



Doncaster
Council

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1. Cumulative impact has been included within the Section 182 guidance issued by the Home Office since the commencement of the Licensing Act 2003.
2. In April 2018 the Police and Crime Act 2017 introduced a new provision within the Licensing Act 2003, Section 5A. This provision provides that a licensing authority may, in appropriate circumstances, publish a document, cumulative impact assessment (Assessment), stating that the licensing authority considers that a number of relevant authorisations 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 the Act to grant any further relevant authorisations in respect of premises in that part or those parts.
3. Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area.
4. The Assessment must set out the evidence for the authority's opinion, must be consulted upon before it is published, it must be reviewed at least every three years to consider whether the authority remains of the opinion stated in the Assessment, a review must be consulted upon and any revisions must be published along with the evidence. Following the introduction of Section 5A of the Act, and in accordance with the Section 182 Statutory Guidance, the Council's previous approach and policies have been reviewed.
5. The evidence for the authority's opinion, as set out in the assessment, is set out in the attached appendices.
6. By publishing an Assessment the Council is setting down a strong statement of intent about its approach to considering applications for grant and variation of premises licences or club premises certificates in the areas described. The Council must have regard to the Assessment when determining or revising the Statement of Licensing Policy. The Assessment does not change the fundamental way that a licensing decision is made, as each application will be considered on its own merits. It is open for the Council to grant an application where it is considered appropriate and where the applicant can demonstrate in the operating schedule that they would not be adding to the cumulative impact.
7. Applications in the area covered by the Assessment should therefore give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.
8. Where relevant representations are received and the Council determines to grant an application, reasons for granting the application will be given to the applicant, the Chief Officer of Police and all parties who made a relevant representation.
9. Where no relevant representations are received an application will be granted in terms which are consistent with the operating schedule.

10. An applicant wishing to obtain a new licence or vary a licence for premises, within the cumulative impact area, must demonstrate through the operating schedule, the steps that they intend to take so that the Council and responsible authorities can be satisfied that granting a new or varied licence will not add to the cumulative impact already being experienced.
11. The onus is on the applicant to demonstrate to the responsible authorities the suitability of how their proposal will not add to the cumulative impact. To assist this process the Council recommends early consultation with responsible authorities; this can be done directly, with those authorities, or through the Council's Licensing Section.

Doncaster Councils Cumulative Impact Area's

12. Area 1 – Doncaster Town Centre

The Council first adopted a Cumulative Impact Policy (CIP) in January 2008 covering part of the Doncaster Town Centre. When reviewed as part of the 2016 Statement of Licensing Policy, following the consideration of evidence supplied by the Police and the Director of Public Health the original areas from 2008 were retained with the inclusion of 2 additional streets/areas.

The area is as detailed below:

- Bradford Row
- Cleveland Street
- Hall Gate
- High Street
- Market Place
- Priory Walk
- Silver Street

13. Area 2 – Part of the Town Ward

Following the consideration of evidence from the Director of Public Health, identifying the area to be experiencing high rates of violence, criminal damage and anti-social behaviour, the following area was designated as a Cumulative Impact Area in the 2016 policy:

- Broxholme Lane
- Christ Church Road
- Copley Road
- Highfield Road
- Nether Hall Road

14. Area 3 – Bawtry Town Centre

Following the consideration of evidence from Bawtry Town Council, identifying specific concerns of nuisance and anti-social behaviour believed to be related to persons frequenting licensed premises, and the evidence from 2 local authority Councillors for the Rossington and Bawtry ward, the area below was designated as a Cumulative Impact Area in the 2016 policy:

- Church Street
- Grasswood Lane/Dower House Square
- High Street
- Market Place
- Scot lane
- Swan Street
- Wharf Street

Cumulative Impact Assessment – Review 2020

15. As required by the Act, a formal consultation of the Cumulative Impact areas took place from 1st – 30th April 2020 with a wide range of bodies and members of the public
16. Responses to the consultation were received from South Yorkshire Police and Public Health, both of which are responsible authorities under the Licensing Act 2003. These responses are shown at Appendix A and Appendix B.
17. Licensing Authority data, showing the number of licensed premises at the end of the financial years 2018/19 and 2019/20 for each of the areas is shown at Appendix C.
18. On 18 June 2020, Doncaster Council's Licensing Committee considered the evidence received during the consultation and made the following decision in relation to each respective Cumulative Impact Area:-

19. Area 1 – Doncaster Town Centre

The Committee resolved to keep the Cumulative Impact Area in Place for the Town Centre area due to the rising figures of alcohol related crime and health issues in this area of town. By keeping this in place, it would look to ensure that the risk of these figures rising further were minimised and controlled.

20. Area 2 – Part of the Town Ward

With regard to the Lower Wheatley Area, Members resolved to keep the Cumulative Impact Area in place due to the rising figures of alcohol related crime and health problems in this area of the Borough. By keeping the Cumulative Impact Area in place, it would look to ensure that the risk of these figures rising further was minimised and kept under control.

21. Area 3 – Bawtry Town Centre

Members resolved that the Cumulative Impact Area in Bawtry Town Centre remain in place as it would look to ensure that the quality of the establishments opening in Bawtry was good and would control the rising crime statistics in this area as well as the alcohol related health problems that were rising across the Borough.

Cumulative Impact Zones	
Data Period	2 Year data extraction based on Financial year.
Aim & Purpose	To present the data for the specified street location within the Cumulative Impact Zone
Sources & Parameters	Smart Contact and CONNECT for All incident and ASB Incidents. CONNECT reference Crime data.
Limitations, Caveats and Methodology.	<p>Due to the methods of data extraction and anomalies with the geocoding of data, any figures provided within this report should be treated as unaudited. The accuracy of this data relies solely on the location being recorded accurately.</p> <p>Only 2 years data is contained within this report, this is due to currently difficulties with the data extraction database extracting crime data.</p> <p>SYP previous crime recording system (CMS) was replaced by CONNECT on 5th December 2017. This has limited some of the analytical opportunities within the force. CONNECT data is extracted via Oracle BI, work is ongoing to identify solutions to ensure data accuracy, any concerns are largely because of CONNECT being in its infancy and the lack of mandatory requirements which affects data quality SYP call handling system (Smart Contact) replaced the previous ProCAD system on 13th November 2018, this may hinders comparative analysis due to how incidents were previously recorded.</p>

Area 1

Locations - Bradford Row, Cleveland Street, Hall Gate, High Street, Market Place, Priory Walk, Silver Street.

Area 1	2018/19	2019/20
SYP All Incidents	1804	1945
SYP ASB Incidents	267	187
SYP Crime	1146	1188
SYP Top 3 Crime Types	Violence Against the Person 41% Theft 28% Public Order 7%	Violence Against the Person 40% Theft 28% Public Order 9%

Area 2 - Part of the Town Ward

Locations - Broxholme Lane, Christ Church Road, Copley Road, Highfield Road, Nether Hall Road.

Area 2	2018/19	2019/20
SYP All Incidents	658	814
SYP ASB Incidents	76	70
SYP Crime	247	307
SYP Top 3 Crime Types	Violence Against the Person 36% Arson & Damage 13% Theft 13% Burglary 11%	Violence Against the Person 40% Theft 12% Arson & Damage 10% Public Order 10%

Area 3 – Bawtry Town Centre

Locations - Church Street, Grasswood Lane/Dower House Square, High Street, Market Place, Scot Lane, Swan Street, Wharf Street.

Area 3	2018/19	2019/20
SYP All Incidents	158	164
SYP ASB Incidents	24	10
SYP Crime	91	95
SYP Top 3 Crime Types	Theft 59% Violence against the Person 13% Burglary 11%	Theft 44% Burglary 17% Violence against the Person 16%

The Cumulative Impact Zone in the town centre was introduced in 2015 CIP is based in areas outside the Town Centre and would, where appropriate, seek to limit the density of off-licenses in residential communities. The reasoning for this was threefold; i) the national Alcohol Strategy 2012 identifies home drinking as a key driver for the increase in alcohol related harm, ii) Academic research shows that off-license density is associated with rates of alcohol harm (see section 3 below), iii) Doncaster already has a CIP for the Town Centre to manage on-licenses.

The impact of alcohol in Doncaster is significantly worse in a number of Public Health England indicators than the England average. Looking at the alcohol harm data from Doncaster Clinical Commissioning Group over a six year period, we see alcohol related harm in all areas and Wards of Doncaster however the hospital admissions that result, are significantly higher in the most deprived parts of the borough. These high rates of hospital admissions make significant demands on the hospital, and create a major cost pressure on the local health system. Costs to the local health economy run at many millions each year.

A priority in Doncaster is to reduce health inequalities; life expectancy is 10.1 years lower for men and 7.8 years lower for women in the most deprived areas of Doncaster than in the least deprived areas. Alcohol related factors are found across all four of the domains in the current Public Health Outcomes Framework for England and, as such, tackling alcohol related harm could be a key route to reducing health inequalities in general.

Alcohol is linked with more than 60 diseases and the fifth leading contributor to the global disease burden. The risk of alcohol-related harm increases with the amount drunk on a regular basis. Short-term health risks include accidents and injuries and alcohol-related hospital admissions continue to increase. The risks are not just to those consuming alcohol, alcohol consumption has wider detrimental impacts on society, including harm caused to third-parties, crime and anti-social behaviour

Doncaster alcohol related hospital admissions

There are two measures to quantify alcohol related admissions. The **narrow** measure includes admissions where the main reason for admission is a condition which can be caused, (in full or in part), by alcohol such as alcoholic liver disease, alcohol poisoning, epilepsy, hypertension and alcohol induced pancreatitis. Some specific secondary reasons are also included, such as car accidents, assaults or falls. The **broad** measure includes admissions where the primary reason for hospital admission or a secondary diagnosis is linked to alcohol.

In Doncaster the broad measure has risen 59% since 2008/9 (Figure1) and the narrow measure has risen 35% in the same period (Figure2)

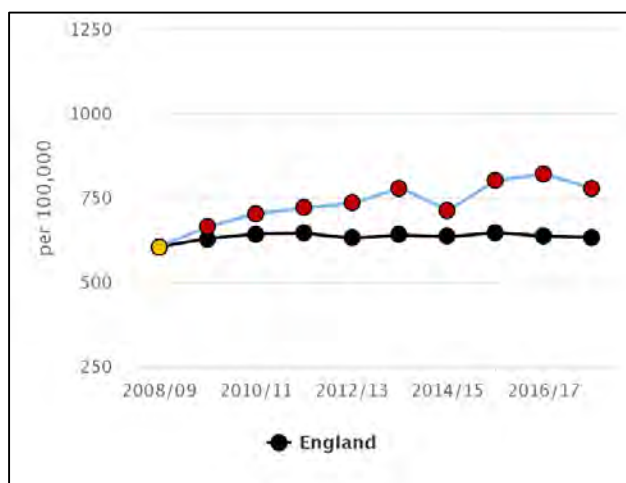


Figure 1

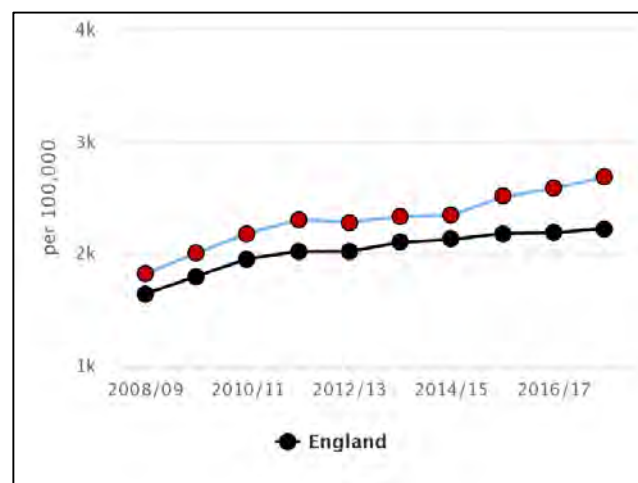


Figure 2

Certain specific alcohol related conditions have had marked increases in hospital admissions in Doncaster. Alcohol-related cardiovascular disease has seen an increase over the last 5 years of 27% and alcoholic liver disease an increase of 174%.

During the last 6-year period, there have been 11,075 Wholly Attributable Alcohol Diagnosis admissions to DRI showing an increase of 20% (Figure 3). When broken down by age and gender, the highest rate of admissions (per 100,000 of the population) for males is 65 years+, while for females the highest admission rate is between 40-64 years.

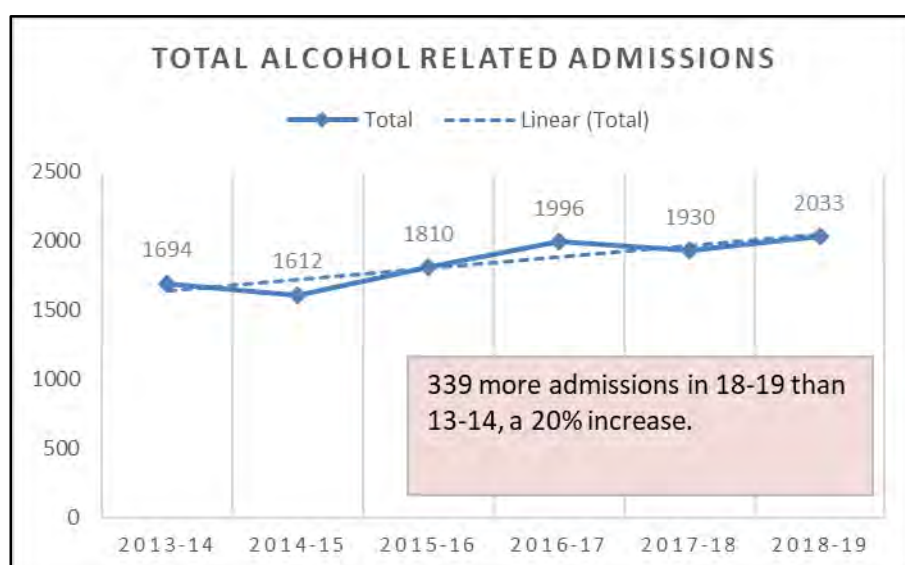


Figure 3

Using the six years of Wholly Attributable Alcohol Diagnosis data, a breakdown of where people were discharged to from Doncaster Royal Infirmary (DRI) was compiled. Figure 4 shows the ten areas with the highest number of WAAD admissions.

Alcohol Related Admissions in Doncaster 2013-14 to 2018-19

LSOA aggregated into Areas

data source HES CCG

Area	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Total	Rank
Grand Total	1694	1612	1810	1996	1930	2033	11075	
Balby	217	169	181	184	174	227	1152	1
Mexborough	111	84	121	128	147	124	715	2
L Wheatley	90	114	84	85	86	82	541	3
Bentley	64	88	96	81	65	143	537	4
Armthorpe	93	67	95	75	86	78	494	5
Conisbrough	50	64	64	85	103	85	451	6
Town	55	57	55	74	72	71	384	7
Intake	42	28	45	77	84	88	364	8
Edlington	48	55	57	77	53	73	363	9
Thorne	33	53	54	81	49	79	349	10

Figure 4

In the 6 year period 2013-14 to 2018-19 the data shows that 74% (three quarters) of all admissions related to alcohol involve people from areas within the most deprived 40% of the Borough (Deciles 1 to 4). In Doncaster, there are 194 Lower Super Output Areas (LSOA's), these are small areas designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households. One in five of the Lower Super Output Areas in Doncaster are in the most deprived 10% nationally.

Using the Doncaster LSOA codes, we can identify the neighbourhood areas within the Wards that have the most admissions directly caused by alcohol (Figure 5). Lower Wheatley/Highfield Road over the 6 years has the most admissions however has a decreasing trend since the CIZ was implemented in 2015. Lower Wheatley/North Bridge and town centre also show a decreasing trend. These areas are all within walking distance of the CIZ that was implemented to help reduce the impact of alcohol on the health of the population.

Alcohol Related Admissions in Doncaster 2013-14 to 2018-19

data source HES CCG

Name-LSOA	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	Grand Total	Rank
Total	1694	1612	1810	1996	1930	2033	11075	
Lower Wheatley Highfield Road	36	43	46	47	39	33	244	1
Balby Bridge	34	34	33	42	34	48	225	2
Lower Wheatley North Bridge	27	40	25	27	28	38	185	3
Denaby Main	23	18	21	47	49	19	177	4
Balby Carr Bank	40	21	26	26	20	30	163	5
Hexthorpe & St Sepulchre Gate West	33	27	32	27	19	22	160	6
Intake Heather Wood	9	8	18	27	43	49	154	7
Town Centre Chequer Road	33	27	23	21	20	20	144	8
Unknown	42	34	12	28	7	3	126	9
Hexthorpe	18	29	17	18	29	13	124	10

Figure 5

Area 1

Street Name	Number of licensed premises 31 March 2019	Number of licensed premises 31 March 2020
Bradford Row	8	8
Cleveland Street	10	9
Hall Gate	20	21
High Street	9	10
Market Place	12	18
Priory Walk	5	4
Silver Street	23	23
Total	87	93

Area 2

Street Name	Number of licensed premises 31 March 2019	Number of licensed premises 31 March 2020
Broxholme Lane	0	0
Christ Church Road	0	0
Copley Road	4	4
Highfield Road	0	0
Nether Hall Road	18	19
Total	22	23

Area 3

Street Name	Number of licensed premises 31 March 2019	Number of licensed premises 31 March 2020
Church Street	0	0
Grasswood Lane / Dower House Square	3	3
High Street	7	7
Market Place	5	5
Scot Lane	0	0
Swan Street	2	1
Wharf Street	1	1
Total	18	17