers that it is likely that granting further premises licences or club premises certificates in the area would be inconsistent with the Licensing Authority's duty to promote the licensing objectives.

Licensed premises and those with club premises certificates provide for:

- The sale or supply of alcohol for consumption on or off the premises.
- The supply of alcohol to members/guests of a club for consumption on or off the premises.
- The provision of late night refreshment for consumption on and off the premises.
- The provision of regulated entertainment.

St Helens Town Centre and the Town Centre Ward overall has a large number of licensed premises, many of which are located very near to, and often next to, other licensed premises.

This concentration of licensed premises is problematic, especially late into the night and early in the morning. The evidence presented documents the crime, disorder, and anti-social behaviour in the Town Centre Ward, including the Town Centre where the overwhelming number of licensed premises are located.

The existing number of licensed premises in the Town Centre does mean that this area is saturated with late night, alcohol and entertainment led premises and takeaways. Recent ward boundary changes have reduced the number of licensed premises within the ward but not their density, particularly in the Town Centre.

For example, the areas of Duke Street, Westfield Street, Ormskirk Street, Bridge Street and Baldwin Street all have high concentrations of licensed premises and these areas and those near to them currently experience cumulative impact. The Statutory Guidance acknowledges that these problems occur due to the large number of drinkers concentrated in one area and the impact on surrounding areas of the behaviour of customers of all premises taken together will be greater than the impact of customers of individual premises, particularly in a Town Centre.

Late night takeaway premises are often located near to alcohol licensed premises and can be the focal points for people to congregate after they have consumed alcohol. Again, the Statutory Guidance acknowledges that queuing it itself may lead to conflict, disorder and anti-social behaviour and large concentrations of people may attract crime.

In June 2022 as part of evidence submitted by Merseyside Police, the Police reported 5410 crimes in the Town Centre Ward over the previous 12 months. The next highest number of reported crimes in a Ward within St Helens stood at 2448 reports.

In addition to the powers provided to the Licensing Authority in the Licensing Act 2003 to publish a cumulative impact assessment, the Council has an obligation to prevent crime and disorder as outlined in Section 17 of the Crime and Disorder Act 1998.

The Licensing Authority receives a number of complaints and reports on its licensed premises from many sources including the police, members of the public and other regulatory services. Complaints and reports are often made in respect of crime and disorder, anti-social behaviour and violence taking place at or near to a licensed premises in addition to excessive noise from licensed premises. Most complaints and reports are as a result of consumption and over consumption of alcohol.

A disproportionate number of complaints and reports are made to the Licensing Authority in respect of Town Centre premises, particularly for crime and disorder, anti-social behaviour and violence and often the premises involved are late night alcohol and entertainment focused.

The Town Centre ward attracts the most amount of new and variation of licence applications, which are likely to be as a result of business opportunities due to the large numbers of people who choose to visit the Town Centre. These applications are often made by independent operators and often do not adequately demonstrate how the granting or variation of a licence would not add to the existing cumulative impact. Such poor applications raise concerns about the operator's capabilities of managing a licenced premises and of their ability to promote the licensing objectives.

A cumulative impact assessment in the Town Centre ward would be a vital tool to help the Council limit the number, density and type of premises in the Town Centre Ward, due to the evidence of cumulative impact in the area which is leading to problems and undermining the licensing objectives.

A cumulative impact assessment will help to improve the standard of licence applications, as the Statutory Guidance advises an applicant in a cumulative impact area to give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.

The Council's current Statement of Licensing Policy 2019-2024 includes the following:

Section 2.5: Integration with Other Strategies

While the overarching aim of this policy is to promote the licensing objectives, it is acknowledged that there are other important Council policies in place to help St Helens realise its vision. Therefore, this Licensing Policy integrates as far as is reasonably possible with those strategies.

Section 3.8

Alcohol is everybody's business. It is a crosscutting issue that concerns the health and wellbeing of our residents, the safety of our communities, and the future success of our town centres and their night-time economies.

Section 8.1

The number, type and density of premises selling alcohol in a particular area can lead to serious problems of nuisance or crime and disorder. In these circumstances the impact of the premises taken as a whole can be far greater than that arising from individual premises. In most cases it would be impossible to identify individual premises as being the sole cause or major contributing factor.

A cumulative impact assessment for the Town Centre ward will help the Licensing Authority to limit the number of licence applications granted in the area and support the Council's regeneration plans to transform the Town Centre.

A cumulative impact assessment is not absolute and does not relieve responsible authorities (or other persons) of the need to make relevant representations in response to applications, where they consider it appropriate to do so for the promotion of the licensing objectives.

Each decision in the cumulative impact area would still be made on a case-by-case basis and with a view to what is appropriate for the promotion of the licensing objectives. Importantly, the publication of a cumulative impact assessment does not remove the Licensing Authority's discretion to grant applications for new licences or variations where appropriate.

A plan of the Town Centre ward has been provided in support of the cumulative impact assessment which illustrates the number and density of licensed premises within the ward and the concentration of both alcohol premises and non-alcohol premises (takeaways).

The following illustrations are also provided in support of the cumulative impact assessment:

- 1 – Licensed Premises in St Helens as at 31/08/2022
- 2 – Premises Licensed in St Helens by Ward as at 31/08/2022
- 3 – Alcohol and Non-Alcohol Licensed Premises in the Town Centre as at 31/08/2022
- 4 – Alcohol and Non-Alcohol Licensed Premises Outside of Town Centre as at 31/08/2022
- 5 – New Premises Licence Applications Submitted Between 01/01/2021 and 31/07/2022
- 6 – New Premises Licence Applications by Status – Town Centre Between 01/01/2021 and 31/07/2022
- 7 – Full Variation Applications Submitted Between 01/01/2021 and 31/07/2022
- 8 – Minor Variation Applications Submitted Between 01/01/2021 and 31/07/2022
- 9 – Complaints Received about Licensed Premises 01/01/2021 and 31/12/2021
- 10 - Complaints Received about Licensed Premises 01/01/2022 to 31/07/2022
- 11 - Complaints Received about Licensed Premises 01/01/2021 to 31/01/2022

On behalf of the Licensing Authority, I fully support the publication of a cumulative impact assessment for the Town Centre ward, due to the evidence provided that the cumulative impact of the number and density of licensed premises in this ward is undermining the licensing objectives.

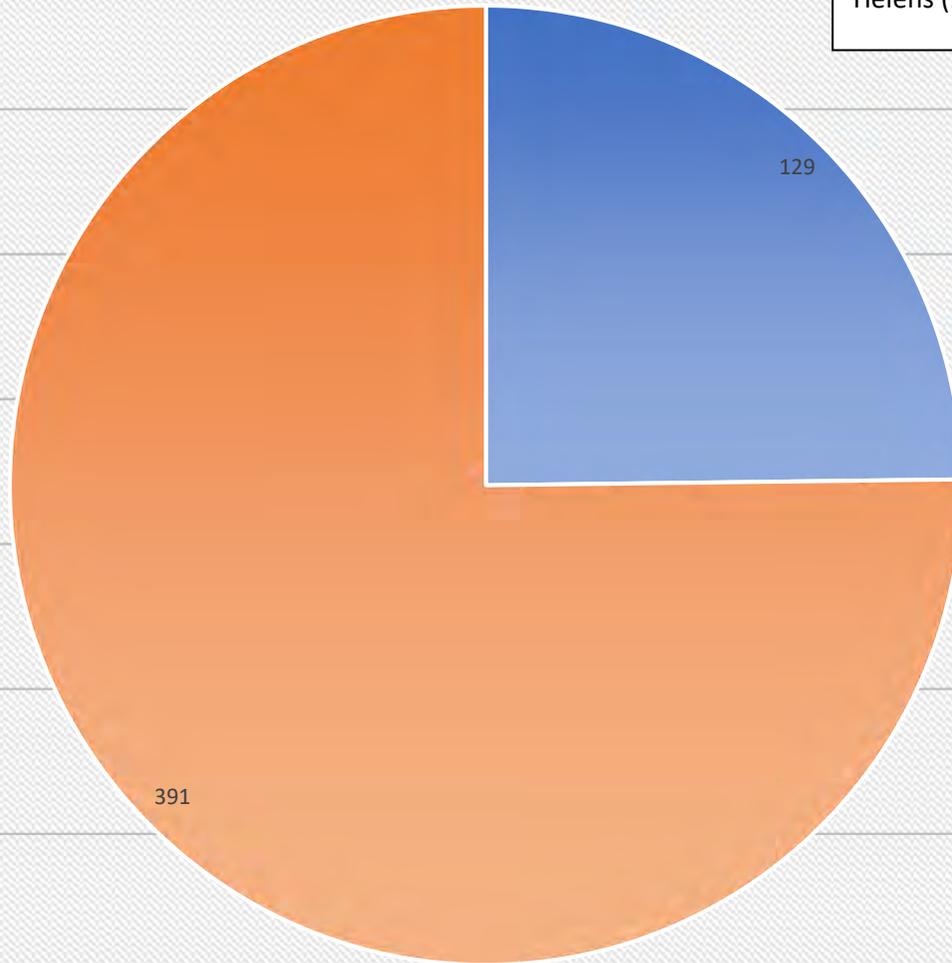
Chris Kenny

Principal Operations Officer – Licensing & Land Charges

September 2022

Licensed Premises in St Helens as at 31/08/2022

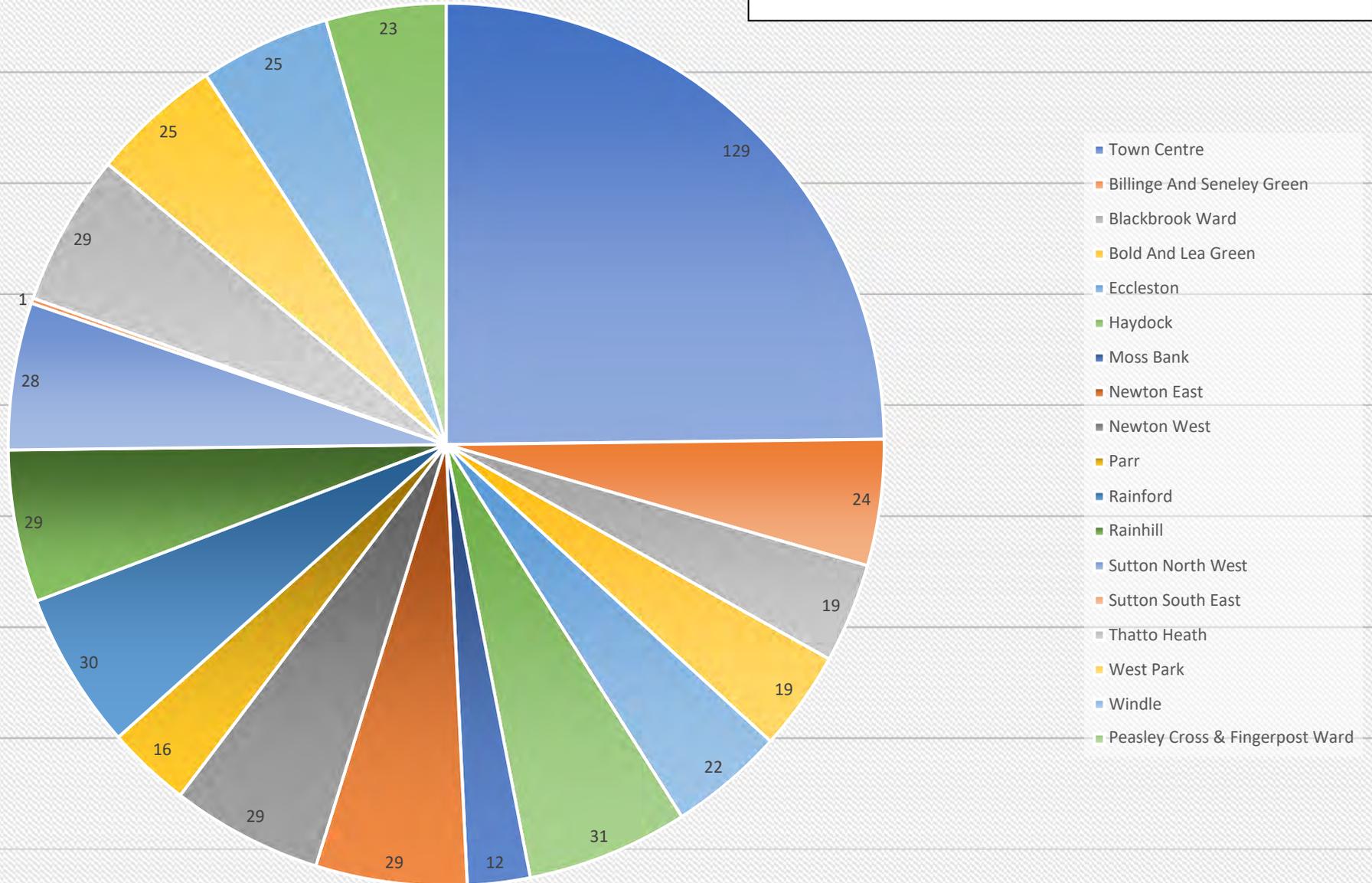
Of a total of 520 licensed premises within the borough of St Helens (18 wards) 25% are in the Town Centre.



- Town Centre Premises
- Non Town Centre Premises

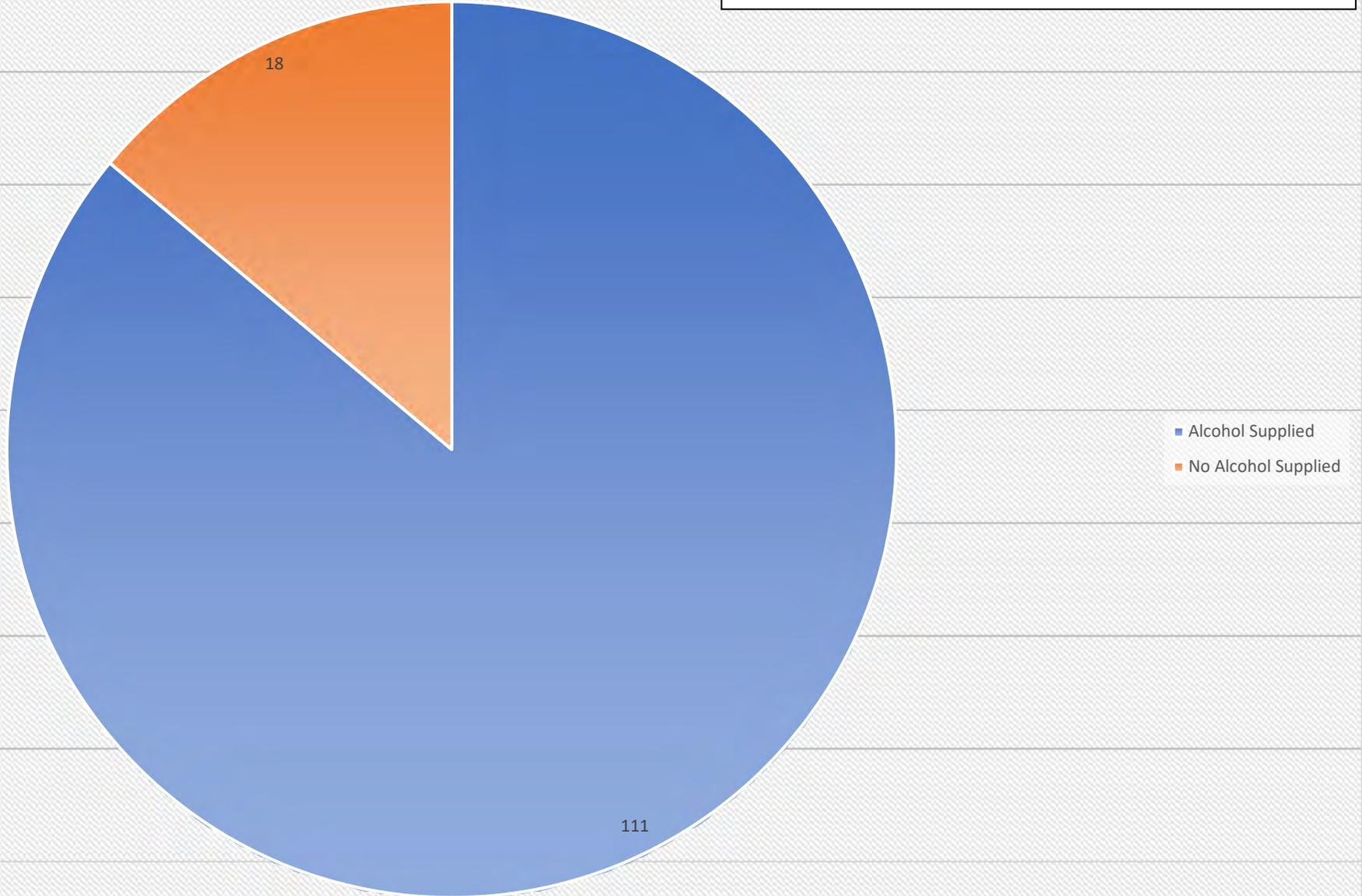
Premises Licensed in St Helens by Ward as at 31/08/2022

The next most populous ward for licensed premises after the Town Centre is Haydock with 98 fewer licensed premises.

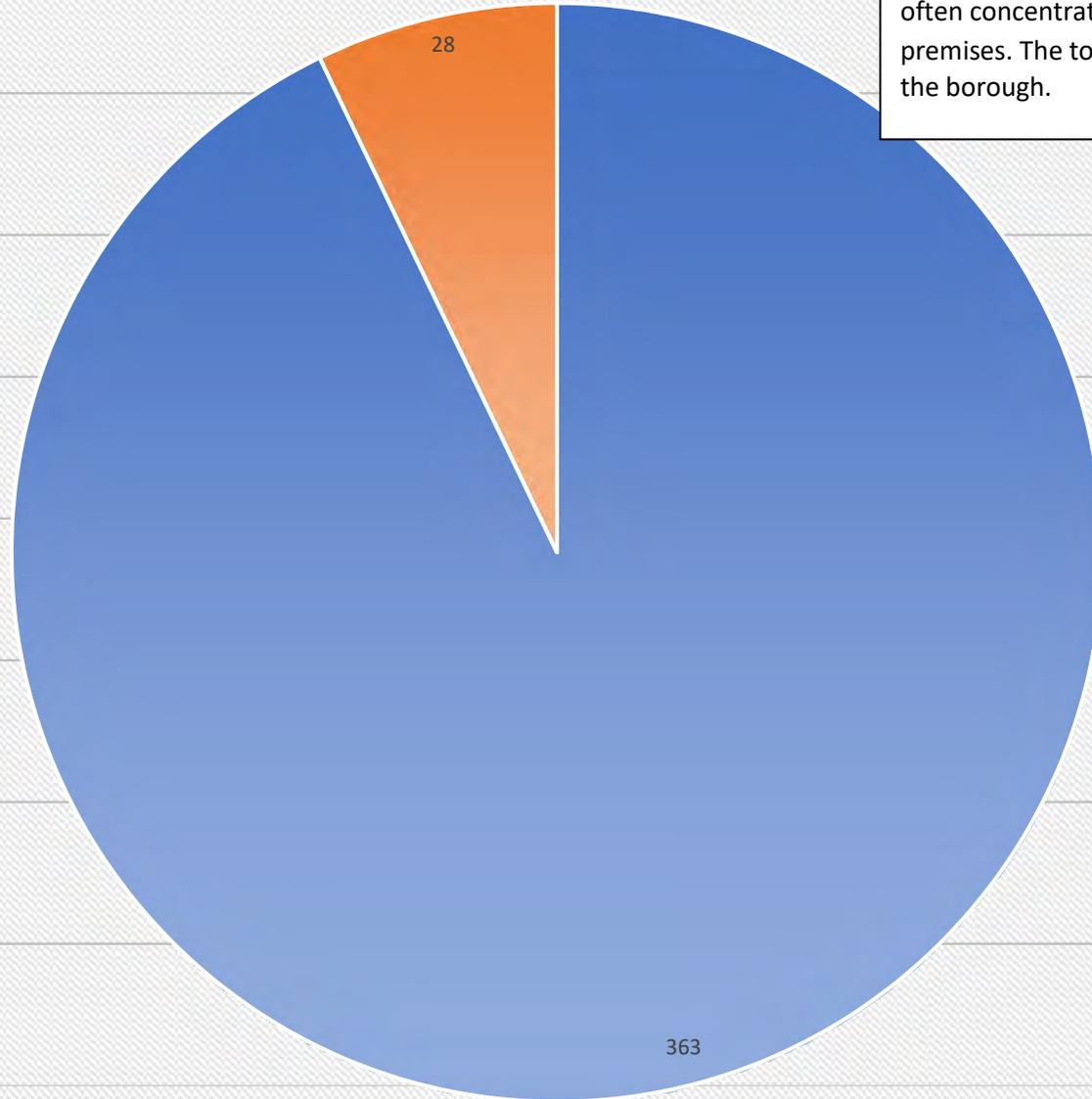


Alcohol & Non Alcohol Licensed Premises in the Town Centre as at 31/08/2022

86% of Town Centre premises are licensed for alcohol.



Alcohol & Non Alcohol Licensed Premises Outside of Town Centre as at 31/08/2022

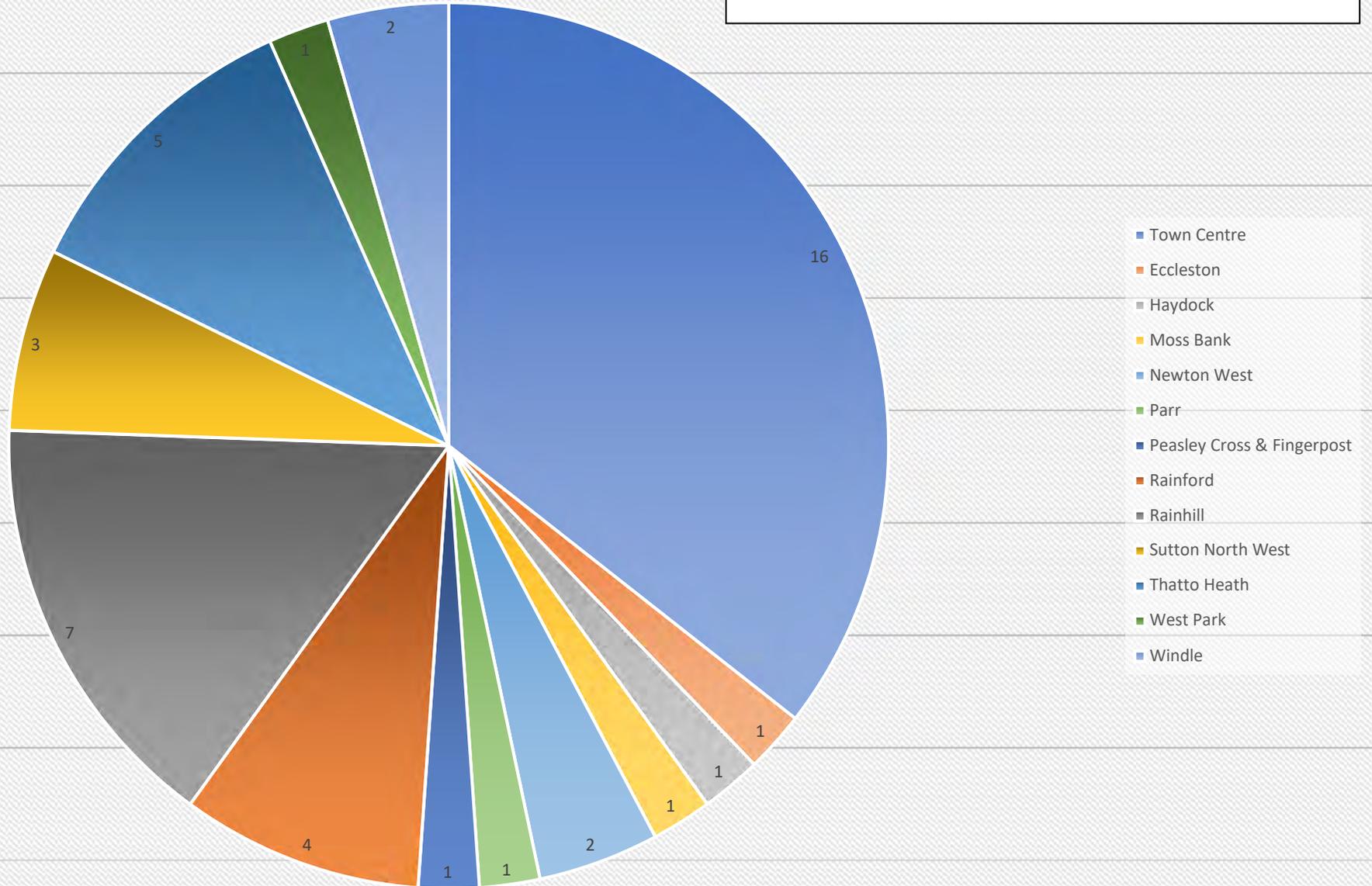


93% of the rest of the borough has premises licensed for alcohol – note Non-Alcohol Licensed Premises such as takeaways are often concentrated around groupings of alcohol licensed premises. The total of 28 is spread across the other 17 wards of the borough.

- Alcohol Supplied
- No Alcohol Supplied

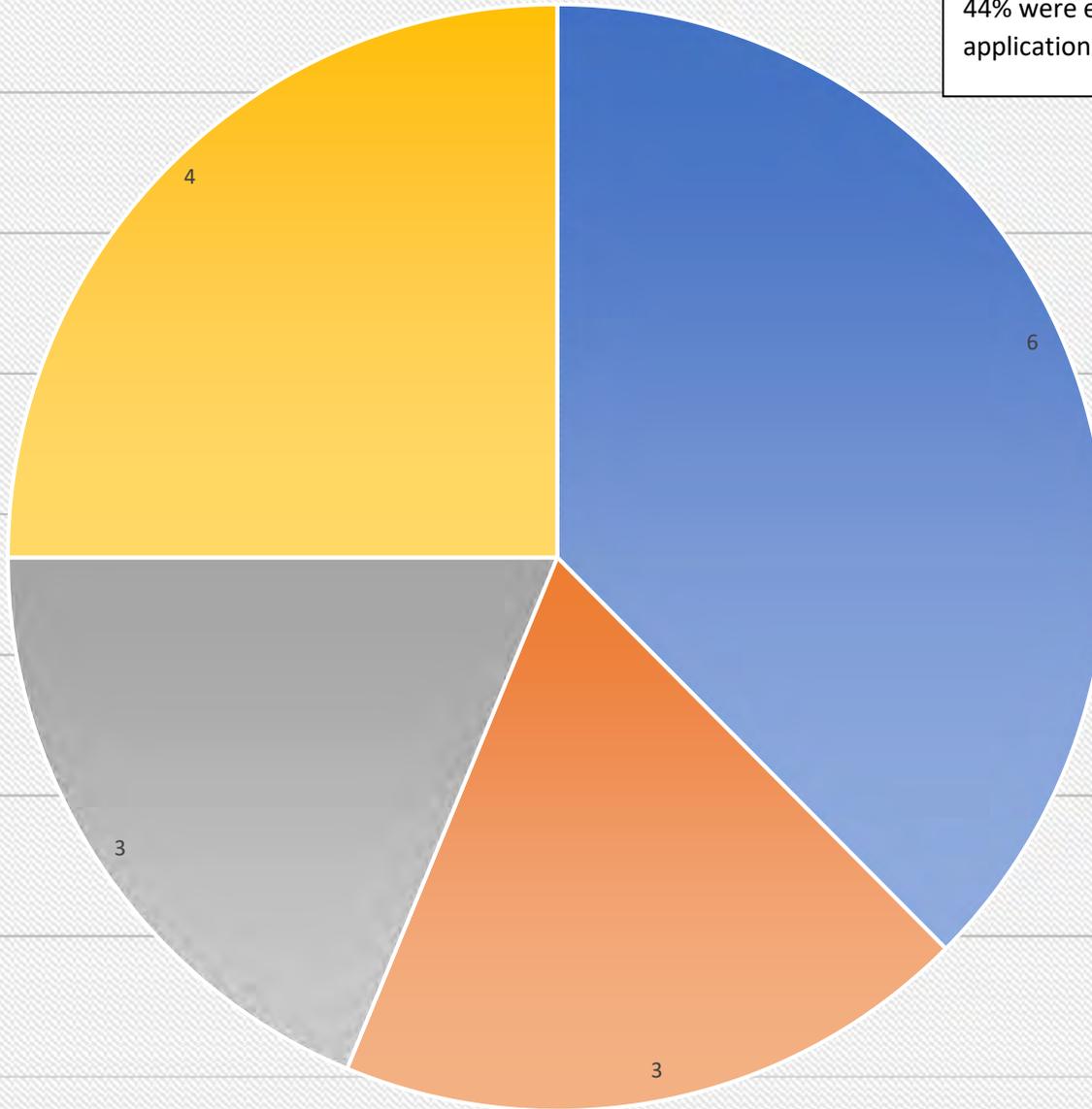
New Premises Licence Applications Submitted Between 01/01/2021 and 31/07/2022

36% of New Premises Licence applications are made for businesses with the Town Centre ward.



New Premises Licence Applications by Status - Town Centre Between 01/01/2021 and 31/07/2022

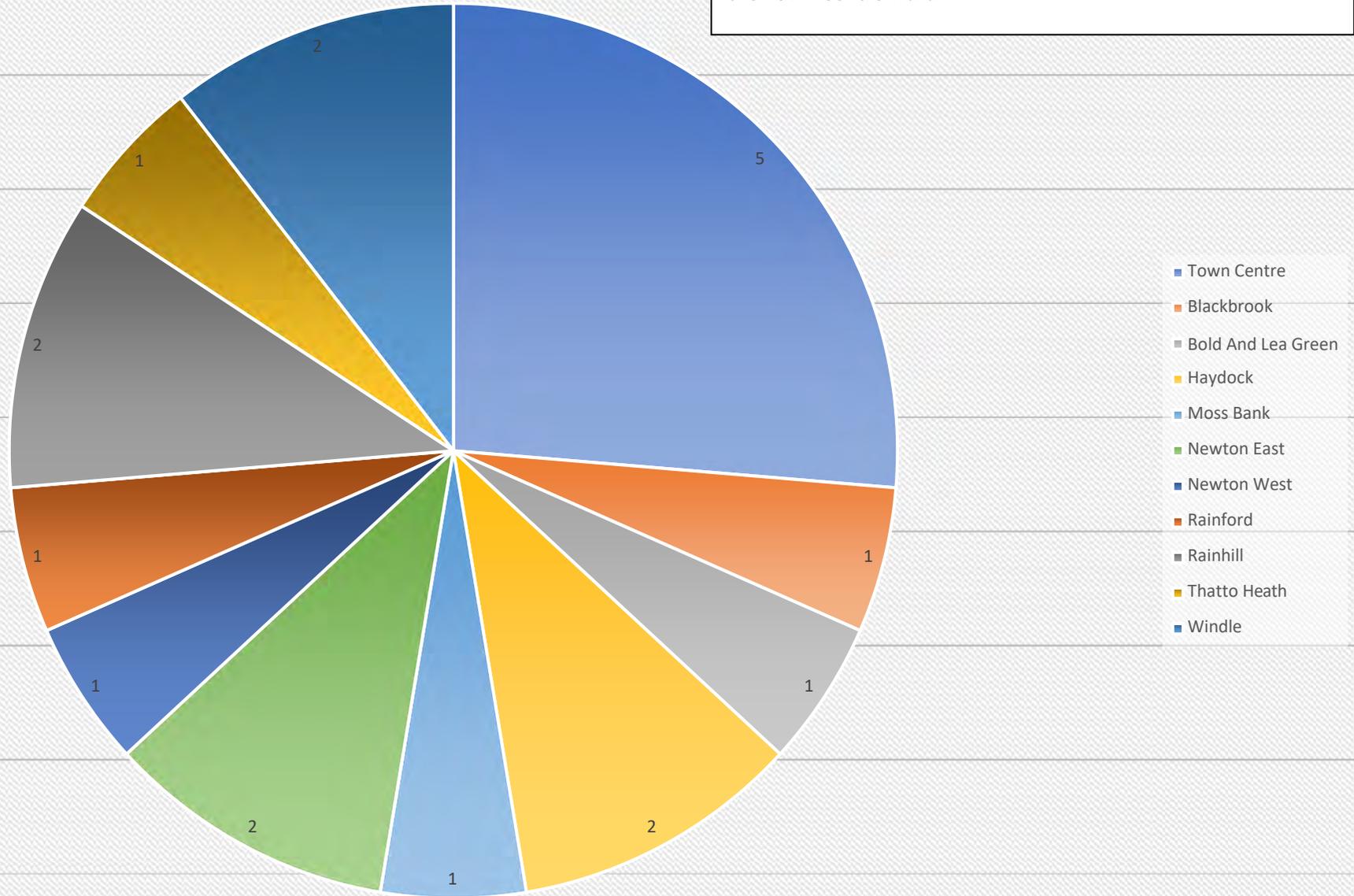
38% of new premises licence applications were granted.
44% were either invalid or withdrawn – evidence of poor applications.



- Granted
- Invalid Applications
- Refused at Licensing Sub-Committee
- Withdrawn

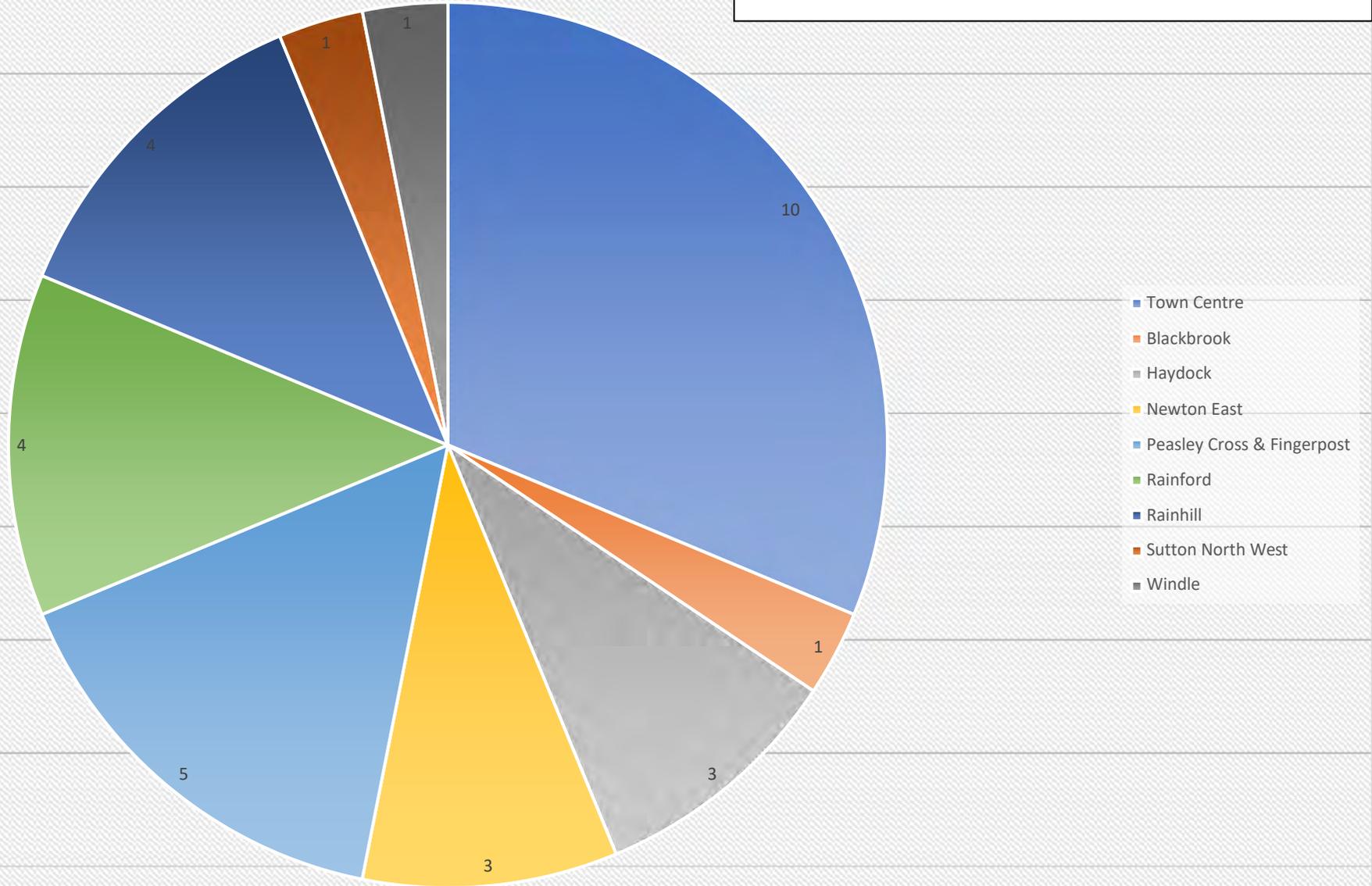
Full Variation Applications Submitted Between 01/01/2021 and 31/07/2022

26% of full variation applications are made for premises within the Town Centre ward.



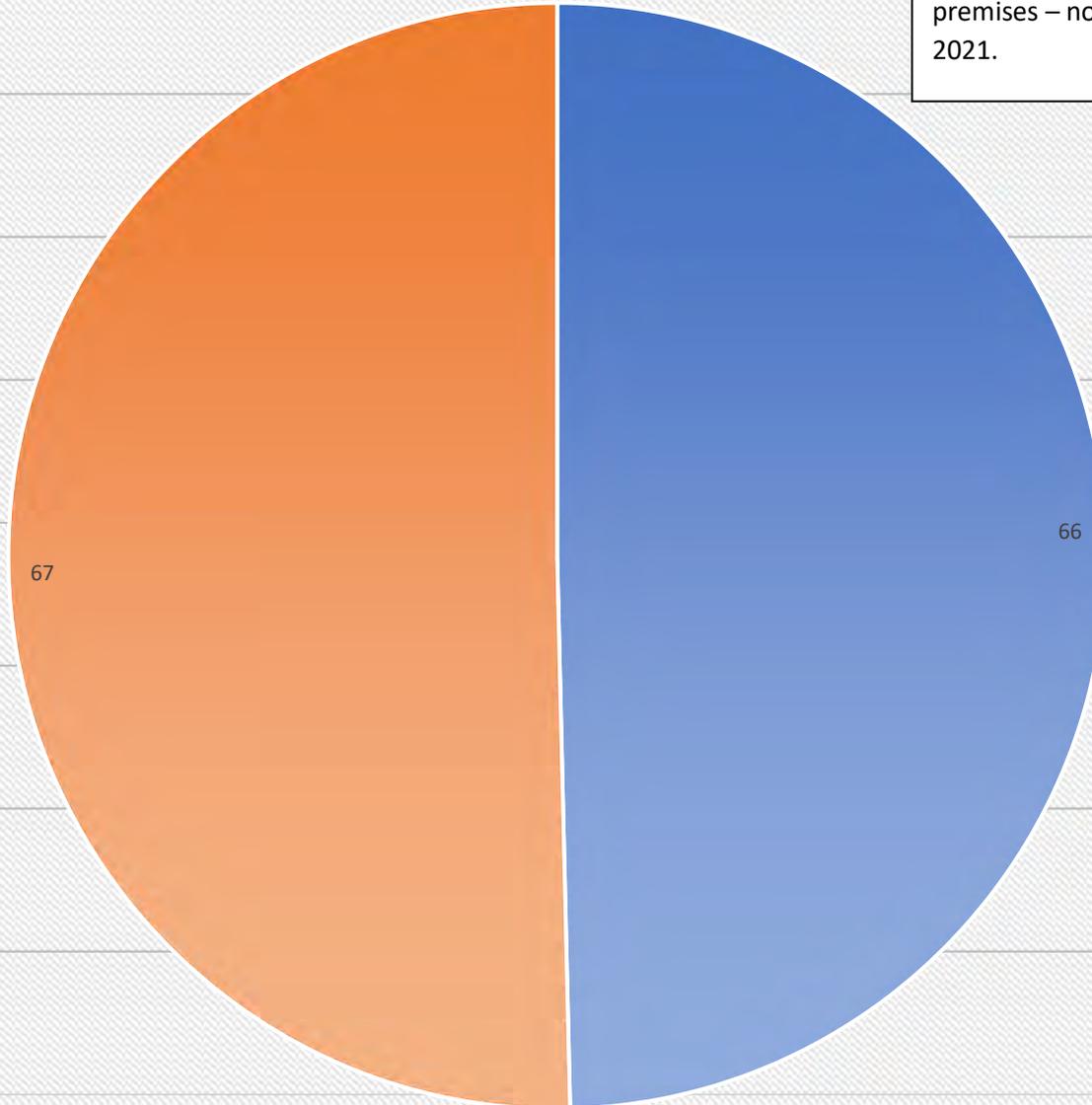
Minor Variation Applications Submitted Between 01/01/2022 and 31/07/2022

31% of minor variation applications are made for premises within the Town Centre ward.



Complaints Received About Licensed Premises 01/01/2021 to 31/12/2021

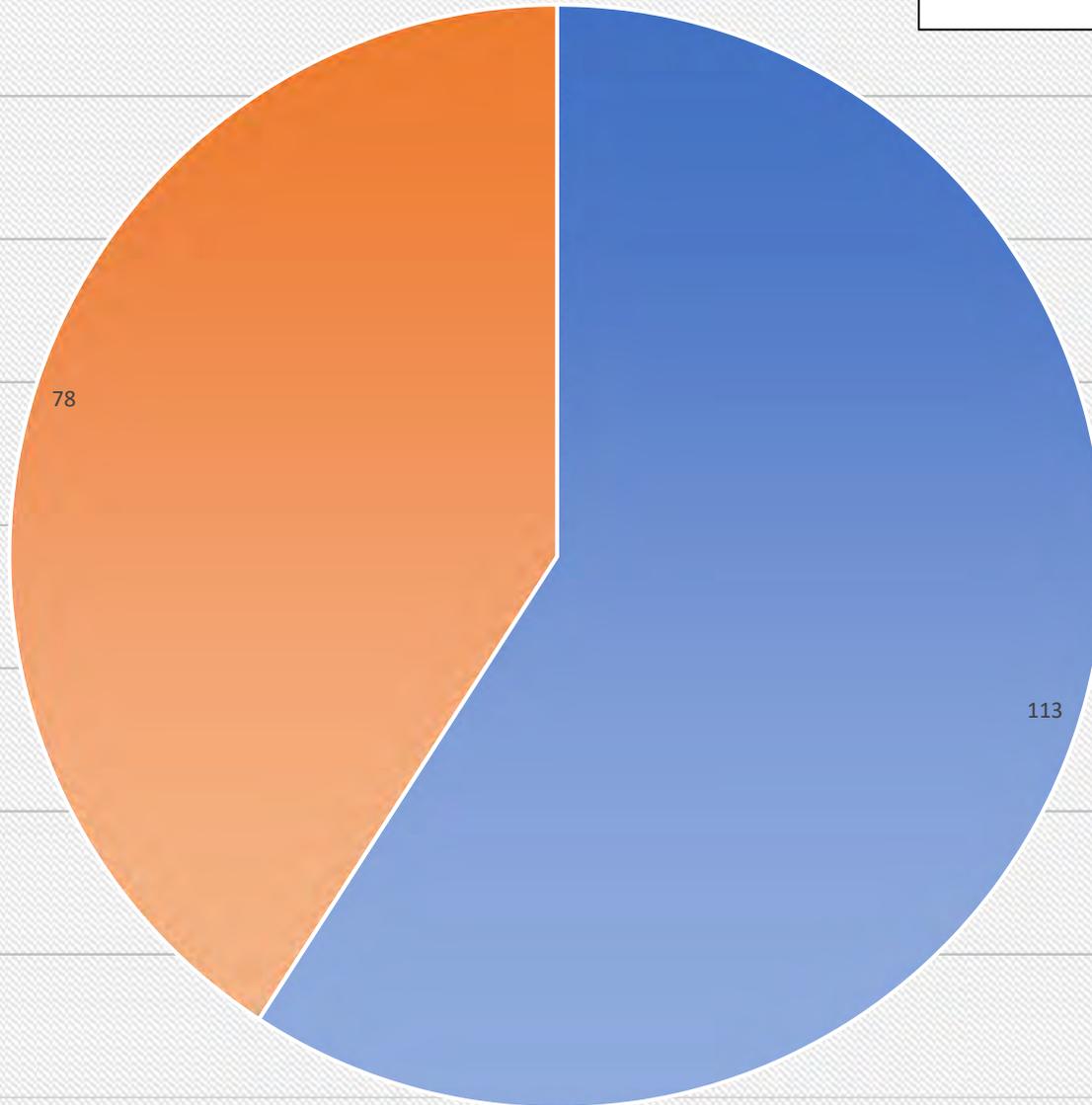
50% of complaints received were in respect of Town Centre Licensed Premises predominantly pubs, bars and night-club type premises – note Covid Lockdown restrictions ended on 19 July 2021.



- Town Centre Premises
- Non Town Centre Premises

Complaints Received About Licensed Premises 01/01/2022 to 31/07/2022

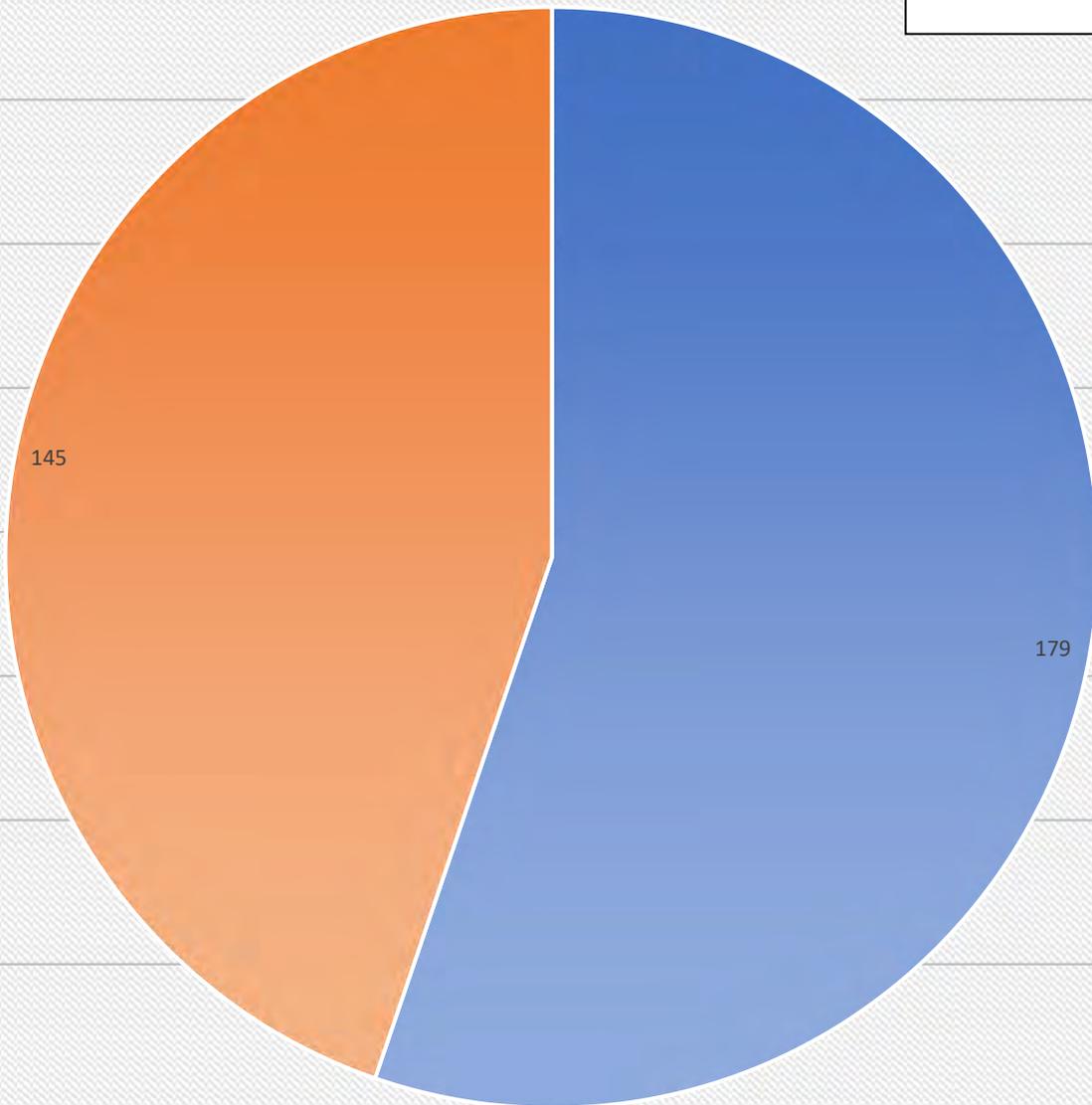
59% of complaints received are in relation to Town Centre licensed premises - pubs, bars and night-club type premises.



■ Town Centre Premises
■ Non Town Centre Premises

Complaints Received About Licensed Premises 01/01/2021 to 31/07/2022

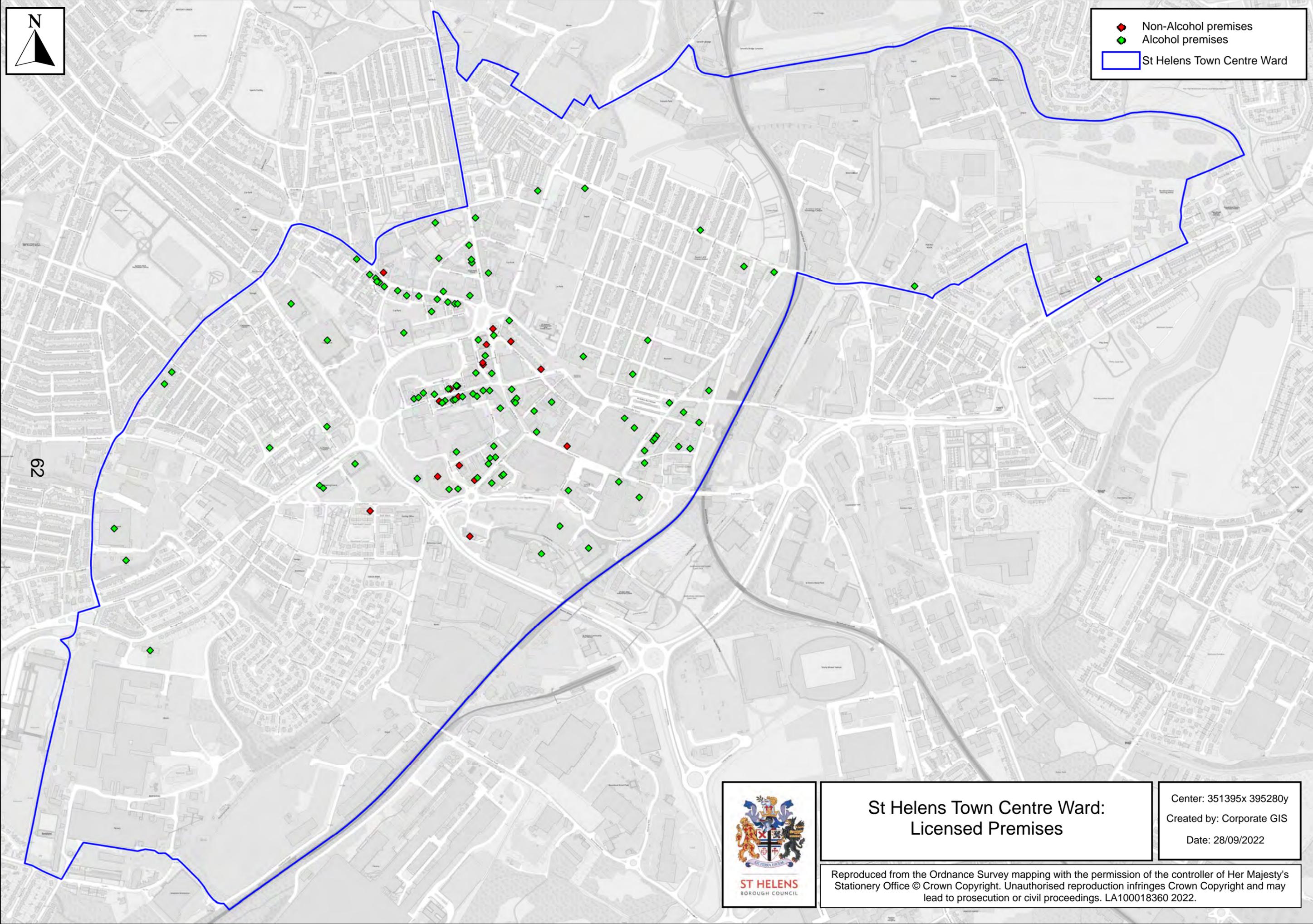
55% of complaints received for this time period relate to Town Centre licensed premises.



- Town Centre Premises
- Non Town Centre Premises



◆ Non-Alcohol premises
◆ Alcohol premises
□ St Helens Town Centre Ward



St Helens Town Centre Ward: Licensed Premises

Center: 351395x 395280y
Created by: Corporate GIS
Date: 28/09/2022

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Cumulative Impact Assessment

Supporting Evidence of Public Health

Alcohol Related Harm

Alcohol Specific Hospital Admissions in St. Helens (Data Source: Integrated Intelligence & Improvement Service)

- Between 1st January 2021 and 31 July 2022 there were a total of **2,759** hospital admissions for alcohol specific conditions (all persons, all ages).
- In 2021/22 the highest age specific admission rate was for those aged **55-59** at **2096** admissions per 100,000.
- The rate of alcohol specific admissions increased from **983.4** in 2020/21 to **1025.0** in 2022/23

Alcohol Attributable Hospital Admissions at Ward Level (2016/17 to 2020/21) (Data Source: Fingertips)

As illustrated below there are 9 wards in St Helens which have a significantly higher rate hospital admissions for alcohol attributable conditions compared to England. Town Centre ward has the highest ISR in St. Helens at 235.4, confidence intervals showing that the rate is significantly higher than other areas.

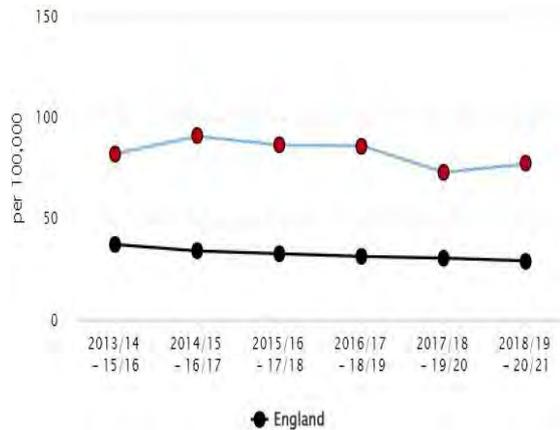
Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	-	1,309,386	100.0	99.8	100.2
St. Helens	-	5,749	129.9	126.5	133.3
Town Centre	-	740	235.4	218.8	253.0
Earlestown	-	384	163.2	147.3	180.4
Thatto Heath	-	473	162.5	148.2	177.8
Parr	-	488	156.6	143.0	171.1
Bold	-	355	144.9	130.2	160.7
Sutton	-	374	141.5	127.5	156.6
West Park	-	398	139.6	126.2	154.0
Moss Bank	-	369	125.5	113.0	139.0
Windle	-	248	113.0	99.4	128.0
Haydock	-	375	112.7	101.6	124.7
Newton	-	343	111.0	99.6	123.4
Blackbrook	-	222	107.3	93.7	122.4
Eccleston	-	308	95.8	85.4	107.2
Rainhill	-	269	91.0	80.5	102.5
Billinge and Seneley Green	-	229	81.7	71.5	93.0
Rainford	-	173	78.9	67.6	91.5

Source: Calculated by OHID: Population Health Analysis (PHA) team using data from NHS Digital - Hospital Episode Statistics (HES) and Office for National Statistics (ONS) - Mid Year Population Estimates.

Admission Episodes for Alcohol Specific Conditions – Under 18 Years (Source: Fingertips)

Fingertips)

- St Helens has a statistically significantly higher rate of admissions for alcohol specific conditions among under 18-year-olds compared to England (illustrated below)
- St Helens is ranked 5th highest CCG in England



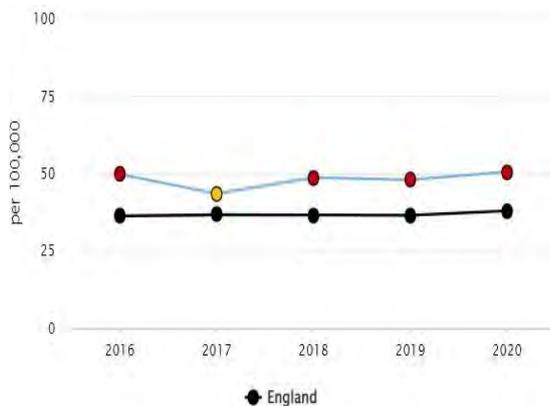
Recent trend: Could not be calculated

Period	Count	NHS St Helens CCG		England
		Value	95% Upper CI	
2013/14 - 15/16	95	82.0	100.2	37.2
2014/15 - 16/17	105	90.6	107.8	34.0
2015/16 - 17/18	100	86.2	103.9	32.6
2016/17 - 18/19	100	85.9	106.3	31.3
2017/18 - 19/20	85	72.8	91.9	30.3
2018/19 - 20/21	90	77.0	93.7	29.0

Source: Calculated by OHID using data from NHS Digital - Hospital Episode Statistics (HES) and Numbers of Patients Registered at a GP Practice

Alcohol Related Mortality (all persons)

- The rate of alcohol specific mortality in St Helens has been significantly higher than England since 2018 (chart below)
- The most recent rate is 50.5 deaths per 100,000 population, relating to 93 deaths
- 2020 data ranks St Helens as 9th highest in the North West
- The 2020 male alcohol related mortality rate is 76.0 per 100,000 (relating to 67 deaths), significantly higher than the England rate of 57.3
- The 2020 female alcohol related mortality rate is 28.0 per 100,000 (relating to 26 deaths), which is higher than the England rate of 20.9 (confidence intervals show that the difference is not statistically significant)



Recent trend: No significant change

Period	Count	Value	St. Helens		North West	England
			95% Lower CI	95% Upper CI		
2016	88	49.6	39.7	61.1	44.0	36.2
2017	79	43.4	34.3	54.2	44.4	36.5
2018	88	48.6	38.9	59.9	43.8	36.5
2019	87	47.8	38.3	59.1	44.1	36.4
2020	93	50.5	40.7	61.9	45.7	37.8

Source: Calculated by OHID: Population Health Analysis (PHA) team from the Office for National Statistics (ONS) Annual Death Extract Public Health Mortality File and ONS Mid Year Population Estimates.

Cumulative Impact Assessment - Town Centre Ward

Supporting Statement of Public Health

Background

Public Health understands that the Council, when carrying out its licensing duties must consider the four 'licensing objectives' referred to in the Licensing Act;

- the prevention of crime and disorder;
- public safety;
- the prevention of public nuisance; and
- the protection of children from harm.

Public Health also understands that the licensing legislation also supports a number of principle aims for licensing including:

- protecting the public and local residents from crime, anti-social behaviour and noise nuisance caused by any irresponsible licensed premises;
- giving the police and the council the powers they need to effectively manage and police the night-time economy and take action against any premises that are causing problems;
- recognising and supporting the important contribution that good quality pubs and other responsible licensed premises can and do play in our local communities
- providing a regulatory framework for alcohol which reflects the needs of local communities and empowers the Council to decide on the most appropriate licensing strategies for their local area;
- recognising the positive contribution public of well-managed public events and celebrations in stimulating the local economy and providing a robust regulatory framework to support them and;
- encouraging greater community involvement in licensing decisions and giving local residents the opportunity to have their say in licensing decisions that may affect them.

In publishing a Cumulative Impact Assessment the Licensing Authority is setting down a strong statement of intent about its approach to considering applications in the outlined area.

Applications in the CIA area should therefore give consideration to potential cumulative impact issues when setting out their steps that will be taken to promote the licensing objectives.

Public Health Evidence Summary

Public Health has reviewed evidence in support of a Cumulative Impact Assessment (CIA) area covering the Town Centre ward of St Helens. Public Health recognise that well-run, responsible licensed establishments have a place as part of a vibrant and diverse entertainment and leisure offer for the Town Centre. We welcome the opportunity offered by the forthcoming regeneration of the Town Centre to improve the current offer and attract good businesses into St Helens for local people to enjoy.

However, the Public Health challenges relating to the impact of alcohol on the population of our borough, including children and young people, are significant. In St Helens we see high rates of alcohol dependency, high numbers of hospital admissions due to alcohol, and high mortality rates from chronic liver disease, largely caused by alcohol and harmful drinking. We also know that alcohol misuse features in a significant number (around 30%) of families that receive assessments for children’s social care.

Alcohol Specific Hospital Admissions in St. Helens (01 Jan 2021 to 31 Jul 2022) (Data

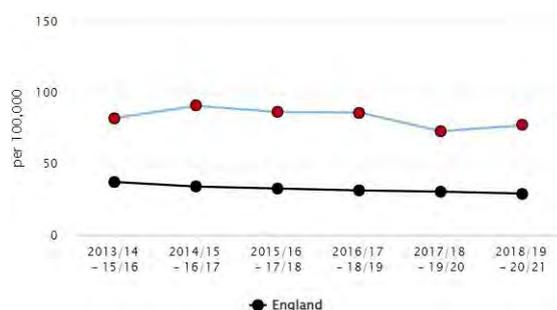
Source: Integrated Intelligence & Improvement Service)

Alcohol specific hospital admissions in the borough are high. Between 1st January 2021 and 31 July 2022 there were a total of 2,759 hospital admissions for alcohol specific conditions (all persons, all ages).

The rate of alcohol specific admissions increased from 983.4 in 2020/21 to 1025.0 in 2022/23. A 4% increase.

Admission Episodes for Alcohol Specific Conditions – Under 18 Years (Source: Fingertips)

- St Helens has a statistically significantly higher rate of admissions for alcohol specific conditions among under 18-year-olds compared to England (illustrated below) and is ranked the 5th highest area in England



Recent trend: Could not be calculated

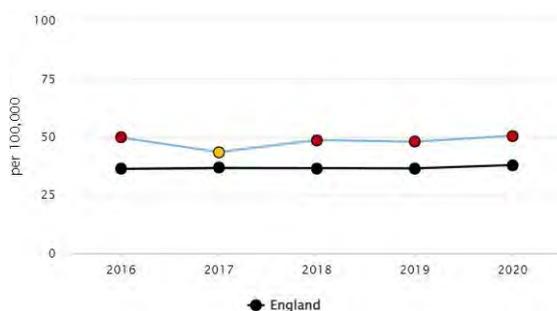
Period	Count	NHS St Helens CCG			England
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2015/16 - 17/18	100	86.2	69.4	103.9	32.6
2016/17 - 18/19	100	85.9	71.4	106.3	31.3
2017/18 - 19/20	85	72.8	59.7	91.9	30.3
2018/19 - 20/21	90	77.0	61.2	93.7	29.0

Source: Calculated by OHID using data from NHS Digital - Hospital Episode Statistics (HES) and Numbers of Patients Registered at a GP Practice

Alcohol Related Mortality (all persons)

The rate of alcohol specific mortality in St Helens has been significantly higher than England since 2018 (chart below)

- The most recent rate is 50.5 deaths per 100,000 population, relating to 93 deaths
- 2020 data ranks St Helens as 9th highest in the North West
- The 2020 male alcohol related mortality rate is 76.0 per 100,000 (relating to 67 deaths), significantly higher than the England rate of 57.3
- The 2020 female alcohol related mortality rate is 28.0 per 100,000 (relating to 26 deaths), which is higher than the England rate of 20.9 (confidence intervals show that the difference is not statistically significant)



Recent trend: ● No significant change

Period		St. Helens				North West	England
		Count	Value	95% Lower CI	95% Upper CI		
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2017	●	79	43.4	34.3	54.2	44.4	36.5
2018	●	88	48.6	38.9	59.9	43.8	36.5
2019	●	87	47.8	38.3	59.1	44.1	36.4
2020	●	93	50.5	40.7	61.9	45.7	37.8

Source: Calculated by OHID: Population Health Analysis (PHA) team from the Office for National Statistics (ONS) Annual Death Extract Public Health Mortality File and ONS Mid Year Population Estimates.

Indirectly Standardised Ratio of Alcohol Attributable Hospital Admissions at Ward Level (2016/17 to 2020/21) (Data Source: Fingertips)

The Town Centre ward does experience particularly significant alcohol impact, as well as having the highest levels of socio-economic deprivation in the borough. For example in the five year period 2016/17 to 2020/21, there were 740 hospital admissions for alcohol-attributable admissions in Town Centre, which is significantly higher than expected, with an indirectly standardised ratio of 235.4 (chart below). Alcohol is also a major cause of liver disease. Between 2019 and 2021, we know there were 15 Town Centre ward residents who died from liver disease. This accounted for about 7% of all liver disease deaths in St. Helens. The average age of those people was just 62 years. At the moment, our evidence shows that the Town Centre ward has by far the highest density of pubs, clubs, bars and off licences.

Area	Recent Trend	Count	Value	95% Lower CI	95% Upper CI
England	—	1,309,386	100.0	99.8	100.2
St. Helens	—	5,749	129.9	126.5	133.3
Town Centre	—	740	235.4	218.8	253.0
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Billinge and Senesley Green	—	229	81.7	71.5	93.0
Rainford	—	173	78.9	67.6	91.5

Source: Calculated by OHID: Population Health Analysis (PHA) team using data from NHS Digital - Hospital Episode Statistics (HES) and Office for National Statistics (ONS) - Mid Year Population Estimates.

The introduction of a Cumulative Impact Assessment will help to improve the diversity of the licensed offers and activities in the Town Centre and we see this as a positive and welcomed move in support of Public Health, a more attractive entertainment offer for the Town Centre ward and supporting a healthier night time economy in every sense. It will help to enable a positive and responsible drinking culture across the ward, paving the way to support responsible good quality businesses, reducing the availability of cheap, high strength alcohol and ensuring appropriate operating hours near our schools. It will support the reduction of nuisance street drinking and cheap drinks promotions and it will enable the development of a more attractive, more family-oriented offer in the Town Centre, enabling a wider range of premises offering food, and moving away from the stand-up, high volume drinking establishments.

Michelle Loughlin

Assistant Director, Public Health

October 2022