

Licensing Committee Agenda



To: Councillor Karen Jewitt (Chair)
Councillor Christopher Herman (Vice-Chair)
Councillors Kola Agboola, Patsy Cummings, Nina Degrads,
Stella Nabukeera, Margaret Bird, Richard Chatterjee, Ian Parker, Ria Patel
and Tony Pearson

A meeting of the **Licensing Committee** which you are hereby summoned to attend, will be held on **Tuesday, 29 November 2022 at 6.30 pm** in **Council Chamber, Town Hall, Katharine Street, Croydon CR0 1NX**

Stephen Lawrence-Orumwense
Monitoring Officer
London Borough of Croydon
Bernard Weatherill House
8 Mint Walk, Croydon CR0 1EA

Marianna Ritchie
Senior Democratic Services Officer
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www.croydon.gov.uk/meetings
Monday, 21 November 2022

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AGENDA – PART A

1. Apologies for Absence

To receive any apologies for absence from any members of the Committee.

2. Minutes of the Previous Meeting (Pages 3 - 10)

To approve the minutes of the meeting held on 29 September 2022 as an accurate record.

3. Minutes of previous Licensing Sub-Committee Meetings (Pages 11 - 20)

To agree the minutes of the Licensing Sub-Committees meetings held on:

- 1 September 2022;
- 9 September 2022; and,
- 23 September 2022 as accurate records.

4. Disclosure of Interests

Members are invited to declare any disclosable pecuniary interests (DPIs) they may have in relation to any item(s) of business on today's agenda.

5. Urgent Business (if any)

To receive notice of any business not on the agenda which in the opinion of the Chair, by reason of special circumstances, be considered as a matter of urgency.

6. Licensing Act 2003 - Review of the London Borough of Croydon Statement of Licensing Policy and Cumulative Impact Areas within the London Borough of Croydon Statement of Licensing Policy (Pages 21 - 180)

This report details the consultation undertaken as part of the review of the London Borough of Croydon Statement of Licensing Policy and Cumulative Impact Areas within it, and seeks a recommendation to full Council for adoption of the revised policy.

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Licensing Committee

Meeting of held on Monday, 26 September 2022 at 6.30 pm in Council Chamber, Town Hall,
Katharine Street, CR0 1NX

MINUTES

Present: Councillor Karen Jewitt (Chair);
Councillor Christopher Herman (Vice-Chair);
Councillors Kola Agboola, Patsy Cummings, Nina Degrads, Stella Nabukeera,
Margaret Bird, Ian Parker, Ria Patel and Tony Pearson

Also Present: Councillor Richard Chatterjee (virtual)

PART A

7/22 **Minutes of the Previous Meeting**

The minutes of the meeting held on 12 April 2022 were agreed as an accurate record.

8/22 **Minutes of Previous Licensing Sub-Committee Meetings**

The minutes of the meetings of the Licensing sub-Committee held on:

- 29 April 2022;
- 21 June 2022;
- 23 June 2022;
- 7 July 2022;
- 15 July 2022;
- 21 July 2022;
- 27 July 2022;
- 28 July 2022; and
- 11 August 2022 were agreed as accurate records.

9/22 **Urgent Business (if any)**

There were no items of urgent business.

10/22 **Disclosure of Interests**

There were no declarations of interests.

11/22 **London Local Authorities Act 1990 - Application For Street Designation Order x 3**

Michael Goddard, Head of Environmental Health, Trading Standards and Licensing outlined the nature of the applications being sought, explaining that Street Trading applications involved the display of goods for sale or the provision of services on the public highway.

There were three applications for Street Designation Orders for consideration by the committee at this meeting. During presentation of the first application, by Mr Hiratullah Salem on the highway outside 5 London Road, Croydon CR0 2RE, officers explained that there would be 4.10 clear metres between the edge of the shop display and the edge of the pavement. The minimum pavement space required by Croydon Council was two metres.

Officers explained that no comments or objections had been received from local residents or any of the licensing consultees for a licence to operate from 8 am to 9 pm Monday to Sunday. Officers explained that there were fifteen similar sites within the vicinity and that if the committee was of the opinion that that was enough within the saturation zone and that granting another such application would have a detrimental effect on safety in the area then there was a presumption that this application could be refused.

The applicant was present to respond to technical questions from the committee.

Members questioned whether the access of wheelchair users had been considered, to which officers confirmed that the space between the display and the road was compliant with both Transport for London (TfL) and Croydon Council requirements for pedestrian space. Officers also clarified that if the display failed to comply with those measurements at any point that that would be a matter for enforcement by the Licensing team. Congregation of people around the display impeding access to the walkway could also result in action from the enforcement team, usually by planning better management by the licence holder.

Members expressed concerns that the edge of the display was close to a bus stop, and officers clarified that there were more than five clear metres between them. Officers also confirmed that the location had held a temporary licence for this activity for five years and that in that time there had been no enforcement issues.

The Chair invited the applicant to introduce themselves and make their representations.

The applicant confirmed that the display would remain in exactly the same situation as was shown in the photographs in the reports pack.

Councillor Parker then MOVED to vote on the application which was SECONDED by Councillor Pearson.

RESOLVED, unanimously to:

1. Designate the site outside 5 London Road, Croydon, CR0 2LE for the purposes of street trading, and;
2. To grant a street trading licence to the site.

The second application put to the committee for consideration was on the highway outside TFC Croydon Limited 73-77 London Road, Croydon CR0 2RF and the applicant was Mr Ercan Ucar who was represented at the meeting by his sister.

Officers explained that this site had also been operating a temporary licence and that no comments or objections had been received from local residents or from the consulted authorities.

Members expressed similar concerns about those in wheelchairs being able to pass the displays, and checked how the enforcement team monitored potential issues like this, to which officers explained that there were regular patrols and that issues with free passage would be taken up with the licence holder to manage.

In response to member questions officers answered that two metres was the minimum required distance from the edge of a shop display to the kerb and that this section of the road was Croydon Council-maintained.

The Chair stated that the road in the images in the reports pack appeared to be very narrow outside the display, and officers asked the committee to consider whether that was putting pedestrian safety at risk.

Officers explained that no issues had been raised whilst the applicant operated under the temporary licence, which had been in place for seven months.

The applicant responded to the committee's concerns that there had been no accidents in the time that the temporary licence had been in place, and that they tried to keep the displays outside very safe and neat. Ms Ucan explained that outside mainly vegetables were displayed, and that crowding did not tend to happen as consumers bought whole boxes rather than individual items of food.

Officers also explained that it was for members to decide based on the information provided whether the saturation point of an area had been reached, taking into account the safety of the public.

It was **MOVED** by the Chair and **SECONDED** by Councillor Herman and put to the vote.

RESOLVED, by seven votes in favour and two abstentions, to:

1. Designate the site outside TFC Croydon Limited 73-77 London Road, Croydon CR0 2RF for the purposes of street trading, and;
2. To grant a street trading licence to the site.

The third and final application was by Mr Khalil Khidir for the premises on the highway outside 66 London Road, Croydon CR0 2TB. Officers explained that this display was 1.6 metres long and that it protruded 0.80 metres onto the pavement, leaving 3.80 clear metres between the edge of the display and the kerb, and that there was a tree on the pavement from which the edge of the display was located 2.10 metres away. It was clarified that the applicant already had a display outside the neighbouring shop, and that he sought an additional display to cover both shopfronts. There had been no comments or objections from those who had been consulted on the application.

Officers clarified for the committee that the designation was requested between the hours of 8 am and 9 pm, and this was confirmed by the applicant. Members raised some concerns around the situation of the tree and officers explained that the measurement was taken from the base of the tree.

In response to a question from a member the applicant stated that the display would not be in the way of the entrance to a residence.

The Chair **MOVED** to vote which was **SECONDED** and:

RESOLVED, unanimously to:

1. Designate the site outside 66 London Road, Croydon CR0 2TB for the purposes of street trading, and;
 2. To grant a street trading licence to the site.
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12/22

Pavement Licensing - The Business and Planning Act 2020

The Head of Environmental Health, Trading Standards and Licensing presented the report to members with some background information about how the issuing of pavement licences had changed due to the impact of Covid-19 on certain businesses, particularly pubs, restaurants and cafes. The Government had introduced Pavement Licensing to assist those most heavily affected businesses to operate outside to mitigate public health measures, and that the decisions around issuing those licences had been delegated to officers at the time.

This delegation was due to end on 30 September 2022 and so the council sought to extend that delegation for a further year. Officers anticipated that this provision for pavement licensing may become permanent by statute from the next year.

In response to questions from the committee officers explained that a lot of the businesses had already applied for and been granted street trading licences, so they did not have to keep paying for annual pavement licences, and this meant that income from street trading licences to the council was reduced.

Businesses were expected to keep their displays smart and clean and there was a requirement that outside furniture was not fixed in place so that it could be removed at night. The committee expressed its desire to support businesses when considering the saturation point of outside trading. To that end the committee asked questions and was satisfied that outside tables and chairs would have a requirement to be cordoned off and that there had to remain enough room around them for pedestrians to use the pavement safely.

The committee was encouraged to inform the Licensing team if any member was aware of any business in breach of its licensing objectives.

Councillor Parker MOVED to vote on the recommendations which was SECONDED by Councillor Parker and:

RESOLVED, unanimously to:

- 1.1 Delegate authority to the Corporate Director, Sustainable Communities, Regeneration & Economic Recovery to do all things necessary to extend and continue to implement and operate the pavement licensing arrangements under the Business and Planning Act 2020, as amended, including but not limited to the determination of standard conditions which apply, determining applications, revocation of licenses and authorising officers to enforce and exercise these functions.
- 1.2 Set the fee for an application for a pavement licence at £100, which is the maximum fee permitted under the legislation for these licenses, such licenses to be granted for a period up to and including 30 September 2023.

13/22 **Licensing Act 2003 - Consultation: Review of London Borough of Croydon Statement of Licensing Policy including review of cumulative impact zones/policies and proposed introduction of a further cumulative impact area within the London Borough of Croydon Statement of Licensing Policy**

The Head of Environmental Health, Trading Standards and Licensing explained to the committee that the council was duty bound to produce a Statement of Licensing Policy and that this was to be reviewed every five years. The council's policy had last been reviewed in 2017, and so the committee was asked to approve the beginning of a consultation process on the proposed changes which would be brought back to the committee in November before being ratified by Council in December.

The committee had a general discussion around the consultation process seeking to ensure ward councillors were included, to which officers confirmed they would be. They also discussed Cumulative Impact Areas (CIAs) and that the committee felt it was not able to refuse alcohol licences to shops within them, to which officers explained that moral objections had to be licensing-based. The committee was assured that police were highly active in CIAs and that it gave them a review mechanism to home in on premises that caused crime and disorder problems if they arose.

The Chair MOVED to vote on the recommendations which was SECONDED by Councillor Herman and:

RESOLVED, unanimously to:

- 1.1. Agree to commence consultation on the statutory 5 year review of the Council's Licensing Policy under the Licensing Act 2003;

- 1.2. Agree to consult on the review of current Cumulative Impact Areas as set out in the Statement of Licensing Policy to assess whether or not these ought to be retained;
- 1.3. Agree to consult on the potential introduction of a new Cumulative Impact Area as detailed in section 3.24 of the report;
- 1.4. Agree that the consultation referred to in paragraphs 1.1-1.3 shall be for a period of 6 weeks as detailed in paragraph 4.1 of the report;
- 1.5. Note that the outcome of the consultation exercise will be reported back to Committee for further consideration and then onward recommendation to Full Council regarding adoption of the Councils' Statement of Licensing Policy including Cumulative Impact Areas, if any.

14/22 **Exclusion of the Press and Public**

The following motion was moved and seconded and:

RESOLVED:

"That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involved the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended."

The motion was put and it was agreed by the Committee to exclude the press and public for the remainder of the meeting.

15/22 **Part B Minutes of the Licensing Sub-Committee meeting held on 5 April 2022**

RESOLVED:

"That, under Section 100A(4) of the Local Government Act, 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involved the likely disclosure of exempt information falling within those paragraphs indicated in Part 1 of Schedule 12A of the Local Government Act 1972, as amended."

The meeting ended at 8.15 pm

Signed:

Date:

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Public Document Pack Agenda Item 3

Licensing Sub-Committee

Meeting held on Thursday, 1 September 2022 at 10.30 am. This meeting was held remotely.

MINUTES

Present: Councillors Karen Jewitt (Chair), Nina Degrads and Ian Parker

Also Present: Michael Goddard (Head of Environmental Health, Trading Standards and Licensing); Mark Turnbull (Solicitor and Legal Advisor to the Committee); Tariq Aniemeka-Bailey (Trainee Democratic Services Officer) and Jayde Watts (Trainee Democratic Services Officer)

PART A

124/22 **Appointment of Chair**

Councillor Nina Degrads nominated Councillor Karen Jewitt as Chair and Councillor Ian Parker seconded the motion.

The Sub-Committee **RESOLVED** to appoint Councillor Karen Jewitt as Chair for the duration of the meeting of the Sub Committee.

125/22 **Disclosure of Interests**

There were none.

126/22 **Urgent Business (if any)**

There were no items of urgent business.

127/22 **LICENSING ACT 2003 - Application For Variation To A Premises Licence at 6 The Parade, 258 Coulsdon Road, Old Coulsdon**

The Licensing Sub-Committee considered the Application for a Variation to a Premises Licence at **6 The Parade 258 Coulsdon Road, Coulsdon, CR5 1EH** and the representations received as contained in the report of the Corporate Director, Sustainable Communities, Regeneration & Economic Recovery.

The Sub-Committee also considered the representations made by the Applicant, and an objector during the hearing, and the documents submitted by the Applicant in support of their application. The Sub-Committee noted that although some of the objectors were not present at the hearing, they had the benefit of their written representations as part of the report.

The Sub-Committee, having reference to the licensing objectives under the Licensing Act 2003 the Statutory Guidance issued under S182 of the Licensing Act 2003 and the Council Statement of Licensing Policy, **RESOLVED to GRANT** the Application on the basis that the Sub-Committee were satisfied that it would be appropriate to promote the licensing objectives to do so.

The reasons of the Sub-Committee were as follows:

1. In respect of the prevention of crime and disorder objective, the Sub-Committee noted that there was no objection to the Application from the Police, and noted also that in accordance with the Statutory Guidance the Police should usually be the licensing authority's main source of advice on matters relating to the promotion of the crime and disorder licensing objective.
2. In respect of prevention of public nuisance objective, the Sub-Committee noted the importance of focussing on the effects of the variation of the licensable activities at the specific premises on persons living and working (including those carrying on business) in the area around the premises which may be disproportionate and unreasonable, as is suggested by the Statutory Guidance. The Sub-Committee also noted this may include in appropriate circumstances the reduction of the living and working amenity and environment of other persons living and working in the area of the licensed premises.
3. The Sub-Committee noted that there was no objection to the Application from Environmental Health, which is the main source of advice in relation to the public nuisance licensing objective.
4. In this regard the Sub-Committee considered concerns raised relating to an increase in noise nuisance to residents generally, from customers leaving the premises later in the evening and from recorded music and live music, and from customers sitting in outside areas at the premises. The Sub-Committee also considered concerns raised about an increase in the number of people on The Parade and in an alley next to the premises, and possible increases in anti-social behaviour, and littering.
5. The Sub-Committee also considered the specific concerns raised by a resident living above the premises relating to an increase in noise nuisance from recorded and live music, and from customers sitting in outside areas, and from customers leaving the premises later in the evening.

6. As regards possible increases in anti-social behaviour, and littering, the Sub-Committee were aware, and had reference to the Statutory Guidance which provides that, beyond the immediate area surrounding the premises, these are matters for the personal responsibility of individuals under the law. An individual who engages in antisocial behaviour is accountable in their own right. The Sub-Committee was reassured by the Applicant's Noise Management Policy, including Dispersal Policy, and the commitment to clear litter from the front of the premises.
7. The Sub-Committee also noted that in the Statement of Licensing Policy, it is recognised that the diversity of premises selling alcohol covers a wide range of contrasting styles and characteristics and full regard will be had to those differences and the differing impact these will have on the local community. In this respect, the Sub-Committee noted what appeared to be a significant level of support from local residents as indicated in the document "The Aycorn Shoppe's History and Mission Statement" submitted by the Applicant.
8. The Sub-Committee was reassured by the Applicant's Noise Management Policy, including the intended timing and frequency of recorded and live music, and the use of small domestic speakers only and no dedicated bass speaker. The Sub-Committee was also reassured by the Applicant's commitment to try and address the concerns of the resident living above the premises, and to install sound dampening measures in the premises, and to explore the possibility of more substantial measures.
9. The Sub-Committee would like to thank all participants for the manner in which they engaged with and supported the hearing in providing information to allow the Sub-Committee's consideration.

128/22 **Exclusion of the Press and Public**

This item was not required.

The meeting ended at 11.30 am

Signed:

Date:

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Public Document Pack

Licensing Sub-Committee

Meeting held on Friday, 9 September 2022 at 10.30 am. This meeting was held remotely

MINUTES

Present: Councillor Christopher Herman (Vice-Chair);
Councillors Richard Chatterjee and Nina Degrad

PART A

129/22 **Appointment of Chair**

Councillor Christopher Herman was appointed as Chair for the meeting.

It was MOVED by the Chair and RESOLVED to adjourn the meeting in the interest of the public due to the sad death of Her Majesty Queen Elizabeth II.

130/22 **Disclosure of Interests**

There were none.

131/22 **Urgent Business (if any)**

There were no items of urgent business.

132/22 **LICENSING ACT 2003 - Application For a Premises Licence 28 George Street, Croydon**

RESOLVED, to:

Defer this item of business to a meeting of the Licensing Sub-Committee on Friday 23 September 2022.

The meeting ended at 10.40 am

Signed:

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Date:

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Public Document Pack

Licensing Sub-Committee

Meeting of held on Friday, 23 September 2022 at 10.30 am in

MINUTES

Present: Councillor Christopher Herman (Vice-Chair);
Councillors Richard Chatterjee and Nina Degrad

PART A

17/22 **Appointment of Chair**

It was **MOVED** by Councillor Chatterjee and **SECONDED** by Councillor Degrad and **RESOLVED** to appoint Councillor Herman as Chair for this meeting of the Licensing Sub-Committee.

18/22 **Minutes of the Previous Meeting**

The minutes of the Licensing Sub-Committee would be agreed at the meeting of the Licensing Committee on 26 September 2022.

19/22 **Disclosure of Interests**

There were none.

20/22 **Urgent Business (if any)**

There were no items of urgent business.

21/22 **LICENSING ACT 2003 - Application For a Premises Licence 28 George Street, Croydon**

The Licensing Sub-Committee considered the Application for a Premises Licence at **28 George Street Croydon CRO 1PB** and the representations received as contained in the report of the Corporate Director, Sustainable Communities, Regeneration & Economic Recovery.

The Sub-Committee also considered the representations made by the Applicant, and the documents submitted by the Applicant in support of their application. The Sub-Committee noted that although the objectors were not present at the hearing, they had the benefit of their written representations as part of the report.

The Sub-Committee, having reference to the licensing objectives under the Licensing Act 2003 the Statutory Guidance issued under S182 of the Licensing Act 2003 and the Council Statement of Licensing Policy, **RESOLVED to GRANT** the Application on the basis that the Sub-Committee was satisfied that it would be appropriate to promote the licensing objectives to do so.

The reasons of the Sub-Committee were as follows:

1. In respect of the prevention of crime and disorder objective, the Sub-Committee noted that there was no objection to the Application from the Police, and noted also that in accordance with the Statutory Guidance the Police should usually be the licensing authority's main source of advice on matters relating to the promotion of the crime and disorder licensing objective.
2. In respect of the prevention of public nuisance objective, the Sub-Committee noted the importance of focussing on the effects of the licensable activities at the specific premises on persons living and working (including those carrying on business) in the area around the premises which may be disproportionate and unreasonable, as is suggested by the Statutory Guidance. The Sub-Committee also noted this may include in appropriate circumstances the reduction of the living and working amenity and environment of other persons living and working in the area of the licensed premises.
3. The Sub-Committee noted that there was no objection to the Application from Environmental Health, which was the main source of advice in relation to the public nuisance licensing objective.
4. In this regard the Sub-Committee considered concerns raised relating to an increase in noise nuisance to residents and local businesses generally, from recorded music and live music, including from music as customers used the front doors, and from customers in outdoor seating at the front of the premises. The Sub-Committee also considered concerns raised about outdoor seating at the front of the premises

causing congestion on the pavement on George Street. The Sub-Committee also considered concerns raised about possible increases in drunkenness and anti-social behaviour, and concerns that the outdoor seating at the front of the premises would become a magnet for anti-social behaviour.

5. The Sub-Committee also considered the specific concerns raised by a resident living a short distance from the premises relating to an increase in noise nuisance from recorded and live music, and an increase in drunkenness and anti-social behaviour which made her feel fearful and vulnerable.
6. As regards possible increases in anti-social behaviour, the Sub-Committee was aware, and had reference to the Statutory Guidance which provided that, beyond the immediate area surrounding the premises, these were matters for the personal responsibility of individuals under the law. An individual who engaged in antisocial behaviour was accountable in their own right. The Sub-Committee was reassured by the document submitted by the Applicant entitled "Off trade licence 28 George Street" which sought to explain and allay concerns about off licence sales at the premises. The Sub-Committee was also reassured that any off-licence sales would only be over the bar, and by proposed conditions preventing any open containers of alcohol or glassware leaving the premises, and in relation to SIA door supervisors. The Sub-Committee was also reassured by the Applicant's decision not to pursue proposals for outdoor seating at the front of the premises.
7. In relation to the prevention of crime and disorder objective, and the prevention of public nuisance objective, the Sub-Committee was also reassured that the Applicant had engaged with the Police, and that following discussions with the Police licensing officer the Applicant had amended the Application to include conditions to be placed on the licence should the Application be granted, and also to reduce the permitted hours specified in the Application.
8. The Sub-Committee also noted that in the Statement of Licensing Policy, it was recognised that the diversity of premises selling alcohol covered a wide range of contrasting styles and characteristics and full regard would be had to those differences and the differing impact these would have on the local community. In this respect, the Sub-Committee noted what appeared to be a level of support from local residents and businesses as indicated in the document entitled "Supporting

Statements for licensing of 28 George Street” submitted by the Applicant.

9. The Sub-Committee was reassured by the Applicant’s representations as regards the nature of the premises and the live and recorded music, the positioning of speakers etc. and by the fact the Applicant had a noise management plan. The Sub-Committee was also reassured by the Applicant’s commitment to have a dialogue with local residents in an effort to mitigate any on-going concerns.

10. The Sub-Committee would like to thank all participants for the manner in which they engaged with and supported the hearing in providing information to allow the Sub-Committee’s consideration.

The meeting ended at Time Not Specified

Signed:

Date:

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REPORT TO:	LICENSING COMMITTEE 29 NOVEMBER 2022
SUBJECT:	LICENSING ACT 2003 – REVIEW OF LONDON BOROUGH OF CROYDON STATEMENT OF LICENSING POLICY AND CUMULATIVE IMPACT AREAS WITHIN THE LONDON BOROUGH OF CROYDON STATEMENT OF LICENSING POLICY
LEAD OFFICER:	Corporate Director, Sustainable Communities, Regeneration and Economic Recovery Department
CABINET MEMBER:	Cllr. Scott Roche, Cabinet Member for Streets & Environment
WARDS:	ALL
CORPORATE PRIORITY/POLICY CONTEXT: Statutory review of policy document.	
<p>FINANCIAL SUMMARY:</p> <p>The Licensing Act 2003 became fully operational on 24 November 2005. The local authority has been processing applications with regard to this legislation since 7 February 2005, which was the start of the conversion period under the Act.</p> <p>There are no financial implications associated with this report, save for those set out in the body of the report with regard to decision making by the Licensing Sub-Committee, the substantive licensing committee and full Council.</p> <p>The costs of administering the functions associated with this report will be met from existing resources.</p>	

1. RECOMMENDATIONS

The Committee is asked to:

- 1.1. Consider the outcome of the consultation on the review of Statement of Licensing Policy as summarised in the report and detailed in full at Appendices 3 and 4 and proposed revisions to that Policy as detailed in the report and set out in full at Appendix 8.
- 1.2 Consider the response to the consultation on the 5 potential Cumulative Impact Areas as set out in Appendix 4 and the reasons and evidence base for this (Appendix 1, 2, 3 and 4); and

- 1.3 Agree that, as a result of the response to the consultation and in light of the information within the draft assessment of cumulative impact:
- 1.3.1 The Licensing authority remains of the opinion that the number of relevant authorisations (for the sale of alcohol for consumption off the premises from off-licenses, shops and supermarkets) in respect of premises in cumulative impact areas 1-4 described in the draft cumulative impact assessment at Appendix 7 is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in cumulative impact areas 1-4;
- 1.3.2 The Licensing authority is of the opinion that the number of relevant authorisations (for the sale of alcohol for consumption off the premises from off-licenses, shops and supermarkets) in respect of premises in cumulative impact area 5 described in the draft cumulative impact assessment at Appendix 7 is such that it is likely that it would be inconsistent with the authority's duty under Section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of the premises in cumulative impact area 5;
- 1.3.3 That a summary of the draft cumulative impact assessment, which is set out in full at Appendix 7 be incorporated into the revised Statement of Licensing Policy to be recommended to Full Council for approval;
- 1.4 Recommend to Full Council the adoption and publication of the revised Statement of Licensing Policy 2023-2028 at Appendix 8.
- 1.5 Note that if the revised Statement of Licensing Policy is approved by Full Council, officers will make arrangements to ensure that the Statement of Licensing Policy and Cumulative Impact Assessment is published in accordance with statutory requirements. It is proposed that the revised policy and cumulative impact assessment will be operative from no later than February 2023.

2. EXECUTIVE SUMMARY

2.1 The Licensing Act 2003 made local authorities, as licensing authorities, responsible for the administration of licences and certificates for:

- The sale/supply of alcohol
- The provision of regulated entertainment and
- The provision of late night refreshment

There are four licensing objectives which underpin the legislation and these are:

- The prevention of crime and disorder
- The prevention of public nuisance
- Public safety

- The protection of children from harm

All decisions under the Act must be taken with a view to promoting these licensing objectives.

- 2.2 In addition to processing applications, the Act requires each licensing authority to determine and publish a policy setting out how it will exercise its functions under the Act. The first London Borough of Croydon Licensing Policy was published on 1 December 2004. The Act requires the Council to review and re-publish its policy every 5 years but it may also review it at any time within that 5-year period should it see fit.
- 2.3 The policy was last reviewed in 2017 and re-published in February 2018. The Council has therefore commenced a review of its policy, consulted on the draft proposals and the revised policy needs to be considered by the Licensing Committee and, if satisfied, recommended to Full Council for adoption. The proposed revised Statement of Licensing Policy is at Appendix 8 for members' consideration. Once the policy is approved by Full Council, there are publication requirements which need to be met as detailed in the body of the report below.
- 2.4 This report details the consultation undertaken as part of the review and seeks a recommendation to full Council for adoption of the revised policy.

3. DETAIL

- 3.1 A report was brought to Licensing Committee on 26 September requesting authority to commence consultation on the statutory review of the Statement of Licensing Policy, including consultation on a review of existing cumulative impact areas and a proposed new cumulative impact area which, if adopted, would be set out within the Statement of Licensing Policy. For ease of reference, the report and supporting documentation can be viewed here:
<https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=135&MId=3055&Ver=4>.

Statement of Licensing Policy:

- 3.2 In reviewing and adopting a Statement of Licensing Policy, the Licensing Authority and in turn Full Council when it is asked to approve the policy, must have regard to the following fundamental principles:
- All statements of policy should begin by stating the four licensing objectives, which the licensing policy should promote. In determining its policy, a licensing authority must have regard to the Statutory Guidance and give appropriate weight to the views of consultees.
 - While statements of policy may set out a general approach to making licensing decisions, they must not ignore or be inconsistent with provisions in the 2003 Act. For example, a statement of policy must not undermine the right of any person to apply under the terms of the 2003 Act for a variety of permissions and to have any such application considered on its individual merits.
 - Similarly, no statement of policy should override the right of any person to make representations on an application or to seek a review of a licence or

certificate where provision has been made for them to do so in the 2003 Act.

- Statements of policy should make clear that:
 - licensing is about regulating licensable activities on licensed premises, by qualifying clubs and at temporary events within the terms of the 2003 Act; and
 - conditions attached to various authorisations will be focused on matters which are within the control of individual licence holders and others with relevant authorisations, i.e. the premises and its vicinity.
- A statement of policy should also make clear that licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or authorisation concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy in town and city centres.

Cumulative Impact:

- 3.3 Cumulative impact is the potential impact on the promotion of the licensing objectives (listed at 2.1 above) of a number of licensed premises concentrated in one area which are disproportionate and arise as a result of the concentration of particular types of premises in close proximity. In other words, 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 the Council as Licensing Authority may consider it appropriate to introduce a Cumulative Impact assessment to manage this cumulative impact.
- 3.4 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. These areas are called Cumulative Impact Areas (CIAs). CIAs can relate to applications for new premises licences and club premises certificates and applications to vary existing premises licences and club premises certificates in a specified area. They do not change existing licenses granted.
- 3.5 Section 5A of the 2003 Act sets out what a licensing authority needs to do in order to publish a Cumulative Impact Assessment and review it, including the requirement to consult with the persons listed in section 5(3) of the 2003 Act (see paragraph 4.1 below for a full list). However, any Cumulative Impact Assessment published by a licensing authority must be summarised in its statement of licensing policy. Under section 5(6D) a licensing authority must also have regard to any Cumulative Impact Assessment it has published when determining or revising its statement of licensing policy. The Council has undertaken a simultaneous review of and consultation on its Statement of Licensing Policy and its Cumulative Impact Assessment which currently details 4 Cumulative Impact Areas (CIAs).

- 3.6 In respect of the existing CIAs, if, having consulted, the licensing authority decides that it remains of the opinion set out in the Assessment, it must revise the Assessment to include a statement to that effect and set out the evidence as to why it remains of that opinion. It is important for any evidence included in the revised CIA to be robust and relevant to the current problems described. The licensing authority must also at this stage publish any other material change to the assessment. For example, if the types of premises or area described in the assessment have changed due to a shift in the nature of the problems being experienced or where there is evidence of the emergence of a new type of problem.
- 3.7 There can be confusion about the difference between the “need” for premises and the “cumulative impact” of premises on the licensing objectives; for example, on crime and disorder. “Need” concerns the commercial demand for another pub or restaurant or hotel or shop and is a matter for the planning authority and for the market. This is not a matter for a licensing authority in discharging its licensing functions or for its statement of licensing policy.

Review of Current CIAs:

- 3.8 All four current CIAs relate specifically to off licences, shops and supermarkets that are permitted to sell alcohol for consumption ‘Off’ the premises – Off sales. Any decision to introduce a CIA or retain a CIA must be evidence based and a licensing authority is required to set out evidence of problems that are being caused or exacerbated by the cumulative impact of licensed premises in the area(s) described. That evidence is then used to justify the statement that it is likely that granting further premises licenses in that area (in this case for ‘Off’ sales of alcohol) would be inconsistent with the authority’s duty to promote the licensing objectives.
- 3.9 When Cumulative Impact Assessments were given statutory status on 6 April 2018, there were no transitional or grandfather provisions applying to cumulative impact zones already in existence which had been introduced in line with the then Statutory Guidance. They remained in place as part of the Council’s Statement of Licensing Policy but it was recommended in current guidance that they be reviewed within a maximum of three years following the legislative change or when the licensing policy was next reviewed, whichever was the sooner. The requirement to consider and review any Cumulative Impact Areas in place also forms part of the statutory requirements on the Council. At their meeting on 17 March 2021, the Council’s Licensing Committee considered a report and determined that the four existing Cumulative Impact Areas be retained in the Licensing Policy, pending the statutory review of the Statement of Licensing policy which is the subject of this report.
- 3.10 As part of the review process of the existing CIAs, the Council gathered data relating to alcohol use from Public Health and Violence Reduction Network officers and this is set out in Appendix 1. Cognisant of the fact that there is no Public Health licensing objective in the Licensing Act 2003, the data needs to be assessed in respect of its relevance to the four licensing objectives in the Act. Accordingly, in precis –

- Data shows that there is a strong relationship between alcohol and a range of crimes including violence.
- Graphs illustrate the volume and harm of alcohol related crime in the borough over the last 5 years. Volume has shown a steady increase. Harm figures have fluctuated but as can be seen, 2021/22 gave the highest figures over the last five years for both alcohol volume and harm.
- The data shows that over 60% of alcohol related crime volume committed in the borough in 2021/22 was violence against the person. In relation to alcohol related crime harm in the borough in 2021/22, over half of all committed were sexual offences and around a third was violence.
- Alcohol related crime is closely linked to domestic violence which has also seen higher levels of reported offences in Croydon. Alcohol related crime flagged as domestic has increased year on year over the past five years with 40% of all crimes being domestic in 2021/22.
- That said, the proportion of alcohol related crime harm flagged as domestic committed over the last five years has stayed fairly static at 27%.
- PHE analysis of alcohol sales data has shown a positive association at local authority level between off sales and alcohol specific hospital admissions.

3.11 In respect of cumulative impact area 1 (Along the Brighton Road; South End; High Street, George Street corridor) members will notice that this corridor flows through one of the areas in the borough with the highest density of off licenses per population. It will also be noted that this corridor flows through the area in the borough with the highest rates in 2021/22 for both alcohol related crime volume and harm. In addition, it can be seen that this corridor flows through one of the two areas in the borough with the highest volume of ASB incidents in 2021/22.

3.12 In respect of cumulative impact area 2 (Along the London Road/Streatham High Road corridor) members will note that this corridor flows through areas with high numbers of off licenses per population and also one of the areas in the borough with the highest density of off licenses per population. It will also be noted that this corridor flows through two areas with high rates in 2021/22 for both alcohol related crime volume and harm. In addition, it can be seen that this corridor flows through one of the two areas in the borough with the highest volume of ASB incidents in 2021/22.

3.13 In respect of the cumulative impact area 3 (Along the Brigstock Road and High Street, Thornton Heath corridor) members will note that this corridor abuts two of the areas in the borough with the highest density of off licenses per population. It will also be noted that this corridor flows through areas that in 2021/22 had high levels of both alcohol related crime volume and harm. In addition, it can be seen that this corridor flows through two areas with high volumes of ASB incidents in 2021/22.

3.14 In respect of the cumulative impact area 4 (Along the length of Central Parade, New Addington) members will notice that that this corridor flows through one of the areas in the borough with the highest density of off licenses per population. Members will also note that in 2021/22, this area had lower (though not the lowest in the borough) levels of alcohol related crime volume and harm and anti-social behaviour than the three preceding CIAs.

- 3.15 Members will note that the four current CIAs saw the highest volume of alcohol related offences in 2021/22 in the last five years. This was measured by identifying the number of offences in a 150m area of the CIAs. It is considered that the above referenced problems are being caused or exacerbated by the cumulative impact of licensed premises in the area(s) described which sell alcohol for consumption off the premises. Consultation was therefore undertaken on these four areas being cumulative impact areas in future.
- 3.16 Having regard to the contents of Appendix 1 and to the consultation responses detailed at Appendix 3 and 4 the Licensing Committee, acting as Licensing Authority of the Council, is recommended to determine that it remains of the opinion that the number of relevant authorisations (for 'Off' sales of alcohol by off licences, shops and supermarkets that are permitted to sell alcohol for consumption 'Off' the premises) in respect of premises in cumulative impact areas 1-4 as described in the cumulative impact assessment at Appendix 7 is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in cumulative impact areas 1-4.

Cumulative Impact Area 5: proposed new area: High Street and Portland Road, South Norwood:

- 3.17 Having regard to Appendix 1, members will notice that in the High Street and Portland Road area of South Norwood, both alcohol related crime volume and alcohol related harm were at their highest in that area in 2021/22 over the previous five-year period, with significant increases in both volume and harm between 2019/20 and 2021/22. Two of the licensing objectives in the Act are the prevention of crime and disorder and the prevention of public nuisance.
- 3.18 Between February 2018 and July 2022, the Licensing Authority received 9 applications for premises which sell alcohol off the premises in this area and this has led to a net increase in the number of premises selling alcohol for consumption off the premises by 2 premises. In this area, there are currently 30 premises which are classified as shops, supermarkets or off licenses and are authorised to sell alcohol off the premises, with 10 being on High Street and 20 on Portland Road.
- 3.19 In light of the increased alcohol related crime volume and alcohol related harm, it was considered that the above referenced problems are potentially being caused or exacerbated by the cumulative impact of licensed premises in the area(s) described which sell alcohol for consumption off the premises. Accordingly, consultation on including the area detailed in paragraph 3.19 below as a future cumulative impact area was suggested so that the Council is able to determine whether or not it is likely that granting further premises licenses in that area (in this case for 'Off' sales of alcohol from off-licenses, shops and supermarkets) would be inconsistent with the authority's duty to promote the licensing objectives under the Act.
- 3.20 A proposal to introduce a new Cumulative impact area (Cumulative Impact Area 5) was therefore consulted on as part of the review. The area identified was High Street, South Norwood from the junctions with Oliver Grove and Station Road to the junction with Lancaster Road and Portland Road from the junction with High

Street to the junction with Spring Lane, Woodside in respect of sales of alcohol off the premises from off licenses, supermarkets and shops on the basis that the current evidence indicates that it experiences high levels of alcohol related crime and alcohol related hospital admissions and the density of shops selling alcohol for consumption off the premises is significantly higher than in other parts of the borough. A map of this proposed area is at Appendix 2 (marked cumulative impact area 5)

3.21 Having regard to the contents of Appendix 1 and to the consultation responses detailed at Appendixes 3 and 4 the Licensing Committee, acting as Licensing Authority of the Council, is recommended to determine that it is of the opinion that the number of relevant authorisations (for 'Off' sales of alcohol by off licences, shops and supermarkets that are permitted to sell alcohol for consumption 'Off' the premises) in respect of premises in cumulative impact area 5 as described in the cumulative impact assessment at Appendix 7 is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in cumulative impact area 5.

Consultation outcome:

3.22 The statutory consultation ran from 4 October 2022 for a period of 6 weeks, closing on 15 November 2022 and further detail relating to Consultation and future publication requirements are set out in Section 4 below.

3.23 Written comments were received during the consultation period and a copy of those comments are attached at Appendix 3. Would committee members please note that in numerical terms, the consultation for the current review drew a greater volume of responses than previous reviews and the responses indicated that a majority of respondents supported the proposals in relation to cumulative impact areas. A schedule of the specific comments made is attached at Appendix 4 to this report showing where it is proposed that the policy is changed, or conversely is not altered, as a result of those comments.

Proposed changes to the Statement of Licensing Policy:

3.24 In undertaking the consultation and revisions to the Statement of Licensing Policy and considering the proposals in respect of the Cumulative Impact Areas as detailed in the Cumulative Impact Assessment, the Licensing Authority has had regard to the Licensing Act, secondary regulations, the Home Office Guidance issued to Local Licensing Authorities under s182 of the Act (April 2018 edition) and the outcome of the consultation.

3.25 In light of the outcome of the consultation and having due regard to the equalities impact assessment and the Council's public sector equalities duty, Licensing Committee is recommended to approve the below summarised changes be made to the Statement of Licensing Policy and that the revised Statement of Licensing Policy at Appendix 8 be recommended to Full Council for approval.

3.26 A summary of the recommended changes are as follows:

- Retain the four current [Cumulative Impact Areas](#) as listed in the existing licensing policy

- Introduce a new, fifth Cumulative Impact Area for High Street and Portland Road, South Norwood into the licensing policy
- Remove the two '[special stress areas](#)' – High Street & Portland Road, South Norwood and Lower Addiscombe Road
- Update general details in the policy such as borough population, committee and board names and responsibilities. This includes changes to incorporate the new governance structure of the Council with the election of an Executive Mayor and reflects the aspirations for the borough.
- Additional wording regarding Equalities duties for the Council and operators
- Updates to references to relevant guidance documents

4. CONSULTATION AND PUBLICATION

4.1 Section 5(3) of the Licensing Act 2003 specifies which parties must be consulted with as part of any review of a Statement of Licensing Policy or in respect of cumulative impact area reviews or the introduction of new cumulative impact areas and these are –

- the chief officer of police for the licensing authority's area;
- the fire and rescue authority for that area;
- each Local Health Board for an area any part of which is in the licensing authority's area;
- each local authority in England whose public health functions within the meaning of the National Health Service Act 2006 are exercisable in respect of an area any part of which is in the licensing authority's area;
- such persons as the licensing authority considers to be representative of holders of premises licences issued by that authority;
- such persons as the licensing authority considers to be representative of holders of club premises certificates issued by that authority;
- such persons as the licensing authority considers to be representative of holders of personal licences issued by that authority; and,
- such other persons as the licensing authority considers to be representative of businesses and residents in its area.

4.2 In terms of selecting “such other persons” as are referenced in paragraph 4.1 above, the Council also consulted a wide range of community organisations, relevant trade associations, all Croydon ward councillors and the three borough MPs. In addition, all available council communication channels were used to promote the consultation and encourage people to complete the survey.

4.3 The consultation on the review of the Statement of Licensing Policy and cumulative impact assessment (which detailed 4 existing and 1 new proposed cumulative impact area) commenced on 4 October 2022. A copy of the current licensing policy together with information setting out the proposed amendments to the policy was circulated to statutory consultees and a number of interested parties under the definition of “such other persons”. In addition, all available council communication channels were used to promote the consultation and encourage people to complete the survey, including via social media and the Council's website. A list of statutory consultees and interested parties included in the consultation is attached at Appendix 5.

- 4.4 The statutory consultees and interested parties were asked for their comments and views on the proposed amendments to the policy. The Council undertook an online consultation and survey which invited residents and those working in the borough to give their views on the proposals. A copy of all information and documentation included in the consultation can be found at the following link: [Have your say on Croydon's licensing policy | Get Involved Croydon](#) . In addition, consultees were also invited to contact the Council's Licensing Team directly with comments at licensing@croydon.gov.uk .
- 4.5 The consultation period was 6 weeks, ending on 15 November 2022. A copy of the consultation documentation can be found at the link at 4.4 above and in addition, a copy of the consultation survey questions is attached at Appendix 6.
- 4.6 Would the committee please note that if the revised Statement of Licensing Policy is approved by Full Council, officers will make arrangements to ensure that the Statement of Licensing Policy and Cumulative Impact Assessment is published in accordance with statutory requirements. It is proposed that the revised policy and cumulative impact assessment will be operative from no later than February 2023.
- 4.7 The timetable leading up to the Licensing Policy being republished is as follows:

DATE	ACTION
15.11.22	Deadline for consultation responses.
29.11.22	Licensing Committee
14.12.22	Full Council
16.12.22	Publication
February.23	Operative Date of new Statement of Licensing Policy

5. FINANCIAL CONSIDERATIONS

1 Revenue and Capital consequences of report recommendations

There are no direct financial implications associated with this report, subject to the risks at 2 & 3 below. This matter is being processed as part of normal duties and therefore the work associated with it is contained within the departmental budget.

2 The Effect of the Decision

Decisions of the Licensing Sub Committee, the substantive licensing committee and full Council may be subject to appeal and/or Judicial Review.

3 Risks

An appeal against a decision of the Licensing Sub-Committee or a Judicial Review of the application and/or policy making processes, including a Judicial review in respect of the Statement of Licensing Policy or adoption or retention of cumulative impact areas may present financial risks to the Council with regard to undertaking litigation and any award of costs against it which might arise as a result.

4 Options

There are no other options available to the Council. The Council is required to review its statement of Licensing Policy in the statutory time frame. In addition, the Council is required to review existing Cumulative Impact Areas to consider whether or not it is of the view that they ought to be retained. The Council has the power to consider the introduction of further cumulative impact areas subject to the necessary evidence.

5 Savings/Future Efficiencies

None identified

(Approved by: Darrell Jones, Acting Head of Finance Sustainable Communities, Regeneration & Economic Recovery)

6. COMMENTS OF THE SOLICITOR TO THE COUNCIL

- 6.1 The Head of Litigation and Corporate Law comments on behalf of the Director of Legal Services and Monitoring Officer that the Statement of Licensing Policy provides the framework under which the licensing function is administered and the Council's approach under the Licensing Act 2003.
- 6.2 The Licensing Act 2003 requires the determination and publication of a Statement of Licensing Policy for each successive five year period. The current policy expires in 2023. The Council must keep the policy under review during the five year period and make such changes as are considered necessary.
- 6.3 In accordance with the Licensing Act 2003 the Statement of Licensing Policy must be determined by Full Council after consultation has been undertaken with prescribed bodies. These prescribed bodies are detailed in section 4 above.
- 6.4 The Licensing Authority must have regard to the statutory guidance issued under section 182 of the Licensing Act 2003 when drafting its policy and in undertaking any reviews of existing cumulative impact areas or seeking to remove or introduce new cumulative impact areas. The latest version of the Statutory Guidance was issued by the Home Office in April 2018.
- 6.5 Section 5A of the 2003 Act sets out what a licensing authority needs to do in order to publish a Cumulative impact Assessment and review it, including the requirement to consult with the persons listed in section 5(3) of the 2003 Act. These are the same parties who are set out in Section 4 above. The 2003 Act does not stipulate how the Cumulative impact assessment should be used once published, because the requirements for determining applications for new licences or variations are the same in areas with a Cumulative impact area (CIA) as they are elsewhere, as set out in sections 18, 35, 72 and 85 of the Act. However, any Cumulative impact assessment published by a licensing authority must be summarised in its statement of licensing policy. Under section 5(6D) a licensing authority must also have regard to any Cumulative impact assessment it has published when determining or revising its statement of licensing policy.

- 6.6 The Cumulative Impact assessment must include a statement saying that the licensing authority considers that the number of premises licences and/or club premises certificates in one or more parts of the area described is such that it is likely that granting further licences would be inconsistent with the authority's duty to promote the licensing objectives. As part of the publication a licensing authority must set out the evidential basis for its opinion.
- 6.7 Cumulative Impact Assessments may relate to premises licensed to carry on any licensable activity, including the sale of alcohol for consumption on or off the premises and the provision of late night refreshment. The assessment may relate to all premises licences and club premises certificates in the area described in the assessment or parts thereof, or only to premises of a particular kind described in the assessment. The licensing authority must make clear, when publishing its assessment, which premises types it applies to. CIA's do not apply to Temporary Event Notices (TEN's).
- 6.8 While the evidence underpinning the publication of a 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 2003 Act. Each decision in an area subject to a CIA (Cumulative Impact Area) 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. Importantly, the publication of an assessment would not remove a licensing authority's discretion to grant applications for new licences or applications to vary existing licences, where the authority considers this to be appropriate in the light of the individual circumstances of the case. Evidence of cumulative impact on the promotion of the licensing objectives needs to relate to the relevant problems identified in the specific area to be covered by the CIA. Members will also be aware that it is only when an application has drawn relevant representations and been referred to the licensing sub-committee as a result of those representations, that cumulative impact can be considered. Where no relevant representations have been received, the Sub-Committees' ability to consider the matter is not engaged.
- 6.9 After considering the available evidence and consulting those individuals and organisations listed in section 5(3) of the 2003 Act and any others, a licensing authority may be satisfied that it is appropriate to publish a Cumulative Impact Assessment. The steps to be followed in considering whether to publish a assessment are summarised below -
- Identify concern about crime and disorder; public safety; public nuisance or protection of children from harm in a particular location.
 - Consider whether there is good evidence that crime and disorder or nuisance are occurring, or whether there are activities which pose a threat to public safety or the protection of children from harm.
 - If there is evidence that such problems are occurring, identify whether these problems are being caused by the customers of licensed premises, or that cumulative impact is imminent.
 - Identify the boundaries of the area where problems are occurring

- For the purposes of the consultation provide the persons specified in section 5(3) with the following information:
 - the reasons why it is considering publishing an assessment;
 - a general indication of the part or parts of its area which it is considering describing in the assessment;
 - whether it considers that the assessment will relate to all premises licence and club premises certificate applications and variation applications, or only to those of a particular kind described.
- Subject to the outcome of the consultation, include and publish details of the assessment, including the evidence in support of the assessment and the particular kinds of premises the assessment relates to.
- Summarise the licensing authority's opinion in light of the evidence of cumulative impact (or any revision to an existing opinion) in the licensing policy statement and explain within the policy statement how the authority has had regard to any assessments it has published under section 5A. The summary within the licensing policy statement should include, but is not limited to: the nature of the problems identified and the evidence for such problems; the geographical extent of the area covered by the assessment; the types of premises described in the assessment; and the types of applications for which it would likely be inconsistent with the licensing authority's duty to promote the licensing objectives to grant.
- After publishing an assessment the licensing authority must, within three years, consider whether it remains of the opinion set out in the assessment. In order to decide whether it remains of this opinion it must again consult the persons listed in section 5(3). If having consulted with the statutory list of persons the licensing authority decides that it is no longer of the opinion set out in the assessment, it must publish a statement to that effect. The statement must make clear that any reference to the assessment in its licensing policy statement no longer applies. The licensing authority should then remove any reference to the assessment within its licensing policy statement at the earliest opportunity.

6.10 If, having consulted, the licensing authority decides that it remains of the opinion set out in the assessment, it must revise the assessment to include a statement to that effect and set out the evidence as to why it remains of that opinion. It will be important for any evidence included in the revised assessment to be robust and relevant to the current problems described. The licensing authority must also at this stage publish any other material change to the assessment. For example, if the types of premises or area described in the assessment have changed due to a shift in the nature of the problems being experienced or where there is evidence of the emergence of a new type of problem.

Approved by: Sandra Herbert Head of Litigation and Corporate Law on behalf of Stephen Lawrence-Orumwense, Director of Legal Services and Monitoring Officer

7. HUMAN RESOURCES IMPACT

7.1 The workload associated with the review of the Licensing Policy will be undertaken within existing resources.

8 EQUALITIES IMPACT

8.1 The council has an obligation under the Public Sector equality duty, which is to eliminate unlawful discrimination, to advance equality of opportunity and to build better relationships between groups with protected characteristics. All negative impacts associated with this proposal have been identified and mitigated for groups with protected characteristics in the EQIA.

Since sign off in September, the service have enhanced the supporting EQIA with consultation comments which are significantly supportive of the proposals.

Approved by: Gavin Handford (Director of Policy, Programmes and Performance)

9 ENVIRONMENTAL IMPACT

9.1 The provisions of the Licensing Act 2003 include consideration of the environmental impact of licensed premises.

10 CRIME AND DISORDER REDUCTION IMPACT

10.1 Three of the four licensing objectives in the Act relate to the prevention of crime and disorder and public nuisance and the protection of children from harm. The licensing policy is a document that the Council, as licensing authority, should have regard to when deciding licence/certificate applications.

11 DATA PROTECTION IMPLICATIONS

11.1 WILL THE SUBJECT OF THE REPORT INVOLVE THE PROCESSING OF 'PERSONAL DATA'?

Whilst personal data may be processed as part of the consultation, the information will not be shared any further. A DPIA is mandatory where data processing "is likely to result in a high risk to the rights and freedoms of natural persons". In this instance the information that may be processed has been categorised as low risk and therefore a DPIA is not required.

(Approved by: Steve Iles, Director of Sustainable Communities)

CONTACT OFFICER: Michael Goddard, Head of Environmental Health,
Trading Standards and Licensing
Tel. Ext. 28259

BACKGROUND DOCUMENTS: None

APPENDICES:

Appendix 1: Evidence base regarding cumulative impact for consultation purposes
Appendix 2: Map of proposed cumulative impact area 5

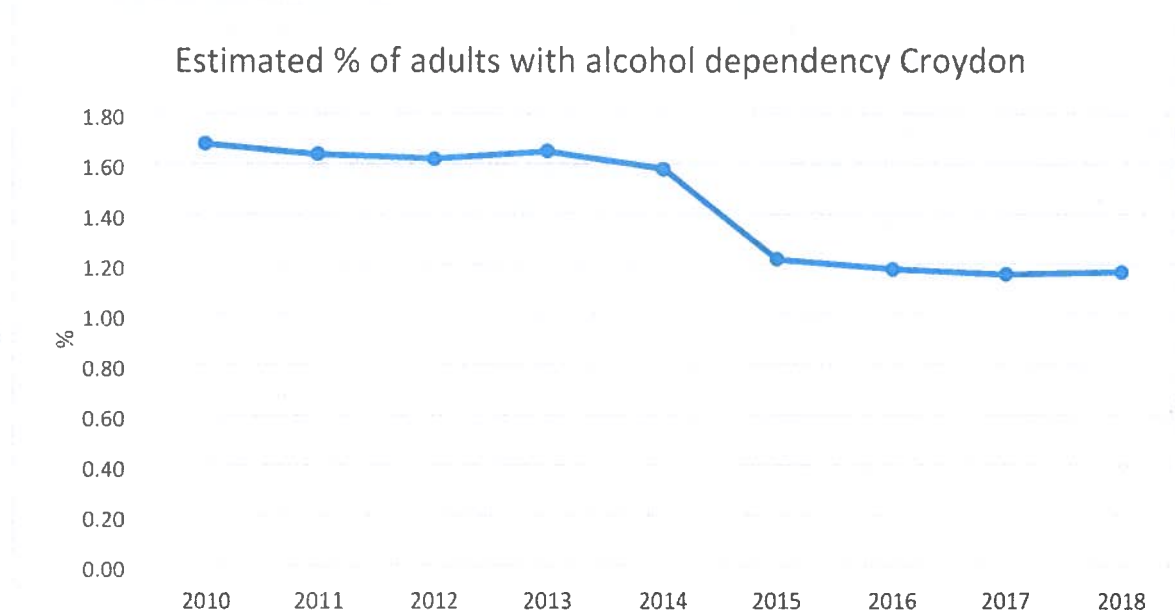
Appendix 3: Survey response report
Appendix 4: Comments to consultation with responses and recommendations
regarding policy
Appendix 5: Consultees list
Appendix 6: Survey questions
Appendix 7: Draft Cumulative Impact Assessment: November 2022
Appendix 8: Revised Statement of Licensing Policy

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Alcohol use

Between 2,718 and 4,485 adults in Croydon were estimated to be alcohol-dependent in 2018-19, between 0.9% and 1.5% of the adult population¹

When looking at trend data, the estimated percentage of adults with alcohol dependency appears to have decreased in recent years.



21% of adults in Croydon abstain from alcohol. 8.6% binge drink on their heaviest drinking day and 15.8% drink more than 14 units of alcohol a week as estimated by the Health Survey for England (2015-18).²

Between 2.4%-4.6% of 15-year-olds in Croydon were regular drinkers, as estimated by The What About Youth survey in 2015.³

Off licenses

As at June 2022, there are 473 premises in Croydon licensed to sell alcohol to drink off the premises (off-licenses). This is equal to a rate of 1.95 off-license premises for every 1,000 people estimated to be living in Croydon and 2.6 per 1,000 of the adult 18+ population.⁴

¹ Public Health England. 2018-19 Estimates of alcohol dependent adults, based on 2014 Adult Psychiatric Morbidity Survey. <https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

² OHID, Local Alcohol Profiles for England. <https://fingertips.phe.org.uk/profile/local-alcohol-profiles>

³ OHID, Child and Maternal Health. <https://fingertips.phe.org.uk/profile/child-health-profiles>

⁴ ONS. 2020 mid-year population estimates. Off-licence numbers taken from local council licensing team. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annualmidyearpopulationestimates/mid2019estimates>

In 2014, a total of 1,398,180 litres of alcohol were through the off trade, this is equivalent to 4.9 litres per adult (aged 18+).²

PHE analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions. No association was found for on-trade sales.

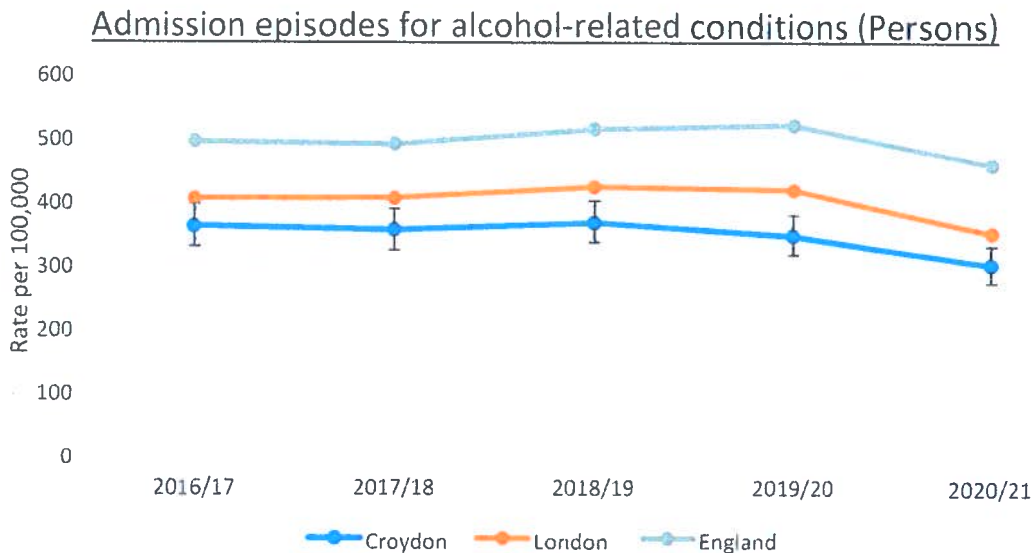
Alcohol-related Road traffic accidents²

26 road traffic accidents in Croydon in 2014-16 were alcohol related. This is a rate of 9.4 per 1,000 road accidents. This is a similar rate to London (10.7) and lower rate than England (26.4).

Hospital admissions²

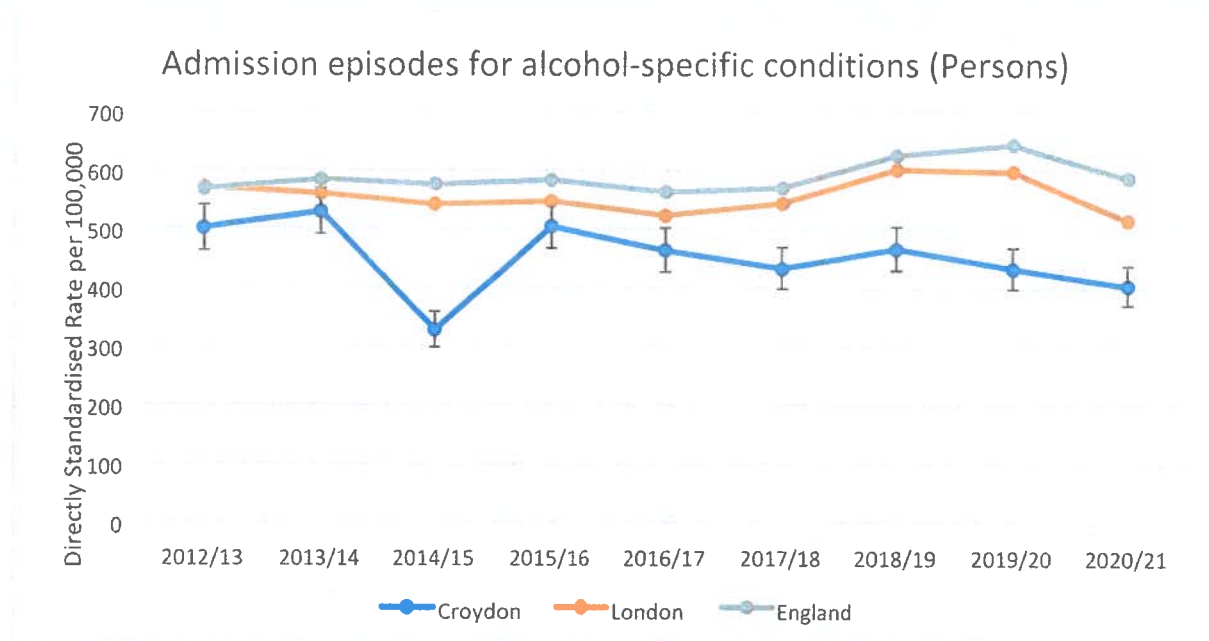
In 2020/21 there were 1,051 admissions to hospital for alcohol-related conditions (narrow definition). This is a rate of 298 per 100,000 population, lower than the rates seen across England (456) and London (348). 22% of these admissions were in people under 40 years of age, 53% in people aged 40-64 years and 25% in people aged 65 or above. In all age groups the rate of hospital admissions for alcohol related conditions is higher in males than females.

When looking at trend data admissions for alcohol related conditions in Croydon have been significantly decreasing and getting better in recent years.



A further 1,440 admissions occurred in the same year for alcohol-specific conditions. This is a rate of 403 per 100,000 population, again lower than the rates seen across England (587) and London (515).

When looking at trend data, admissions for alcohol-specific conditions in Croydon have been significantly decreasing and getting better in recent years.



Mortality²

Latest data (2020) shows that Croydon had an alcohol-specific mortality rate of 10.6 and an alcohol-related mortality rate of 31.3. Rates are directly standardised per 100,000 population. Croydon alcohol-specific mortality rates were similar to both England (13.0) and London (9.9). Alcohol-related mortality rates in Croydon were similar to both England (37.8) and London (32.2). Alcohol-related mortality rates in Croydon were higher in males (46.9) than females (17.9) which were also similar to England and London.

When looking at trend data for alcohol specific mortality and alcohol related mortality in Croydon there is no significant change over the recent years.

Crime

Data⁵ shows that there is a strong relationship between alcohol and a range of crimes including violence. Alcohol-related crime is measured by the Metropolitan Police Service as notifiable crimes which have at least one of the following flags:

- Alcohol consumed at scene by suspect/accused.
- Suspect/accused had been drinking prior to committing offence.
- Victim had been drinking prior to the offence.

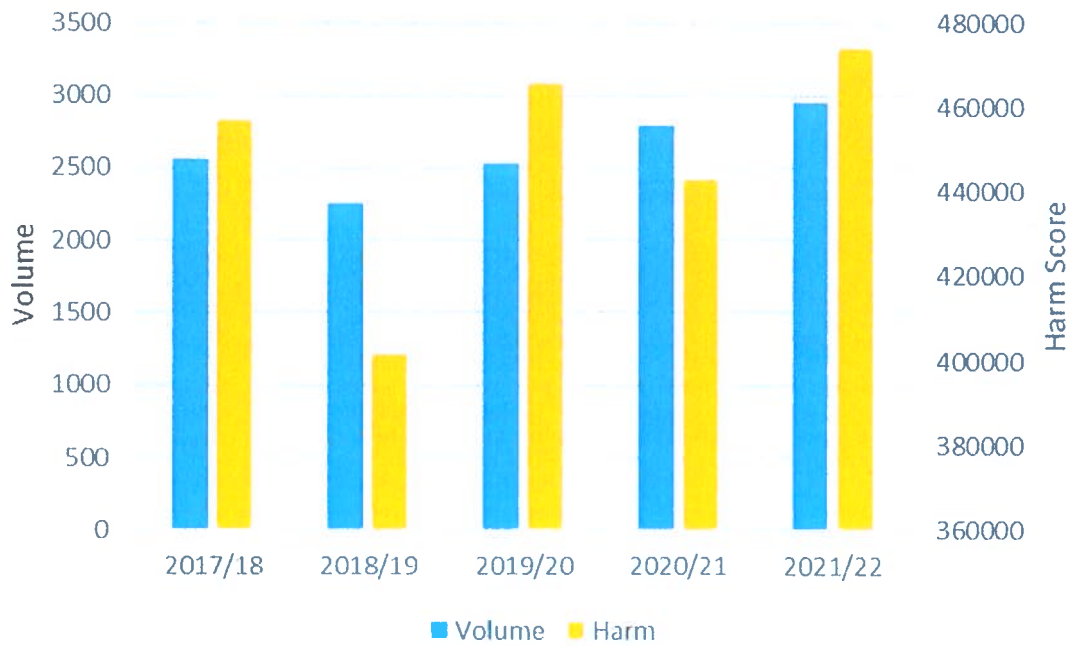
Also, there are specific alcohol-related crimes which are also included in the data (e.g., causing death by careless driving under influence of drink or drugs) and they are the only ones which are notifiable to the Home Office. As there is an issue of reliability of the above flags being recorded consistently, 'wildcards' are also used to identify crimes where alcohol featured e.g., searching for words including 'drunk', 'drinking alcohol' etc in the crime report. However, it must be emphasised that the

⁵ Crime Survey for England and Wales, nature of crime tables (violence)

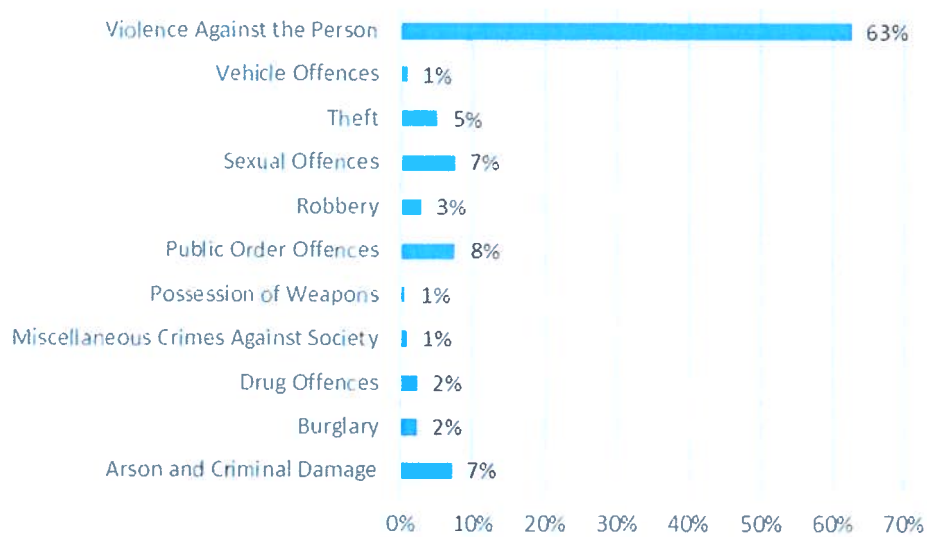
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/natureofcrimetablesviolence>

following statistics on alcohol-related crime in the borough should be treated as the minimal number of crimes where alcohol featured.

The following graph shows the volume and harm⁶ of alcohol-related crime in the borough in the last five years. As shown there has been an overall increase in volume over the last five years and 2021/22 was the highest for alcohol-related crime. In regards to harm, even though this has fluctuated over the same period, 2021/22 was also the highest in five years.

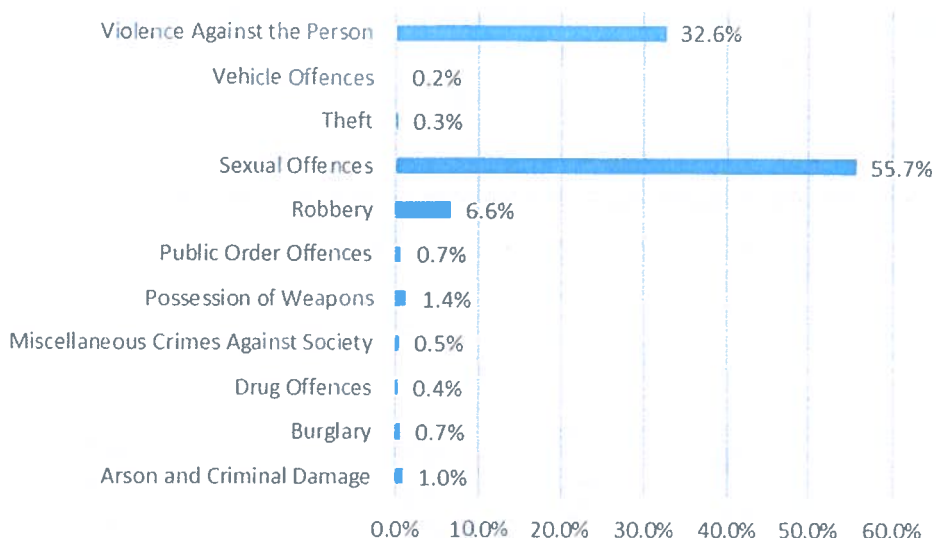


The following chart shows that over 60% of alcohol-related crime volume committed in the borough in 2021/22 was violence against the person. This is followed by 8% being public order offences.

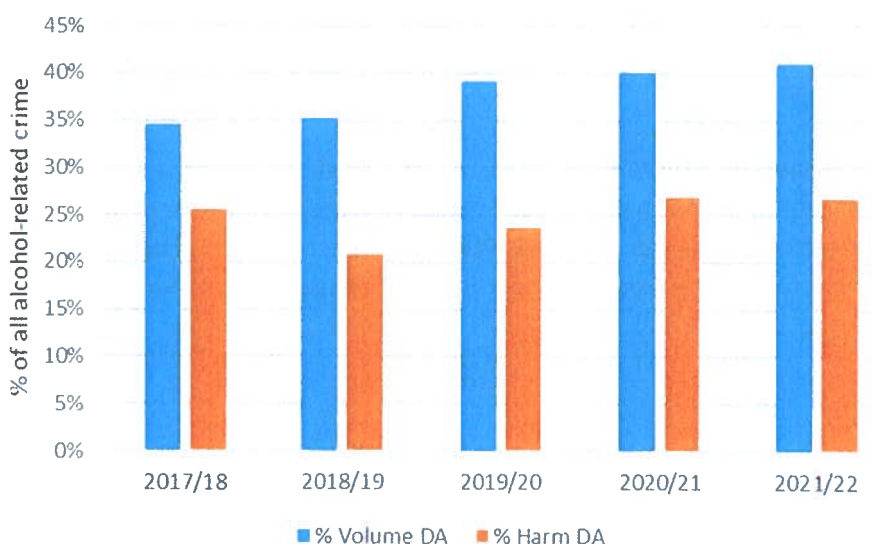


⁶ Crime Harm is measured using the Cambridge Crime Harm Index <https://www.crim.cam.ac.uk/research/thecambridgecrimeharmindex>

By looking at alcohol-related crime harm in the borough in 2021/22, over half of all harm committed were sexual offences and around a third was violence.



Alcohol-related crime is closely linked to domestic violence which has also seen higher levels of reported offences in Croydon. The following chart shows that the proportion of all alcohol-related crime volume which is flagged as domestic has been increasing year-on-year with over 40% of all crimes being domestic in 2021/22. In contrast, the proportion of all alcohol-related crime harm which was flagged as domestic as relatively stable over the last five years with it representing 27% in 2021/22.



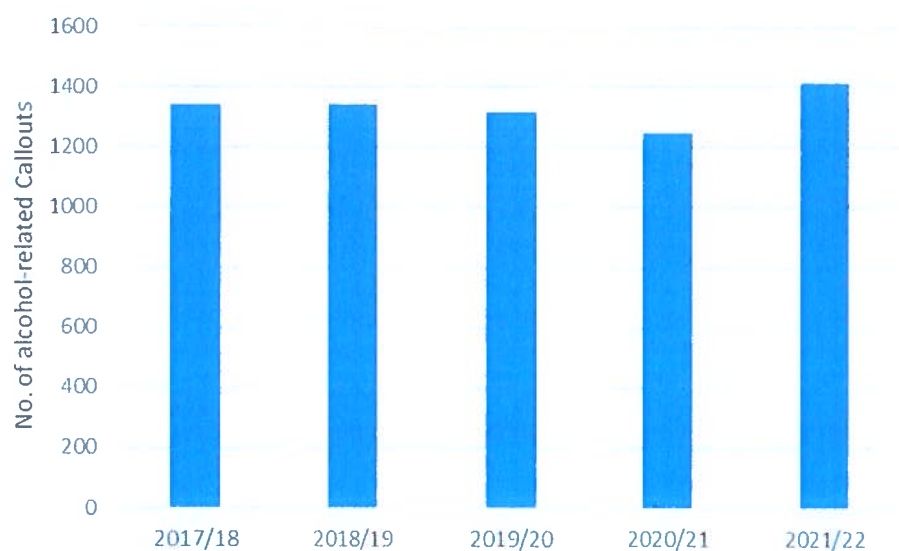
In 2020/21, the Metropolitan Police Service recorded 34,068 crimes within Croydon, of which 11,645 were violence against the person (34.2% of all recorded crimes)⁷. The CSEW shows that, in 2017/18,

⁷ Crime Statistics in Croydon in 2021/22 published by the Metropolitan Police Service
https://public.tableau.com/shared/RMW9PB8ZH?:display_count=y&:origin=viz_share_link&:embed=y

42% of the victims of violent incidents believed the offender(s) to be under the influence of alcohol. In Croydon this would result in a total of 4,891 offences of violence against the person were alcoholrelated.

London Ambulance Service – Alcohol-related Callouts⁸

In 2021/22 there were 1,415 alcohol-related callouts to the London Ambulance Service – the highest in the last five years. Also, 2021/22 saw the only year-on-year increase over the same period with callouts rising to 13%. This large increase can be partly attributed to Covid-19 and the consequential government restrictions where many businesses were closed for substantial periods of time. Therefore, by comparing 2021/22 to 2019/20, there was still an 8% increase in callouts.

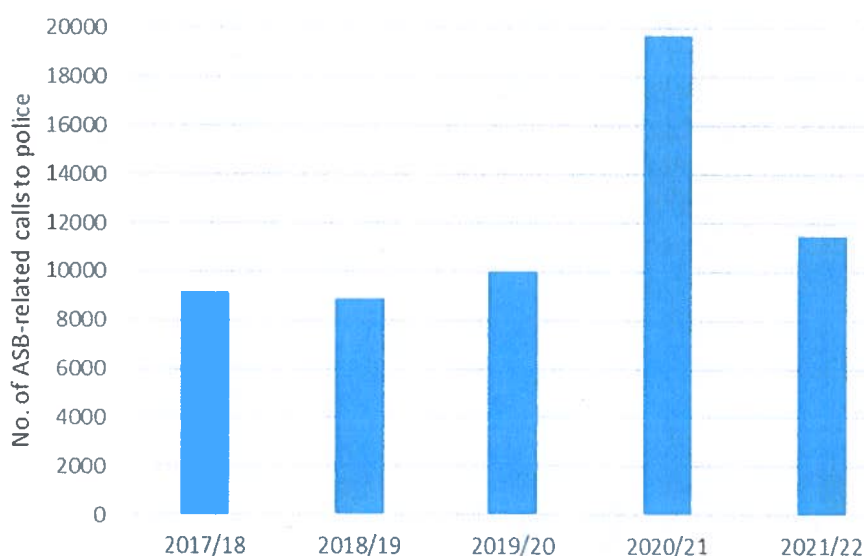


Anti-social Behaviour⁸

Another reliable indicator of identifying the level of alcohol-related nuisance or disorder is by looking at anti-social behaviour in the borough. In 2021/22 there were 10,087 calls of anti-social behaviour (ASB) made to the police in Croydon. This is a 42% decrease compared to the year before. However, it must be noted that incidents linked to Covid-19 restrictions are recorded as ASB (e.g. lack of social

⁸ London Ambulance Service incidents and Dispatches figures from Greater London Authority SafeStats tool, <https://www.london.gov.uk/what-we-do/research-and-analysis/safestats?source=vanityurl>. The same tool used to identify antisocial behaviour incidents from London Ambulance Service, British Transport Police, London Fire Brigade, Metropolitan Police Service and Transport for London. SafeStats contains non-official data for the purposes of operational and strategic insight and is accurate only at the point in time that it is received by SafeStats therefore there are caveats regarding the accuracy of this data.

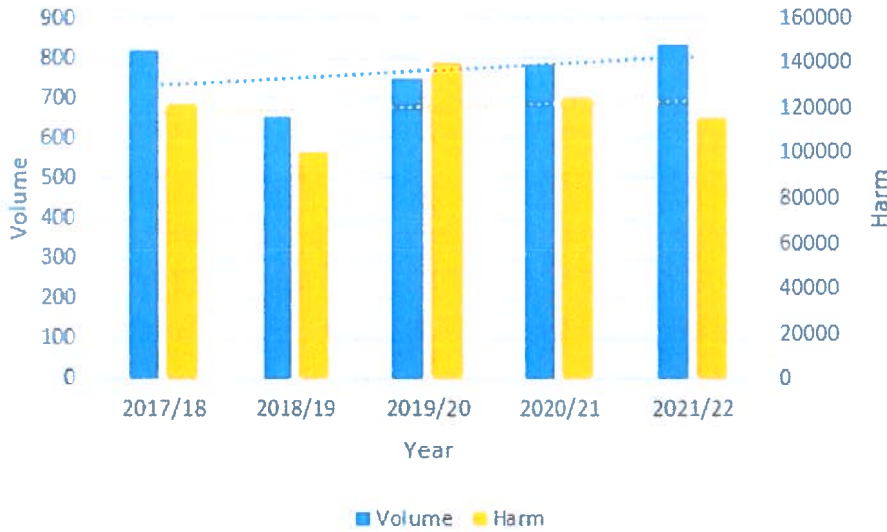
distancing, no mask wearing etc.) therefore this was the main contributor for the large number of calls in 2020/21 as shown in the following chart.



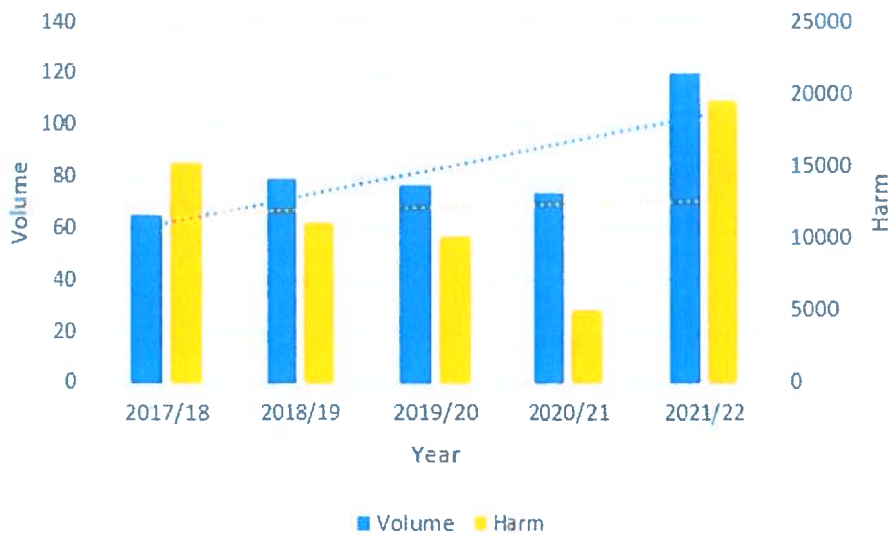
Even though Covid-19 related calls partly contribute to the number of calls in 2021/22, there were much less restrictions in place compared to the year before. Therefore, a fairer comparison is comparing 2021/22 to 2019/20, where there was a 15% increase in incidents.

The current CIA's together have seen the highest volume of alcohol-related offences in 2021/22 in the last five years. This is measured by identifying the number of offences in a 150m area of the CIA's. The volume of offences has risen for the third consecutive year. By comparing 2021/22 to the year before there has been a 6% increase in the number of offences. By comparing 2021/22 to 2019/20 (pre-covid year) there has been an 11% increase.

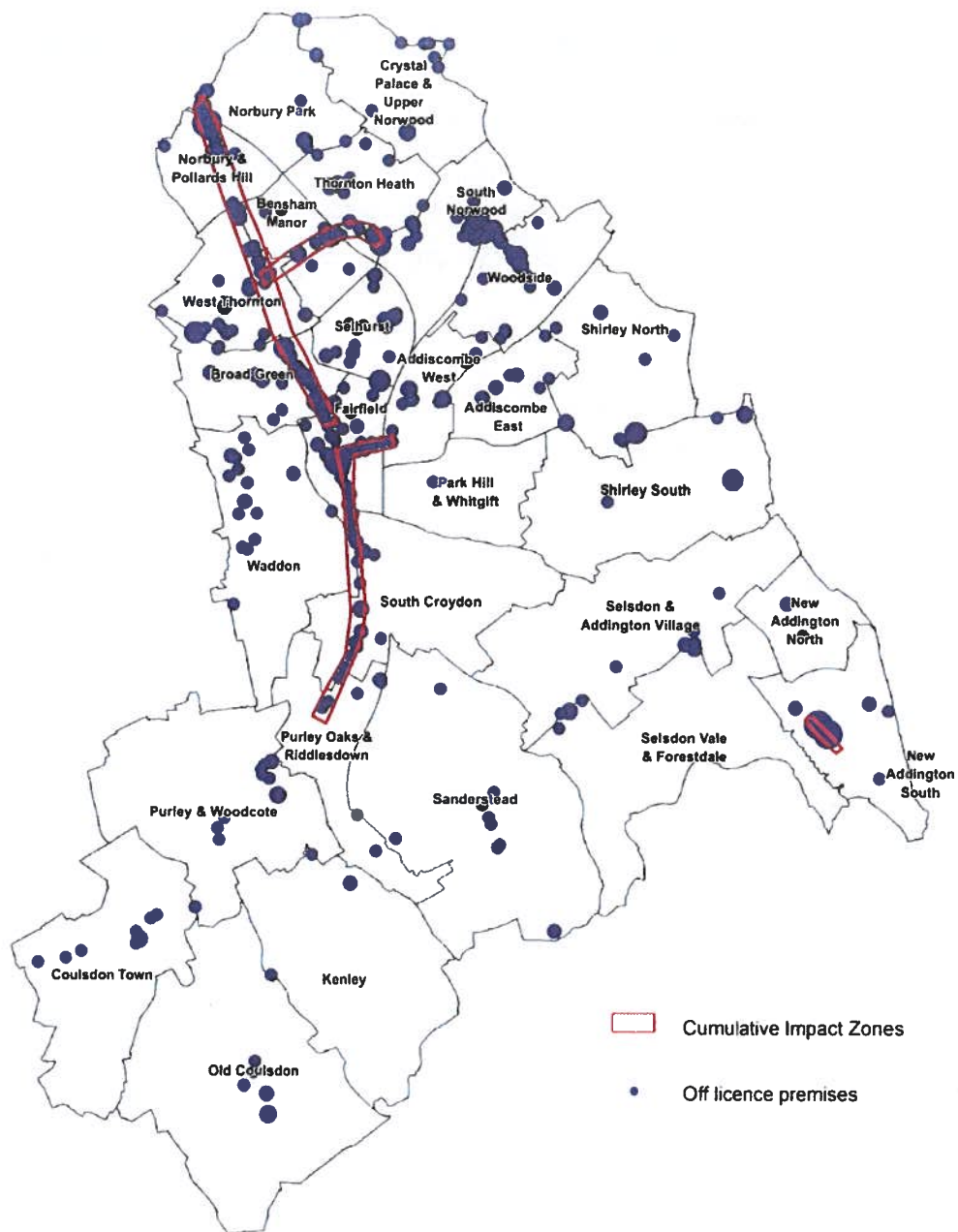
By looking at harm in the current CIA's, it has fallen for the second consecutive year and it is at its second lowest in 2021/22 in the last five years. In 2021/22, alcohol-related harm dropped by 7% compared to the year and compared to 2019/20 (pre-covid year) it has dropped by a fifth (20%).



In respect of the proposed new South Norwood CIA, both alcohol-related volume and harm have been at their highest in this area in 2021/22 over the five year period. By comparing 2021/22 to the year before, volume has gone up 62% and harm has gone up 294%. By comparing 2021/22 to 2019/20 (pre-covid year), volume has increased 56% and harm has increased 94%. This data appears to support the proposal to introduce a CIA in this area.

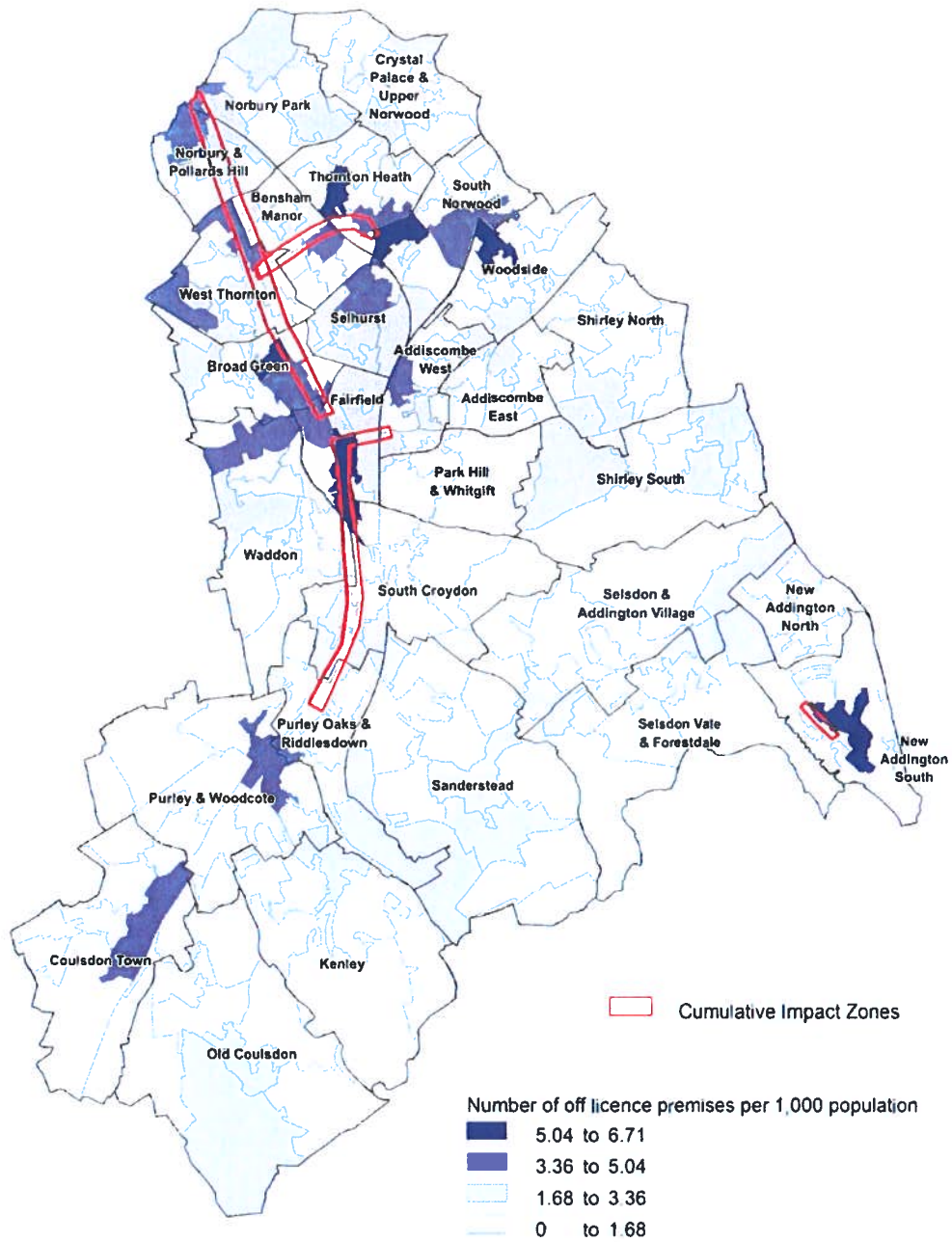


Off Licence Premises in Croydon



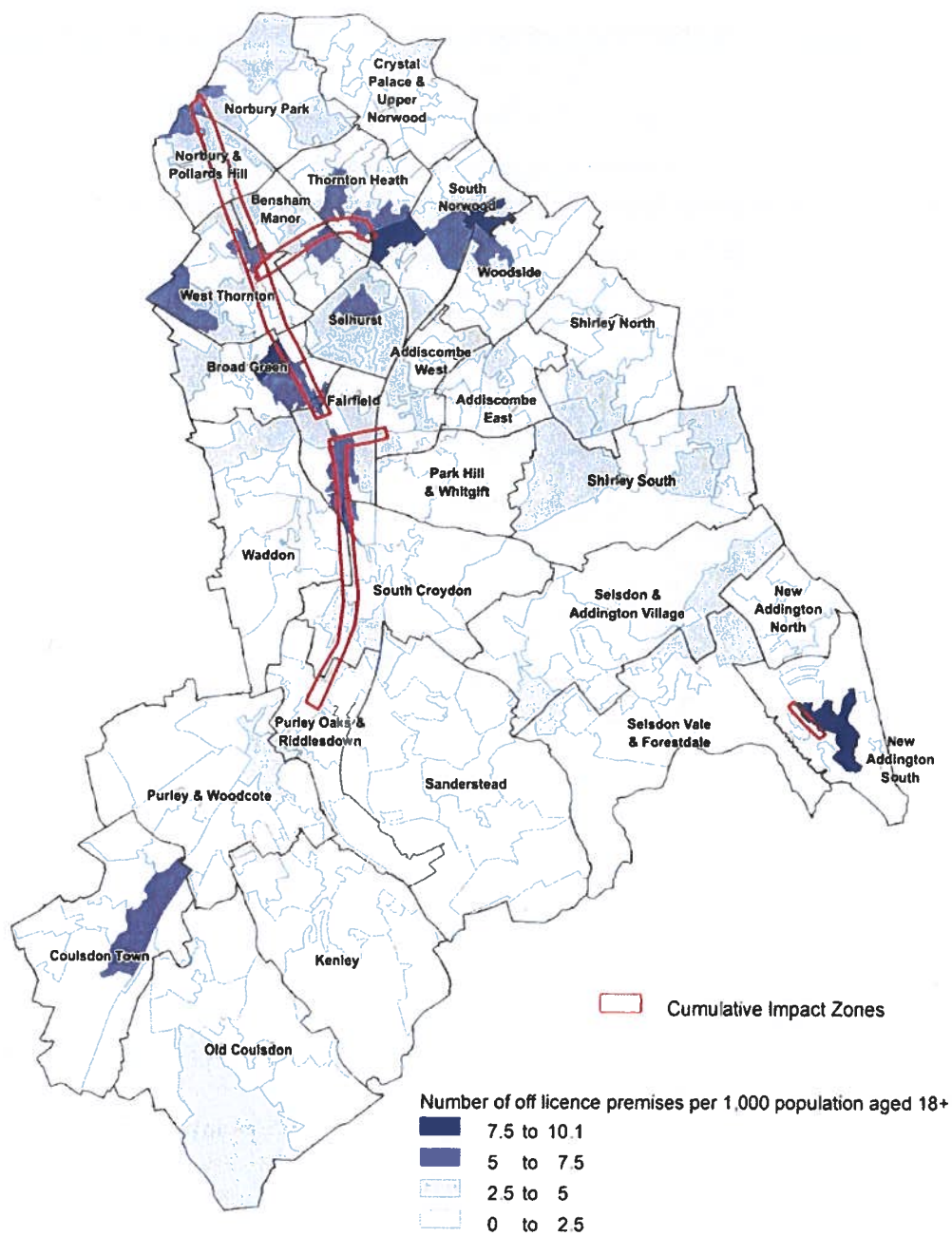
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Off Licence Premises in Croydon: rate of premises per 1,000 population

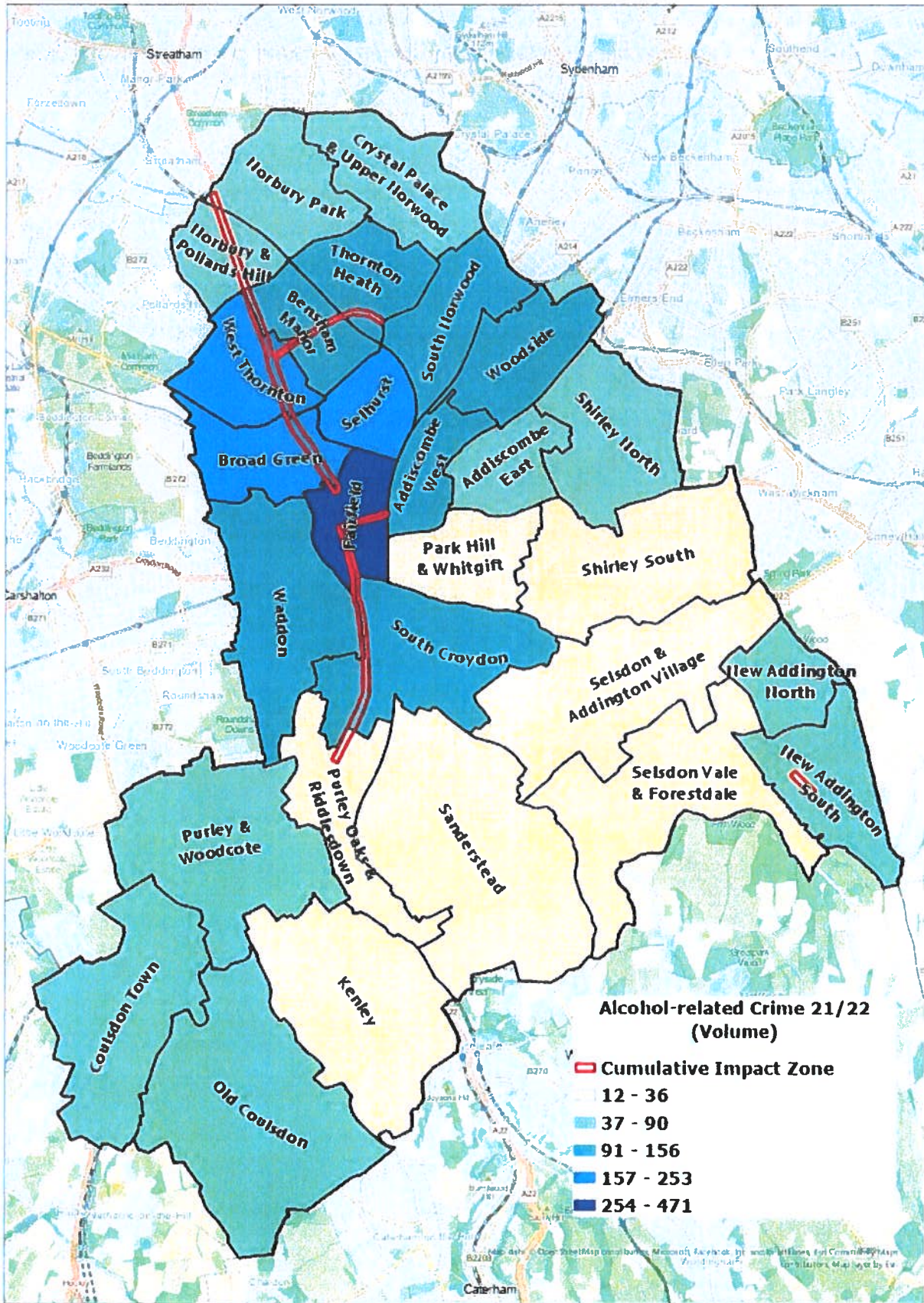


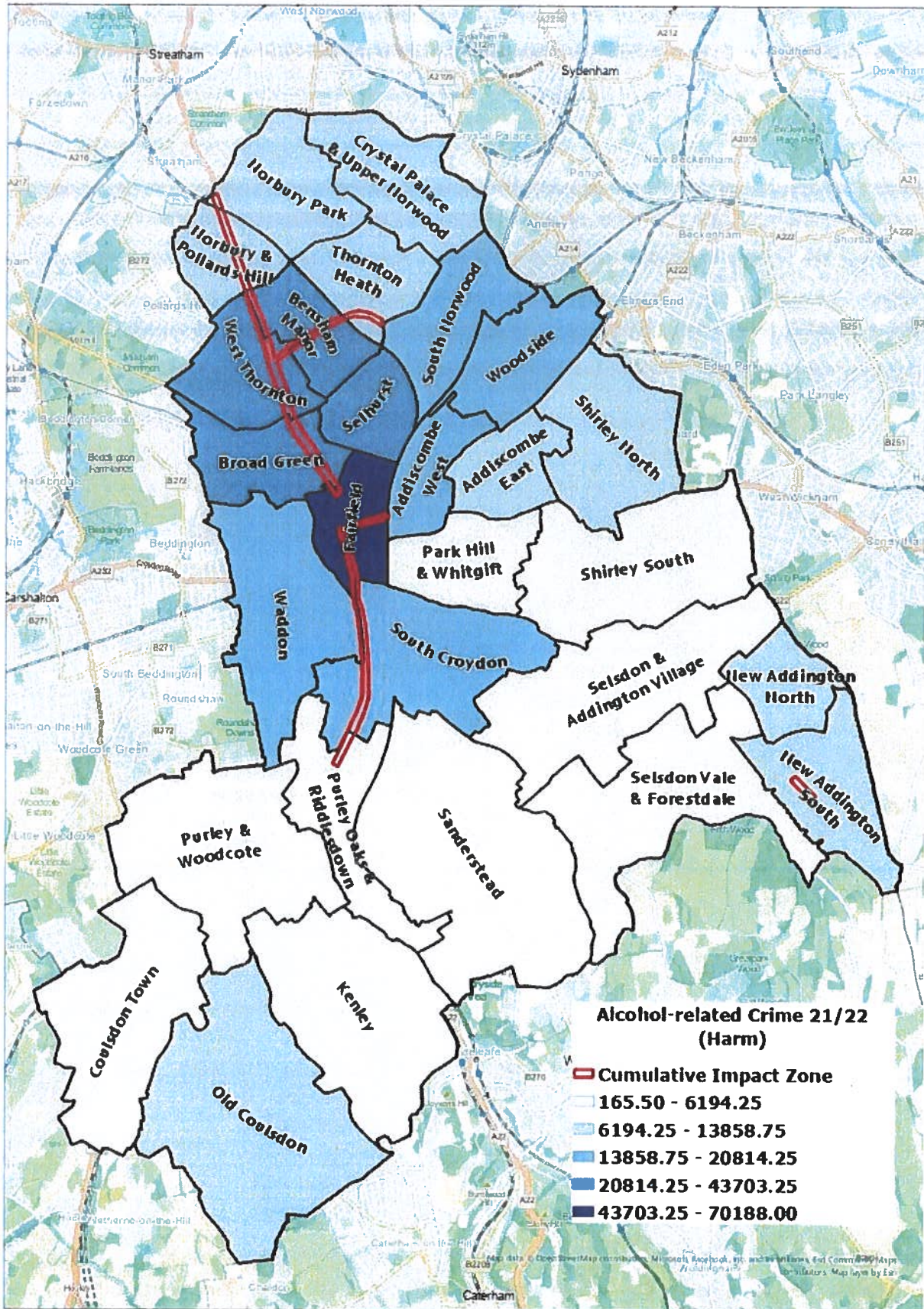
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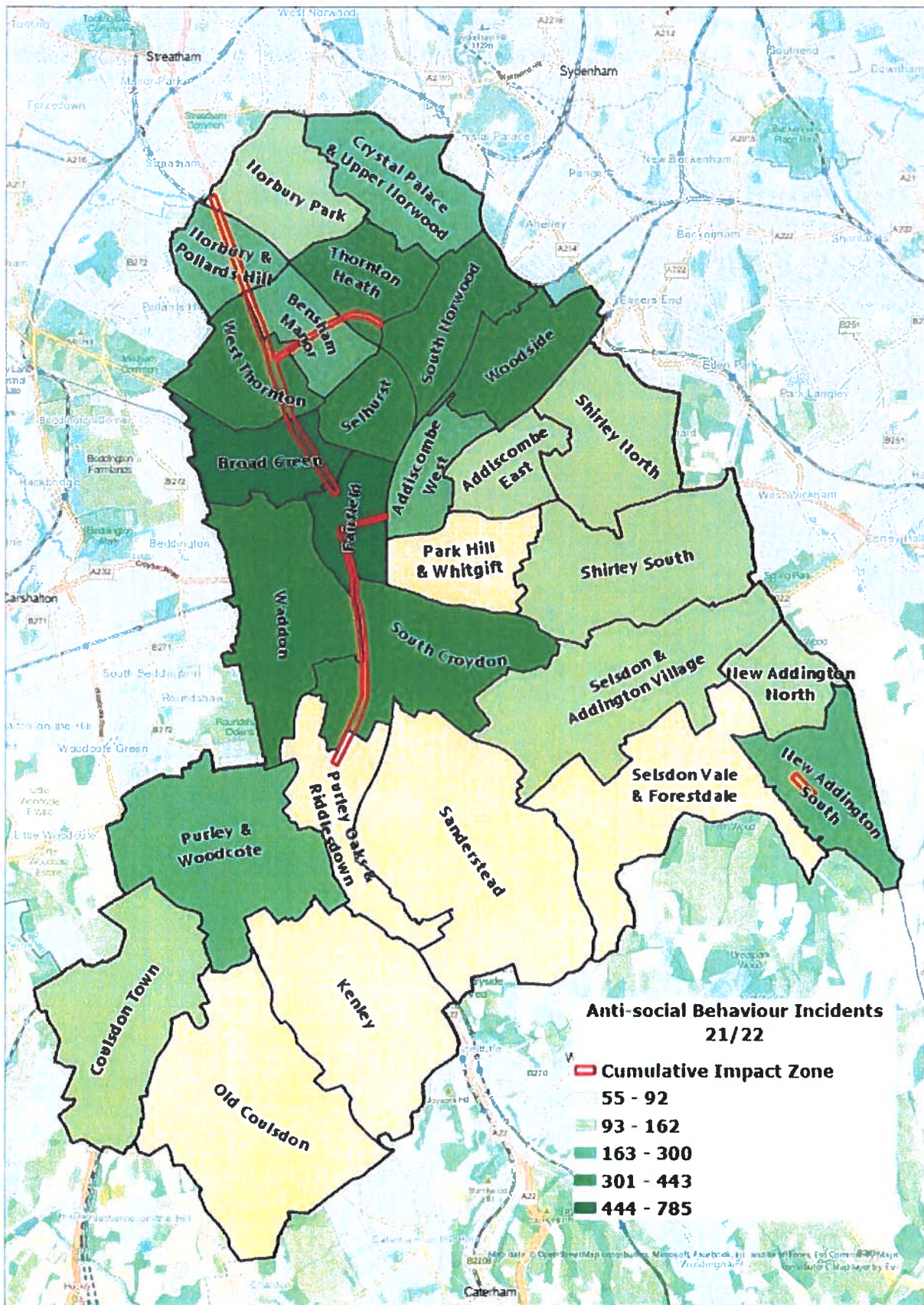
Off Licence Premises in Croydon: rate of premises per 1,000 population aged 18+

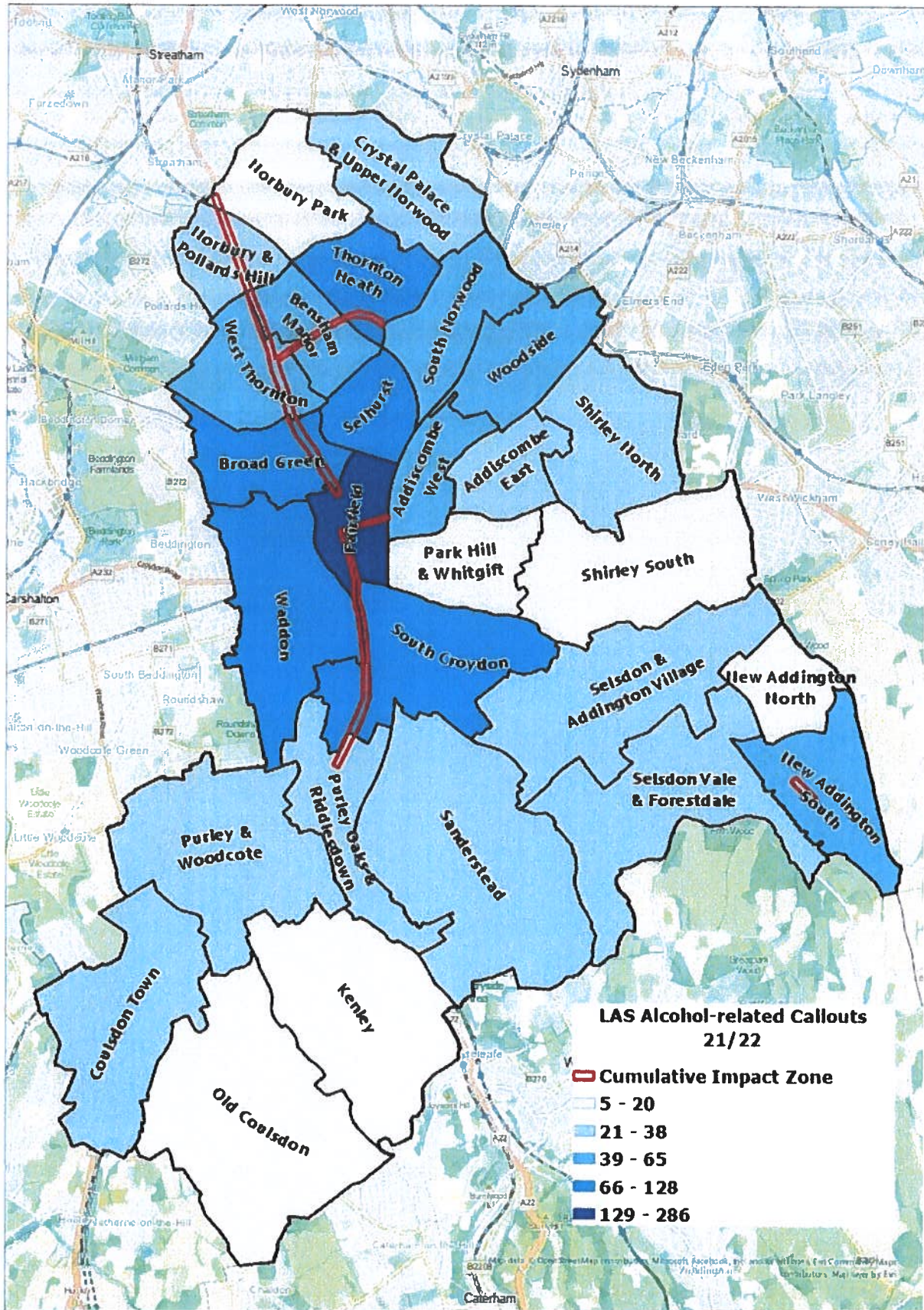


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Have your say on Croydon's licensing policy

SURVEY RESPONSE REPORT

04 October 2022 - 15 November 2022

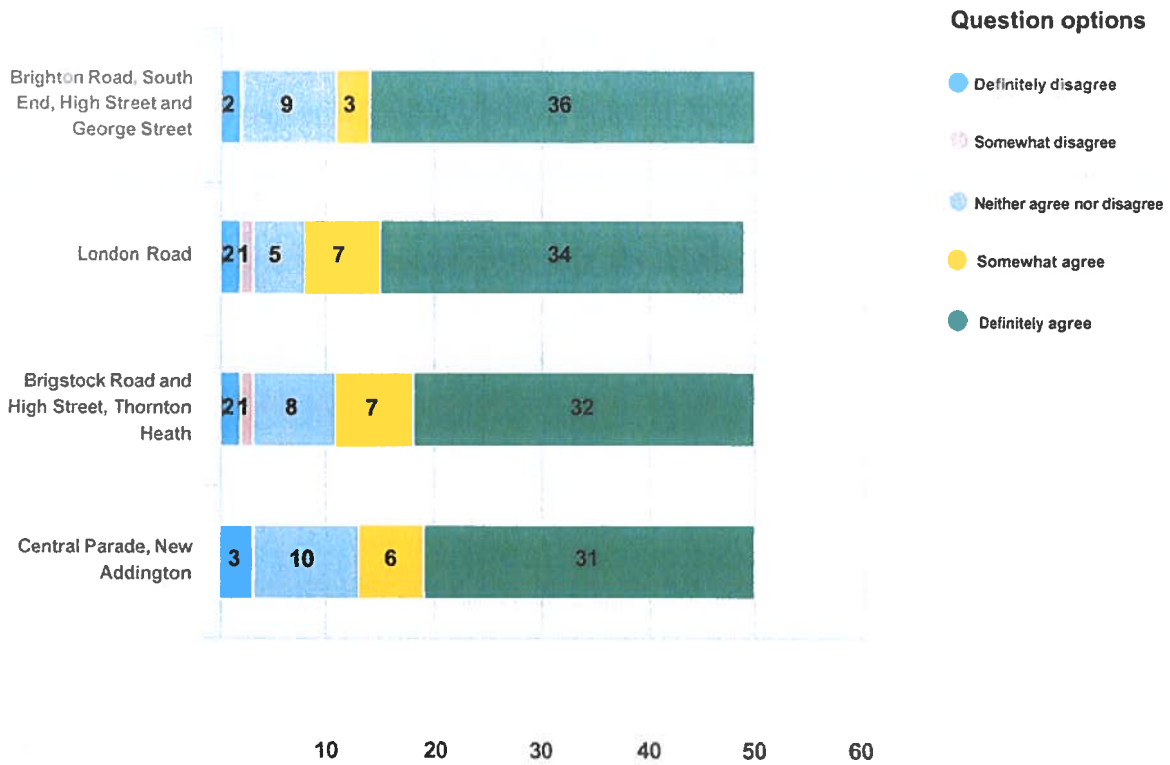
PROJECT NAME:

Have your say on Croydon's licensing policy



SURVEY QUESTIONS

Q1 How strongly do you agree or disagree that the current CIAs are needed?



Optional question (50 response(s), 1 skipped)
Question type: Likert Question

Q1 How strongly do you agree or disagree that the current CIAs are needed?

Brighton Road, South End, High Street and George Street

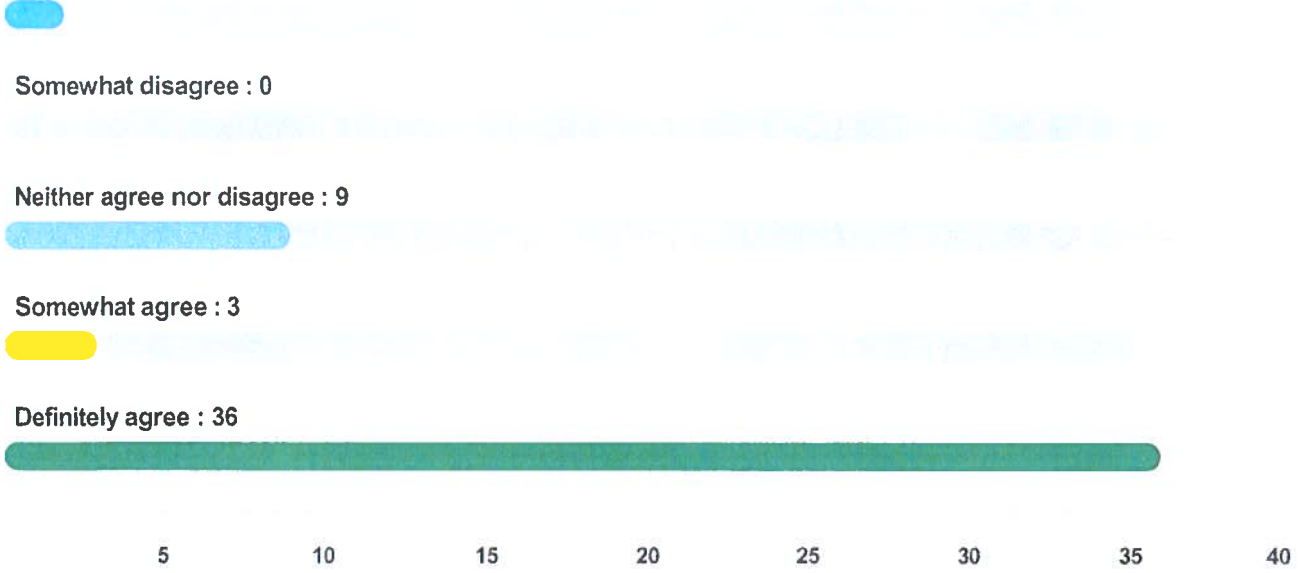
Definitely disagree : 2

Somewhat disagree : 0

Neither agree nor disagree : 9

Somewhat agree : 3

Definitely agree : 36



London Road

Definitely disagree : 2



Somewhat disagree : 1



Neither agree nor disagree : 5



Somewhat agree : 7



Definitely agree : 34



5 10 15 20 25 30 35 40

Brigstock Road and High Street, Thornton Heath

Definitely disagree : 2



Somewhat disagree : 1



Neither agree nor disagree : 8



Somewhat agree : 7



Definitely agree : 32



5 10 15 20 25 30 35

Central Parade, New Addington

Definitely disagree : 3



Somewhat disagree : 0



Neither agree nor disagree : 10



Somewhat agree : 6



Definitely agree : 31



5 10 15 20 25 30 35

Q2 If you disagree that any of the CIAs are needed, tell us which ones and why:

Anonymous
10/10/2022 09:21 AM
There is a lot of anti-social drinking in the borough both in New Addington and around the Pond and ClockTower in Thornton Heath and anywhere in West Croydon/Broad Green

Anonymous
10/10/2022 09:21 AM
London Road from West Croydon Station to TH Pond is sufficient. Up to Norbury is not really necessary. High Street TH to the TH station yes but rest of Bridgestock road to London road not necessary. Similarly South End, High street and George St only

Anonymous
10/10/2022 09:21 AM
Why have them. Thought you Conservatives believed in free market without regulation

Anonymous
10/10/2022 09:21 AM
Not sure of their value. George St (the narrow part) plagued by alcohol-related nuisance but it seems applications to new venues are still granted (eg 28 George St) and wetherpoons wants to expand. Local offices/residents feel ignored.

Anonymous
10/10/2022 09:21 AM
With a high amount of crime some associated to drink in these areas. To many shops selling drink even to under aged people. Central parade has no licensed eateries but a lot antisocial behaviour. London Road is a long area, with some restaurants.

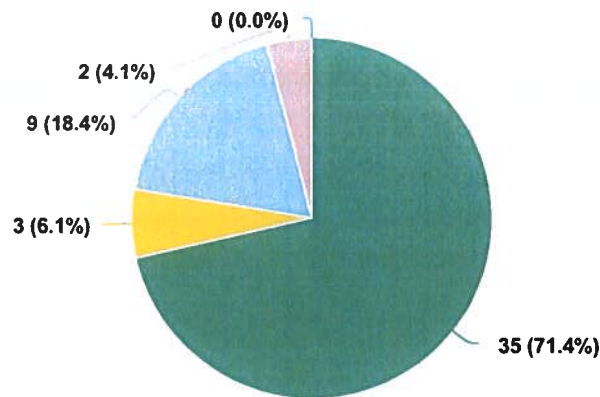
Anonymous
10/10/2022 09:21 AM
Stop the license on box park or just stopped them using loud music

Anonymous
10/10/2022 09:21 AM
It is a punitive measure designed to target working class areas.

Optional question (7 response(s), 44 skipped)

Question type: Single Line Question

Q3 We are proposing the introduction of a fifth Cumulative Impact Area (CIA) for High Street and Portland Road, South Norwood ...



Question options

- Somewhat disagree
- Definitely disagree
- Neither agree or disagree
- Somewhat agree
- Definitely agree

Optional question (49 response(s), 2 skipped)
 Question type: Radio Button Question

Q4 Tell us why you agree or disagree with the proposed CIA in South Norwood?

Anonymous

10/04/2022 05:31 PM

I do not go to this area and don't know it at all.

Anonymous

10/05/2022 08:59 AM

There is a growing concern in regards to the ease and availability of alcohol in the area, evidenced by the congregations of street drinkers consuming high strength beers and causing ASB.

Anonymous

10/05/2022 09:29 AM

There is often trouble and antisocial behaviour around my street, especially at night and usually during warmer weather. Also litter from drinking is strewn all over the country park.

Anonymous

10/05/2022 09:53 AM

The level of crime (ASB, Violent Offences) and Public Safety

Anonymous

10/05/2022 01:11 PM

A3

**Not familiar with
the area but trust
those that do to
decide**

Anonymous

10/08/2022 09:16 AM

As above

Anonymous

10/07/2022 10:29 PM

There is a lot of street drinking and littering because of it on match days so I would support restrictions on places to buy alcohol here

Anonymous

10/05/2022 01:12 AM

The success of current CIA's shows that it can also be effective in these new areas

Anonymous

10/08/2022 08:05 AM

Following recent events in South Norwood including gangs of teenagers attacking corner shops plus the proximity to the Crystal Palace football ground

Anonymous

10/07/2022 10:11 AM

We are very close to this area living in North Shirley where alcohol abuse is increasingly exponentially. Recently we objected to our local **** [redacted for data protection purposes] extending their licensing hours and where totally ignored by the committee???

Anonymous

10/05/2022 10:16 AM

There is a growing number of outlets where alcohol can be purchased in this area.

Anonymous

10/09/2022 13:07 PM

Data shows high density of off license premises and increasing levels of alcohol related crime.

Anonymous

10/08/2022 01:07 PM

Reduce crime and ASB

Anonymous

10/09/2022 01:29 PM

Antisocial behaviour

Anonymous

10/09/2022 10:16 PM

There is an issue with ASB associated with alcohol sales in the area. It should be expanded to include premises on Station Road, South Norwood Hill and other streets off Portland Road.

Anonymous

10/11/2022 08:45 PM

Again

high crime problems should be limited, interesting when match days.
Many pubs closed but still lots of drinking on street corners or park.

Anonymous

It will affect our smaller businesses in a negative way & is equivalent

Anonymous 10/11/2022 09:17 AM	to social cleansing.
Anonymous 10/22/2022 03:05 PM	I live on **** [redacted for data protection purposes] off the High St (South Norwood), croydon council have already permitted too many bars and places selling alcohol on the High St, turn what was already 2 special stress areas into a nightmare. Oceanic bar revoked for breaches
Anonymous 10/22/2022 03:05 PM	The High Street is a densely populated residential area and we already have an issue with street drinking and the disruption/nuisance that comes with that - should be monitored so that the problem doesn't escalate
Anonymous 10/28/2022 07:42 AM	The amount of places selling cheap alcohol is encouraging people to drink on the street and these people can become antisocial, even violent and threatening. Restricting the amount of alcohol sold in this very small area should reduce the problem.
Anonymous 10/28/2022 08:20 AM	High levels of street drinking and ASB due to drinking
Anonymous 11/03/2022 02:24 PM	I live in the area and every day on my work commute I have negotiate my way past drunks or drunken men gathering on the pavement outside Aldi on Station Road. Sometimes I am with my children. It's frightening and the police do not move them on.
Anonymous 11/07/2022 07:03 PM	Because Portland road has been deteriorating more and more as years have gone by, and that's mainly the off-licences and takeaway places that sell alcohol to people that are clearly already drunk.
Anonymous 11/07/2022 09:29 PM	I feel that there is such a high level of street drinking, in these areas, and those street drinkers have a big impact around the area, with anti social behaviour, criminal damage etc at a huge financial cost.
Anonymous 11/07/2022 09:58 PM	The area has become littered with drunken people often causing anti social behaviour. When you exit or enter the train station it is not pleasant to be presented with this conduct.

13

Anonymous

No knowledge of the area so cannot comment

11/11/2022 10:17:17

Anonymous

11/10/2022 08:36 AM

There is a regular crowd encouraged to gather around barber and grocer shops to buy and consume alcohol in groups standing on the pavement on Portland Road along the parade of shops just north of the small sainsburys. It gives the area a bad look and they

Anonymous

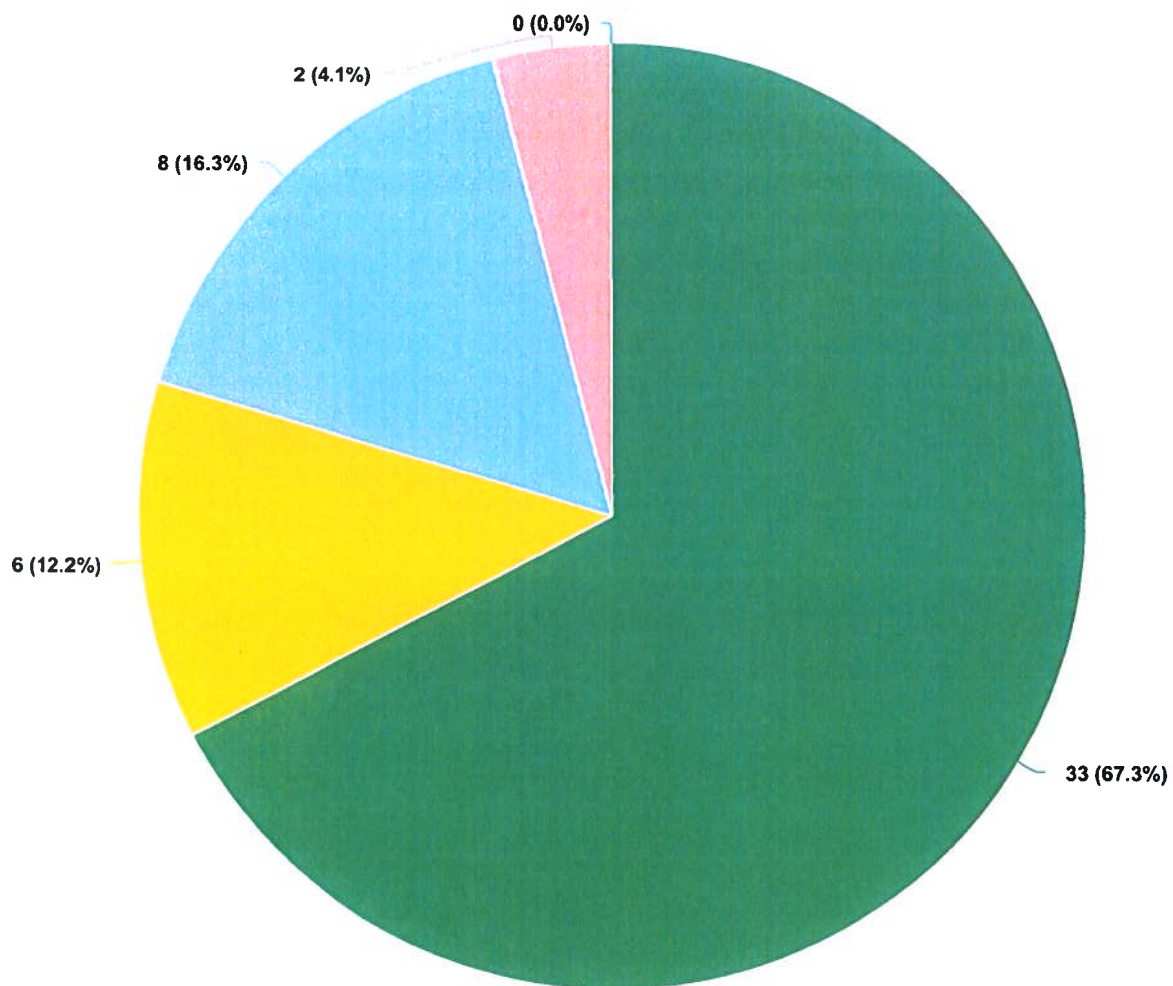
11/10/2022 08:36 AM

Don't like the street drinkers around the SN area

Optional question (28 response(s), 23 skipped)

Question type: Single Line Question

Q5 How strongly do you agree or disagree with the proposed area for the CIA in South Norwood? See a map of the area here.



Question options

- Somewhat disagree
- Definitely disagree
- Neither agree nor disagree
- Somewhat agree
- Definitely agree

Optional question (49 response(s), 2 skipped)

Question type: Radio Button Question

Q6 Tell us why you agree or disagree with the proposed area for the CIA in South Norwood?

Anonymous

10/11/2022 05:11 PM

Croydon, as well as this area proposed in particular is rife with litter.

Anonymous

10/04/2022 05:44 PM

I do not go to this area and don't know it at all.

Anonymous

10/05/2022 01:59 AM

There needs to be more focus and compliance management on existing premises, it is clear that until good operations are in place , adding to the problems would be counter productive.

Anonymous

10/05/2022 09:33 AM

Same as above

Anonymous

10/05/2022 01:11 PM

Ditto

Anonymous

10/17/2022 07:19 PM

Again due to street drinking on match days which leads to littering I would support this

Anonymous

10/08/2022 01:42 AM

The success of current CIA's shows that it can also be effective in these new area

Anonymous

10/08/2022 10:13 AM

Alcohol abuse is increasing so it's very necessary but as people have lost hope it's very understandable

Anonymous

10/08/2022 10:13 AM

Seems a sensible area to define.

Anonymous

10/08/2022 12:00 PM

High density of existing off license premises

Anonymous

It covers the area where there is high crime and ASB

08/10/2021 11:01 AM

Anonymous

Covers full extent of problem area

08/10/2021 11:01 AM

Anonymous

10/13/2022 10:15 PM

Please see other comments as area should be wider

Anonymous

10/13/2022 10:15 PM

The area has a lot of younger people and do not need to have so many places selling drinks. Needs to limited

Anonymous

10/16/2022 02:58 PM

Social cleansing of a working class area & community.

Anonymous

10/22/2022 02:23 PM

Lots of bars popping up in a residential area where they are all already breach their licences causing local residents issues with noise, parking, ASBOs, drug use and littering until gone 3am. This is a residential area with daytime High St and shops.

Anonymous

10/25/2022 07:42 AM

Covering South Norwood highstreet is key that's where a high concentration of these places reside and where a large number of Street drinkers gather.

Anonymous

11/05/2022 02:24 PM

People shouldn't have to deal with staggering drunk men or gangs of drunk men sitting around on the pavement on their way to the station or the supermarket.

Anonymous

11/07/2022 09:29 PM

The area has enough licenced premises

Anonymous

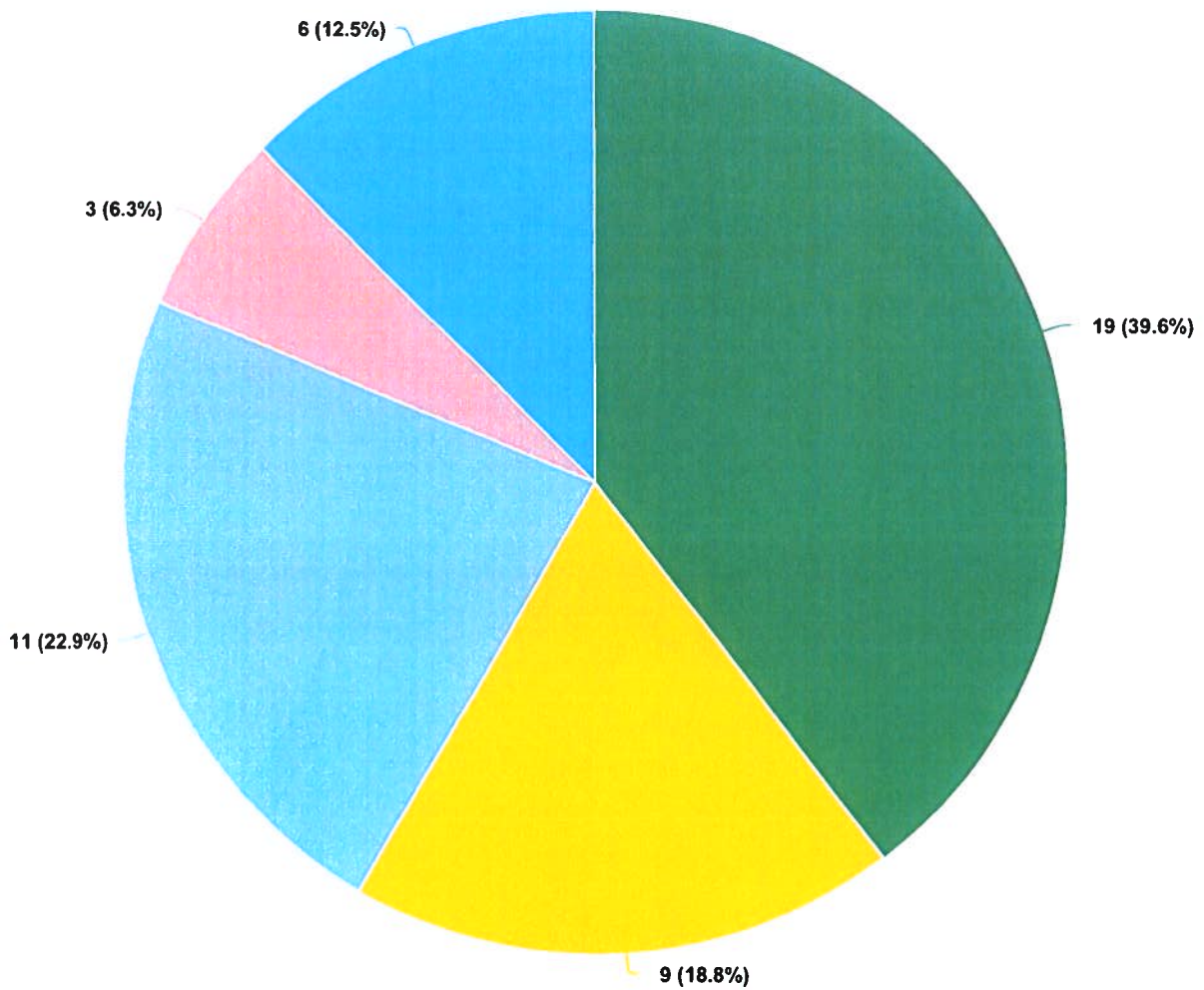
11/12/2022 09:02 PM

Grips of people gather to drink on the benches outside the south Norwood leisure centre under the trees and further up the road outside the barber shops between the small sainsburys and the railway bridge

Optional question (20 response(s), 31 skipped)

Question type: Single Line Question

Q7 How strongly do you agree or disagree with the other changes proposed to be made to the licensing policy?



Question options

- Strongly disagree
- Somewhat disagree
- Neither agree nor disagree
- Somewhat agree
- Strongly agree

Optional question (48 response(s), 3 skipped)

Question type: Radio Button Question

Q8 If there is anything missing from our licensing policy that you'd like us to consider, tell us about it below:

Anonymous

10/05/2022 11:29 AM

Those selling ultra low priced non-brand alcohol should be banned whereas those selling quality higher priced alcohol could be allowed. It should be that cheap very high alcohol content should be driven off out streets.

Anonymous

10/05/2022 08:59 AM

Empowerment for ALL Responsible Authorities to be able to impose sanctions on premises that are linked to Alcohol Related ASB without having to progress through a review hearing. Enforceable Mandatory conditioning to allow removal of stocklines possibly?

Anonymous

10/05/2022 09:53 AM

Promoters using venues and public parks with TEN applications for larger events. The application must be submitted with evidence of Public Consultation and Risk Assessment. TFor public park use residents must be involved in decision process.

Anonymous

10/07/2022 06:24 PM

More pubs in addiscombe please

Anonymous

10/07/2022 03:01 PM

Not enough weight given to local residents/existing businesses. George Street becoming nasty. Do you really want a mixed economy with offices and residential? How can people work/live with the nuisance? I've been here since the 1990s, but looking to exit.

Anonymous

10/03/2022 08:06 AM

Yes- the council is turning a blind eye to Shisha bars which are operating illegally, in Norbury along london road which also sell alcohol including cafe aurora & the 2x cafe havanas.

Anonymous

10/05/2022 10:14 AM

Your licensing committee should be more uptodate with problems hence they would not cause yet more problems by allowing increases in licensing hours without the proper research!

Anonymous

10/06/2022 12:00 PM

More access to support for alcohol related issues is needed. More needs to be done to encourage other businesses and incentives to open alternative businesses in these areas.

<p>Anonymous 10/10/2021 10:43 AM</p>	<p>Needs to look at central Croydon and box park. Too many shops selling drink too close together. Ok if a restaurant serving food.</p>
<p>Anonymous 10/10/2021 11:03 AM</p>	<p>Closed down box park</p>
<p>Anonymous 10/10/2021 02:58 PM</p>	<p>You are inventing a problem that isn't there in the name of gentrification.</p>
<p>Anonymous 10/10/2021 02:23 PM</p>	<p>I objected to the **** <i>[redacted for data protection purposes]</i>, after being successful in the 1st committee the bar was given licence on the 2nd attempt but within 6-8 month has had licence removed for breaking rules that I showed they were breaking on video when applying</p>
<p>Anonymous 10/10/2021 03:46 PM</p>	<p>The area is not a party street & is very much a residential area. Street drinking should not be encouraged unless it's strictly licensed and monitored.</p>
<p>Anonymous 10/10/2021 02:48 PM</p>	<p>How are you planning to tackle Street drinkers? Can the consumption of alcohol on the street, where it's not part of a restaurant or bar, be restricted in certain areas of the highstreet? I'd like to see how that would be tackled</p>
<p>Anonymous 10/10/2021 02:44 PM</p>	<p>You should not allow small corner shops to sell alcohol. I have seen the shops around the station selling cheap, strong alcohol to drunks and homeless people. They gather outside those shops making them impossible for us to use. Remove their alcohol licen</p>
<p>Anonymous 10/10/2021 02:48 PM</p>	<p>The retailers or license holders should be liable to clear alcoholic debris in the near vicinity. Often empty alcoholic bottles or cans are purchased at their shop and discarded in or around the area. Provide bins.</p>
<p>Anonymous 10/10/2021 03:10 AM</p>	<p>Non discrimination assurance can be bolstered by adding "the policy does not seek to censor musical or artistic genres"</p>

A3

Anonymous

10/10/2021 10:11 AM

We are a civilised society and ought to stop attempting to control the area or behaving as if we are a nanny state. Let's be grown up about how we treat adults. Transgressors contribute at most as a minimum number.

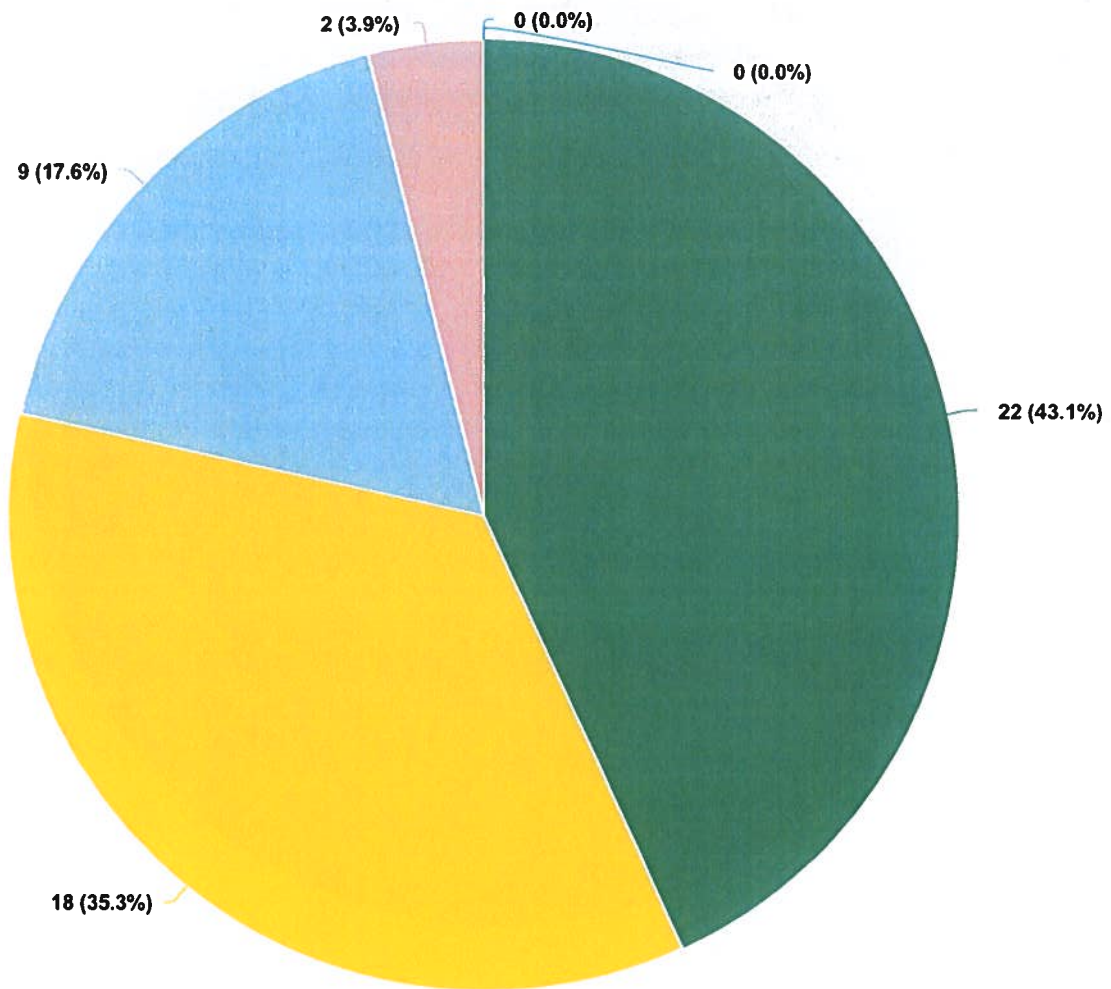
Anonymous

Have an online list of stores which currently have a license to sell alcohol

Optional question (19 response(s), 32 skipped)

Question type: Single Line Question

Q9 Which age group are you in?



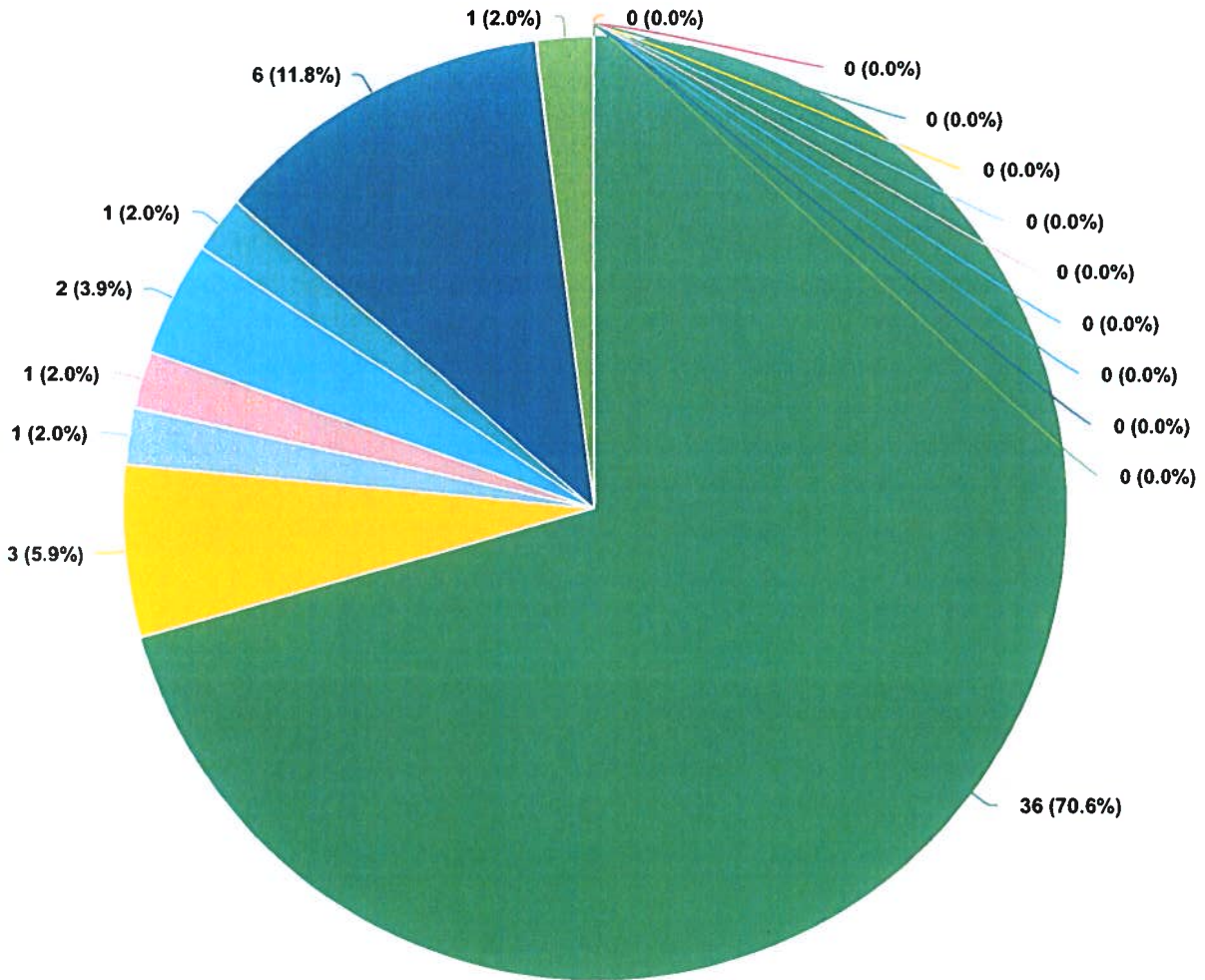
Question options

- 16 - 24
- Under 16
- Prefer not to say
- 65+
- 45 - 64
- 25 - 44

Optional question (51 response(s), 0 skipped)

Question type: Radio Button Question

Q10 What is your ethnicity?

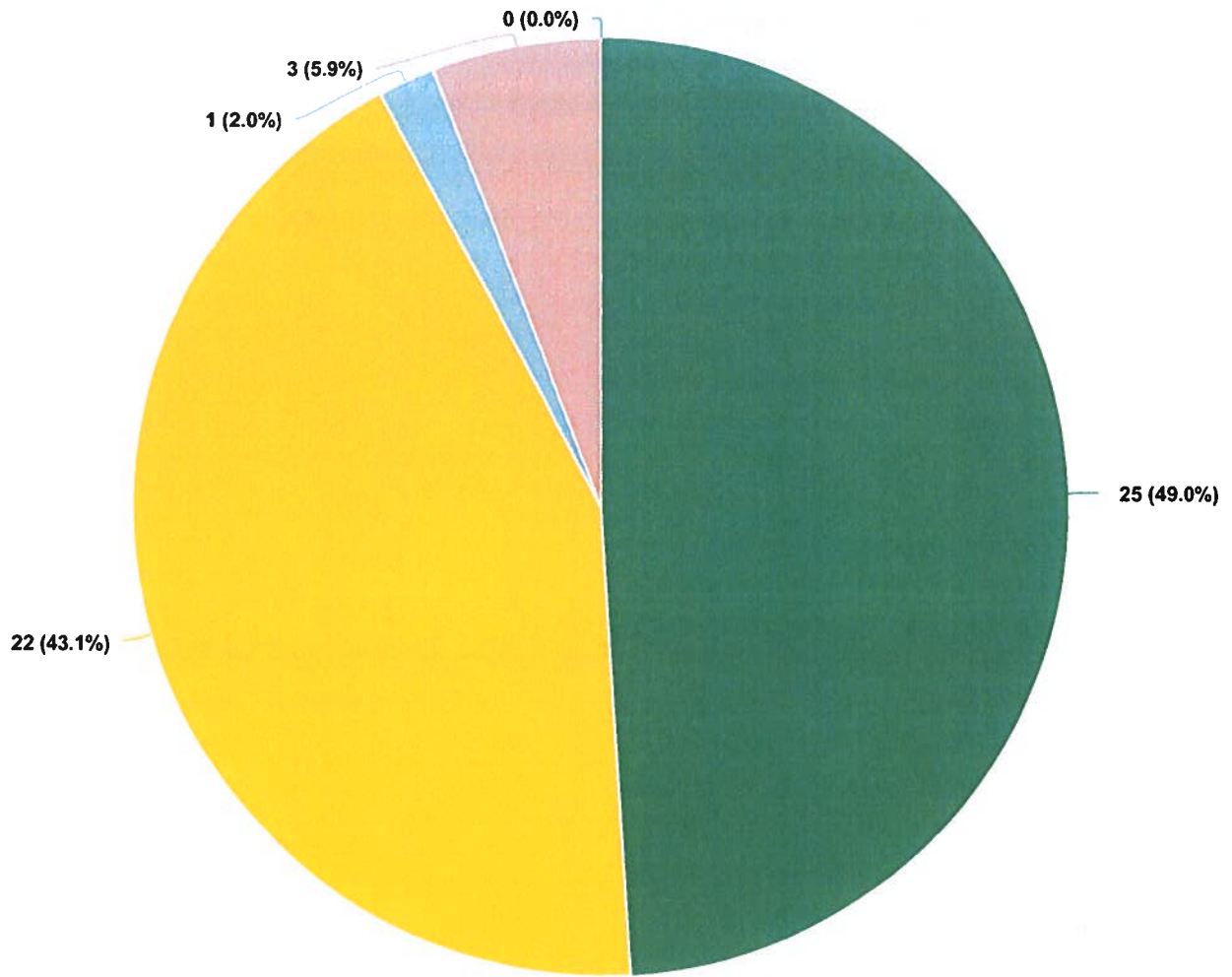


Question options

- Mixed any other background Arab Mixed White and Asian Mixed White and Black African
- Any other Black background Black Caribbean Asian Chinese Asian Bangladeshi Asian Pakistani
- White Irish Other (please specify) Prefer not to say Mixed White and Black Caribbean Black African
- Any other Asian background Asian Indian Any other White background White British

Optional question (51 response(s), 0 skipped)
Question type: Radio Button Question

Q11 How would you describe your gender identity?



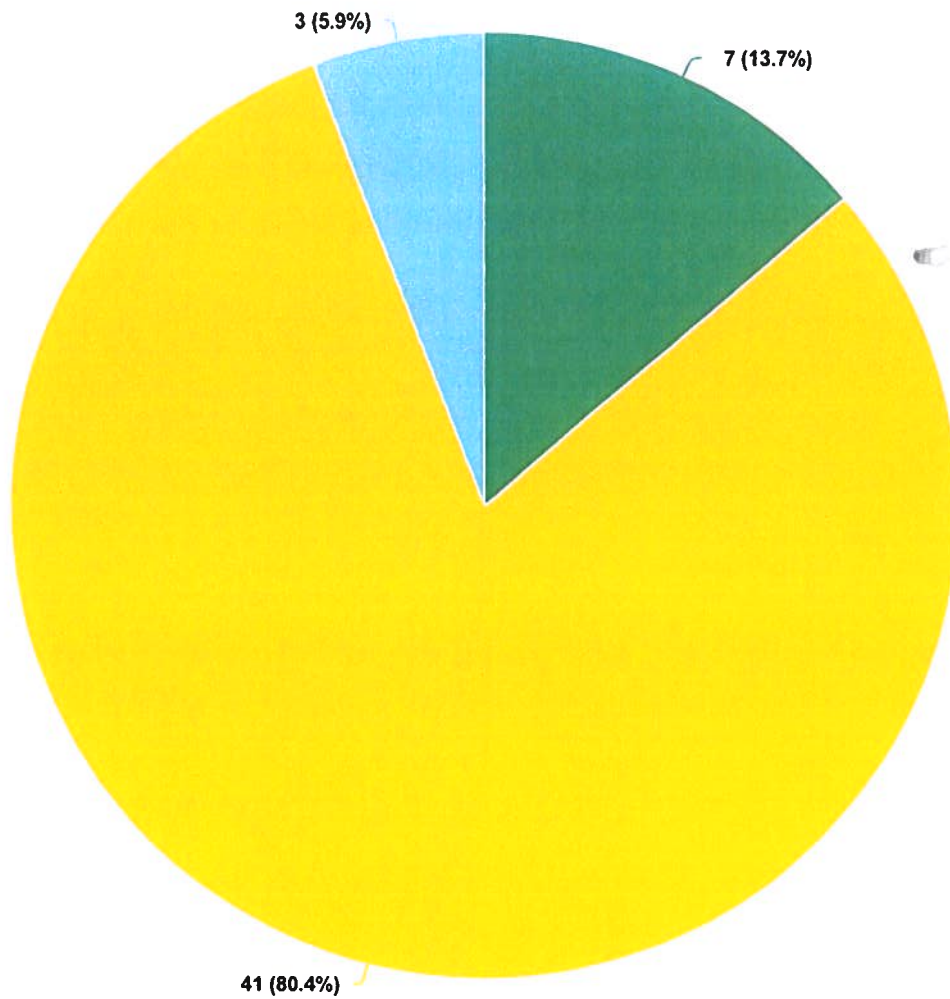
Question options

- Transgender
- Prefer not to say
- Non-Binary
- Female
- Male

Optional question (51 response(s), 0 skipped)

Question type: Radio Button Question

Q12 Do you have any disabilities?



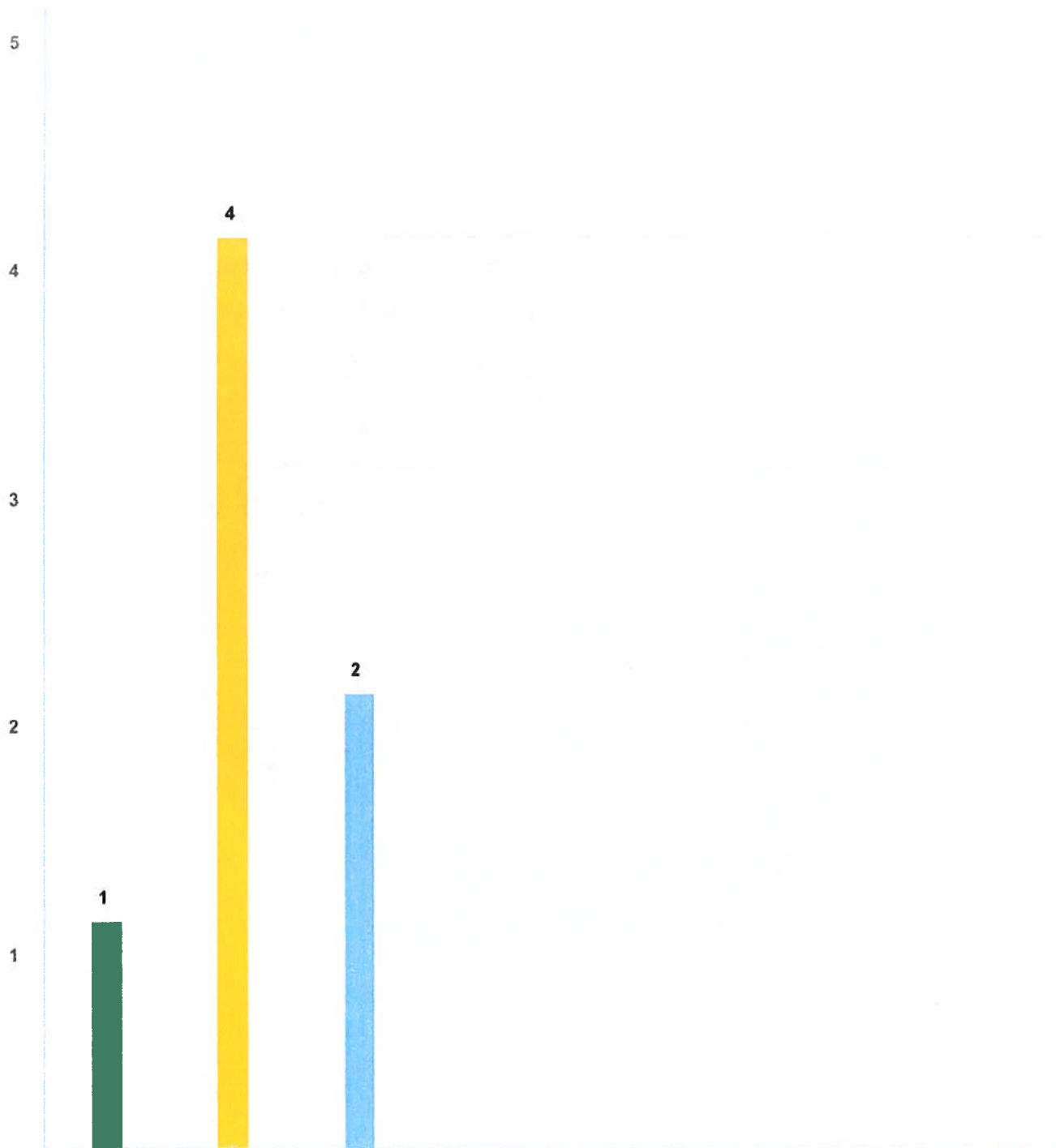
Question options

- Prefer not to say
- No
- Yes

Optional question (51 response(s), 0 skipped)

Question type: Radio Button Question

Q13 What type of disability(ies) do you have?

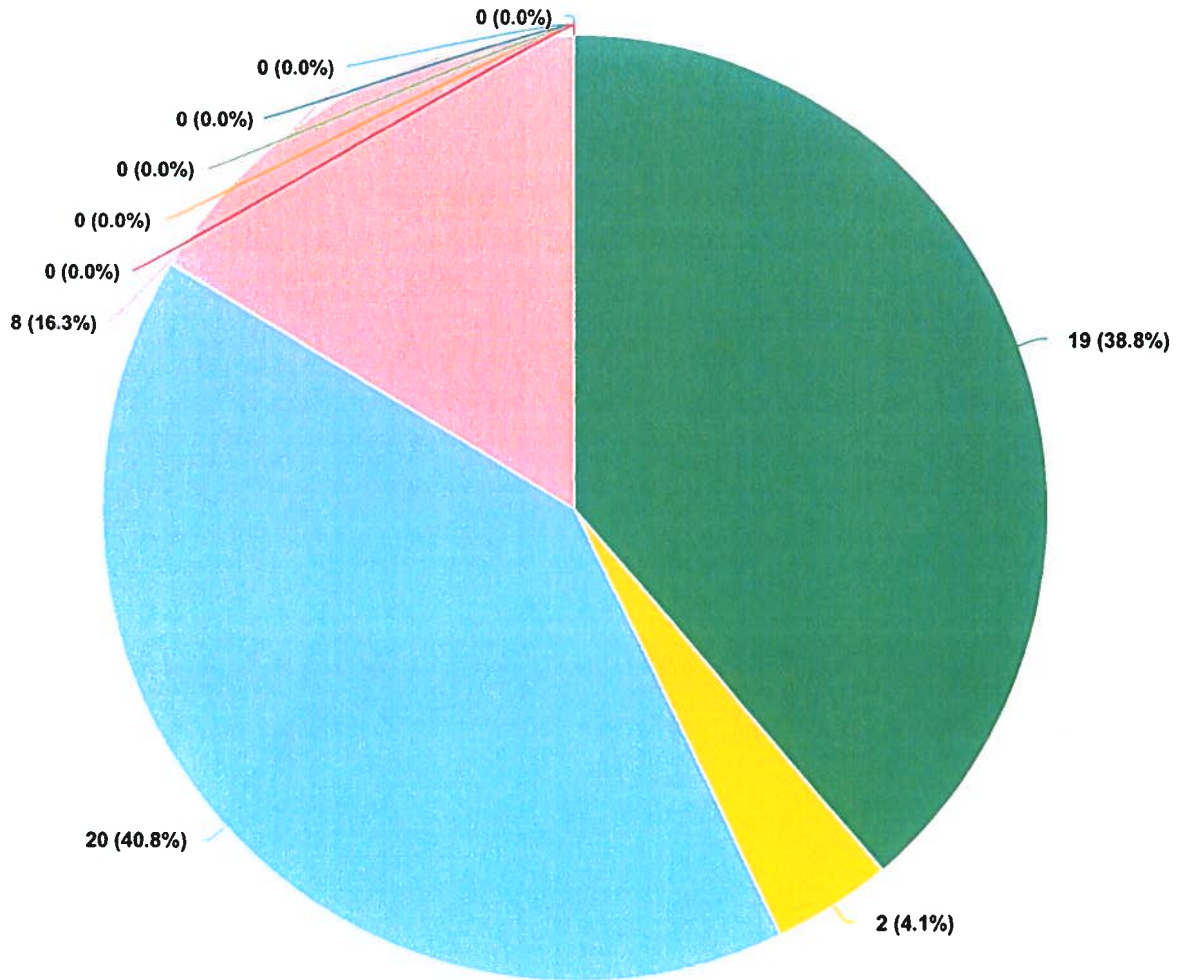


Question options

- Prefer not to say
- Hidden disability (eg. autism, asthma etc)
- Communication difficulty
- Learning disability
- Hearing impaired
- Other (please specify)
- Mobility disability
- Visually impaired

Optional question (7 response(s), 44 skipped)
Question type: Checkbox Question

Q14 What is your religion?



Question options

- Other (please specify)
- Jewish
- Baha'i
- Muslim
- Sikh
- Buddhist
- Prefer not to say
- None
- Hindu
- Christian

Optional question (49 response(s), 2 skipped)
Question type: Radio Button Question

From:
Sent: 14 November 2022 08:37
To: LICENSING <LICENSING@croydon.gov.uk>
Subject: Consultation on licensing policy review

Dear council officers,

I would like to suggest that the licensing policy is bolstered in its non-discrimination reassurances by adding that “This licensing policy does not seek to censor musical or artistic genres.”

Free Text Survey Question	Response (all anonymised)	How/When	Comments incorporated into Policy	Comments not incorporated into Policy
Q2 If you disagree that any of the CIAs are needed, tell us which ones and why:	There is a lot of anti-social drinking in the borough both in New Addington and around the Pond and ClockTower in Thornton Heath and anywhere in West Croydon/Broad Green	Survey 4 October	None recommended	Indicates support for policy proposals
Q2	London Road from West Croydon Station to TH Pond is sufficient. Up to Norbury is not really necessary. High Street TH to the TH station yes but rest of Bridgestock road to London road not necessary. Similarly South End, High street and George St only	Survey 5 October	None recommended	Indicates part support for policy proposals. Comments noted but it is felt evidence indicates to contrary.
Q2	Why have them. Thought you Conservatives believed in free market without regulation	Survey 7 October	None recommended	Observation.
Q2	Not sure of their value. George St (the narrow part) plagued by alcohol-related nuisance but it seems applications to new venues are still granted (eg 28 George St) and wetherpoons wants to expand.	Survey 7 October	None recommended	Additional tool for licensing sub committee when considering contested applications. The CIA's do not relate to 'On' licensed premises i.e. premises authorised to sell alcohol for consumption on the

	Local offices/residents feel ignored.				premises such as bars and pubs. Statutorily no Cumulative impact assessment or area can be used as a tool to unilaterally refuse all and any premises license applications. Each application, regardless of whether or not there is a CIA must be considered on its own merits and on a case by case basis and the discretion of the Committee is only engaged where relevant representations have been received.
Q2	With a high amount of crime some associated to drink in these areas. To many shops selling drink even to under aged people. Central parade has no licensed eateries but a lot antisocial behaviour. London Road is a long area, with some restaurants.	Survey 11 October	None recommended		Indicates support for policy proposals
Q2	Stop the license on box park or just stopped them using loud music	Survey 15 October	None recommended		Observation
Q2	It is a punitive measure designed to target working class areas.	Survey 16 October	None recommended		The statutory guidance to the Licensing Act 2003 makes clear that cumulative impact

<p>is a proper matter for the Council to consider. Cumulative impact does not impact on existing businesses. Cumulative impact relates to premises rather than individuals. Statutorily no Cumulative impact assessment or area can be used as a tool to unilaterally refuse all and any premises license applications. Each application, regardless of whether or not there is a CIA must be considered on its own merits and on a case by case basis and the discretion of the Committee is only engaged where relevant representations have been received.</p>				
<p>Observation</p>	<p>None recommended</p>	<p>Survey 4 October</p>	<p>I do not go to this area and don't know it at all.</p>	<p>Q4 Tell us why you agree or disagree with the proposed CIA in South Norwood? Q4</p>
<p>Indicates support for policy proposals</p>	<p>None recommended</p>	<p>Survey 5 October</p>	<p>There is a growing concern in regards to the ease and availability of alcohol in the area, evidenced by the congregations of street drinkers consuming high</p>	

Q4	strength beers and causing ASB. There is often trouble and antisocial behaviour around my street, especially at night and usually during warmer weather. Also litter from drinking is strewn all over the country park.	Survey 5 October	None recommended	Indicates support for policy proposals
Q4	The level of crime (ASB, Violent Offences) and Public Safety	Survey 5 October	None recommended	Indicates support for policy proposals
Q4	Not familiar with the area but trust those that do to decide	Survey 5 October	None recommended	Observation
Q4	As above	Survey 7 October	None recommended	Observation
Q4	There is a lot of street drinking and littering because of it on match days so I would support restrictions on places to buy alcohol here	Survey 7 October	None recommended	Indicates support for policy proposals
Q4	The success of current CIA's shows that it can also be effective in these new areas	Survey 8 October	None recommended	Indicates support for policy proposals
Q4	Following recent events in South Norwood including gangs of teenagers attacking	Survey 8 October	None recommended	Indicates support for policy proposals

	<p>corner shops plus the proximity to the Crystal Palace football ground</p>			
<p>Q4</p>	<p>We are very close to this area living in North Shirley where alcohol abuse is increasingly exponentially. Recently we objected to our local *** [redacted for data protection purposes] extending their licensing hours and where totally ignored by the committee???</p>	<p>Survey 8 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals</p>
<p>Q4</p>	<p>There is a growing number of outlets where alcohol can be purchased in this area.</p>	<p>Survey 8 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals</p>
<p>Q4</p>	<p>Data shows high density of off license premises and increasing levels of alcohol related crime.</p>	<p>Survey 8 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals</p>
<p>Q4</p>	<p>Reduce crime and ASB</p>	<p>Survey 8 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals</p>
<p>Q4</p>	<p>Antisocial behaviour</p>	<p>Survey 9 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals</p>
<p>Q4</p>	<p>There is an issue with ASB associated with alcohol sales in the area. It should be expanded to include</p>	<p>Survey 9 October</p>	<p>None recommended</p>	<p>Indicates support for policy proposals. If future data supports CIA's in other areas this will be considered.</p>

Q4	premises on Station Road, South Norwood Hill and other streets off Portland Road.	Survey 11 October	None recommended	Indicates support for policy proposals
Q4	Again high crime problems should be limited, interesting when match days. Many pubs closed but still lots of drinking on street corners or park. It will affect our smaller businesses in a negative way & is equivalent to social cleansing.	Survey 16 October	None recommended	The statutory guidance to the Licensing Act 2003 makes clear that cumulative impact is a proper matter for the Council to consider. Cumulative impact does not impact on existing businesses. Statutorily no Cumulative impact assessment or area can be used as a tool to unilaterally refuse all and any premises license applications. Each application, regardless of whether or not there is a CIA must be considered on its own merits and on a case by case basis and the discretion of the Committee is only engaged where relevant

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Q4	<p>I live on **** [redacted for data protection purposes] off the High St (South Norwood), croydon council have already permitted too many bars and places selling alcohol on the High St, turn what was already 2 special stress areas into a nightmare. Oceanic bar revoked for breaches</p>	Survey 22 October	None recommended	<p>representations have been received. Indicates support for policy proposals</p>
Q4	<p>The High Street is a densely populated residential area and we already have an issue with street drinking and the disruption/nuisance that comes with that - should be monitored so that the problem doesn't escalate</p>	Survey 22 October	None recommended	Indicates support for policy proposals
Q4	<p>The amount of places selling cheap alcohol is encouraging people to drink on the street and these people can become antisocial, even violent and threatening. Restricting the amount of alcohol sold in this very small area should reduce the problem.</p>	Survey 25 October	None recommended	Indicates support for policy proposals

Q4	High levels of street drinking and ASB due to drinking	Survey 25 October	None recommended	Indicates support for policy proposals, though the cumulative impact assessment relates to premises which propose to sell alcohol for consumption off the premises, rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q4	I live in the area and every day on my work commute I have negotiate my way past drunks or drunken men gathering on the pavement outside Aldi on Station Road. Sometimes I am with my children. It's frightening and the police do not move them on.	Survey 5 November	None recommended	Indicates support for policy proposals
Q4	Because Portland road has been deteriorating more and more as years have gone by, and that's mainly the off-licences and takeaway places	Survey 7 November	None recommended	Indicates support for policy proposals

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	that sell alcohol to people that are clearly already drunk.			
Q4	I feel that there is such a high level of street drinking, in these areas, and those street drinkers have a big impact around the area, with anti social behaviour, criminal damage etc at a huge financial cost.	Survey 7 November	None recommended	Indicates support for policy proposals, though the cumulative impact assessment relates to premises which propose to sell alcohol for consumption off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q4	The area has become littered with drunken people often causing anti social behaviour. When you exit or enter the train station it is not pleasant to be presented with this conduct.	Survey 7 November	None recommended	Indicates support for policy proposals, though the cumulative impact assessment relates to premises which propose to sell alcohol for consumption off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such

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					as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q4	No knowledge of the area so cannot comment	Survey 7 November	None recommended	None recommended	Observation
Q4	There is a regular crowd encouraged to gather around barber and grocer shops to buy and consume alcohol in groups standing on the pavement on Portland Road along the parade of shops just north of the small sainsburys. It gives the area a bad look and they	Survey 12 November	None recommended	None recommended	Indicates support for policy proposals, though the cumulative impact assessment relates to premises which propose to sell alcohol for consumption off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q4	Don't like the street drinkers around the SN area	Survey 14 November	None recommended	None recommended	Cumulative impact assessment relates to premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as

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					public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.	Observation
Q6 Tell us why you agree or disagree with the proposed area for the CIA in South Norwood?	Croydon, as well as this area proposed in particular is rife with litter.	Survey 4 October	None recommended	None recommended	Observation	Observation
Q6	I do not go to this area and don't know it at all.	Survey 4 October	None recommended	None recommended	Observation	Observation
Q6	There needs to be more focus and compliance management on existing premises, it is clear that until good operations are in place, adding to the problems would be counter productive.	Survey 5 October	None recommended	None recommended	Cumulative impact assessment does not impact on existing businesses. However, management of existing premises is an enforcement issue and if members of the public are aware of non-compliance, they are encouraged to report this to the Licensing Team.	Observation
Q6	Same as above	Survey 5 October	None recommended	None recommended	Observation	Observation
Q6	Ditto	Survey 5 October	None recommended	None recommended	Observation	Observation
Q6	Again due to street drinking on match days which leads to littering I would support this	Survey 7 October	None recommended	None recommended	Indicates support for policy proposals, though the cumulative impact assessment relates to premises which propose to sell alcohol for consumption	Observation

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					off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime.
Q6		The success of current CIA's shows that it can also be effective in these new area	Survey 8 October	None recommended	Indicates support for policy proposals
Q6		Alcohol abuse is increasing so it's very necessary but as people have lost hope it's very understandable	Survey 8 October	None recommended	Indicates support for policy proposals
Q6		Seems a sensible area to define.	Survey 8 October	None recommended	Indicates support for policy proposals
Q6		High density of existing off license premises	Survey 8 October	None recommended	Indicates support for policy proposals
Q6		It covers the area where there is high crime and ASB	Survey 8 October	None recommended	Indicates support for policy proposals
Q6		Covers full extent of problem area	Survey 9 October	None recommended	Indicates support for policy proposals
Q6		Please see other comments as area should be wider	Survey 9 October	None recommended	Indicates support for policy proposals. If future data supports CIA's in other areas this will be considered.
Q6		The area has a lot of younger people and do not need to have so many places selling drinks. Needs to limited	Survey 11 October	None recommended	Indicates support for policy proposals

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Q6	Social cleansing of a working class area & community.	Survey 16 October	None recommended	The statutory guidance to the Licensing Act 2003 makes clear that cumulative impact is a proper matter for the Council to consider. Cumulative impact assessment does not impact on existing businesses. Cumulative impact relates to premises proposing to sell alcohol for consumption off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime.
Q6	Lots of bars popping up in a residential area where they are all already breach their licences causing local residents issues with noise, parking, ASBOs, drug use and littering until gone 3am. This is a residential area with daytime High St and shops.	Survey 22 October	None recommended	The proposed CIA's do not relate to 'On' licensed premises – premises authorised to sell alcohol for consumption on the premises such as bars and restaurants. Management of existing premises is an enforcement issue and if members of the public are aware of non-compliance, they are encouraged to report this to the Licensing Team.
Q6	Covering South Norwood highstreet is key that's where a high concentration of these	Survey 25 October	None recommended	Indicates support for policy proposals, though cumulative impact assessment relates to

	places reside and where a large number of Street drinkers gather.			premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q6	People shouldn't have to deal with staggering drunk men or gangs of drunk men sitting around on the pavement on their way to the station or the supermarket.	Survey 5 November	None recommended	Indicates support for policy proposals, though cumulative impact assessment relates to premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q6	The area has enough licenced premises	Survey 7 November	None recommended	Indicates support for policy proposals
Q6	Grips of people gather to drink on the benches outside the south Norwood leisure centre under the trees and further up the road outside the barber shops between	Survey 12 November	None recommended	Indicates support for policy proposals, though cumulative impact assessment relates to premises rather than seeking to control the behaviour of individuals which is not

	the small sainsburys and the railway bridge			within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q8 If there is anything missing from our licensing policy that you'd like us to consider, tell us about it below:	Those selling ultra low priced non-brand alcohol should be banned whereas those selling quality higher priced alcohol could be allowed. It should be that cheap very high alcohol content should be driven off out streets.	Survey 4 October	None recommended	The sale of alcohol is a permissible licensable activity. Management of existing premises is an enforcement issue where it is considered that one or more of the licensing objectives is being compromised.
Q8	Empowerment for ALL Responsible Authorities to be able to impose sanctions on premises that are linked to Alcohol Related ASB without having to progress through a review hearing. Enforceable Mandatory conditioning to allow removal of stocklines possibly?	Survey 5 October	None recommended	The Licensing Act 2003 only permits the licensing sub-committee to hear reviews of premises licenses and apply sanctions on licensed premises licenses provided that there is the necessary evidence to do so and it is in line with the Licensing Objectives set out in the Act. Nothing in the Council's Statement of Licensing Policy can seek to contradict or run counter to what is permissible or impermissible under the Act.

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Q8	Promoters using venues and public parks with TEN applications for larger events. The application must be submitted with evidence of Public Consultation and Risk Assessment. TFor public park use residents must be involved in decision process.	Survey 5 October	None recommended	The legislation only permits the Police and the Council's Environmental Health (Noise Pollution) Team to give objection notices on temporary event notices. The Council cannot use policy to seek to override the legislative requirements and duties.
Q8	More pubs in addiscombe please	Survey 7 October	None recommended	Observation
Q8	Not enough weight given to local residents/existing businesses. George Street becoming nasty. Do you really want a mixed economy with offices and residential? How can people work/live with the nuisance? I've been here since the 1990s, but looking to exit.	Survey 7 October	None recommended	Residents and businesses are permitted to make representations on an application for a premises licence or apply for a review of a premises licence under the Licensing Act 2003. If relevant representations are made which engage the Licensing Objectives the matter is referred to the Council's licensing sub committee for consideration.
Q8	Yes- the council is turning a blind eye to Shisha bars which are operating illegally, in Norbury along london road which also sell alcohol including cafe aurora & the 2x cafe havanas.	Survey 8 October	None recommended	The smoking of shisha is not a licensable activity and so cannot fall within the scope of the Council's licensing policy under the Licensing Act 2003. The sale of alcohol is a licensable activity.

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Q8	Your licensing committee should be more up to date with problems hence they would not cause yet more problems by allowing increases in licensing hours without the proper research!	Survey 8 October	None recommended	Management of existing licensed premises is an enforcement issue. Licensing Committee members are required to receive annual training. This is usually delivered by an experienced licensing barrister. In taking their decisions, the Licensing Sub-Committee must adhere to the requirements of the Licensing Act 2003, Statutory guidance and the Council's Statement of Licensing Policy.
Q8	More access to support for alcohol related issues is needed. More needs to be done to encourage other businesses and incentives to open alternative businesses in these areas.	Survey 8 October	None recommended	The Council's policy promotes Codes of Practice such as in respect of the naming, packaging and promotion of alcoholic drinks. It also recommends good management practice such as not selling certain alcohol types/strengths for example high strength beers/ciders or single cans above 6% ABV.
Q8	Needs to look at central Croydon and box park. Too many shops selling drink too close together. Ok if a restaurant serving food.	Survey 11 October	None recommended	If future data supports CIA's in other areas this will be considered.

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Q8	Closed down box park	Survey 15 October	None recommended	Observation
Q8	You are inventing a problem that isn't there in the name of gentrification.	Survey 16 October	None recommended	The statutory guidance to the Licensing Act 2003 makes clear that cumulative impact is a proper matter for the Council to consider. Cumulative impact does not impact on existing businesses. Cumulative impact assessment relates to premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q8	I objected to the ***** [redacted for data protection purposes], after being successful in the 1st committee the bar was given licence on the 2nd attempt but within 6-8 month has had licence removed for breaking rules that I showed	Survey 22 October	None recommended	CIA's in the Croydon policy only relate to premises that sell alcohol for consumption off the premises and not to premises licensed for 'on' sales.

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	they were breaking on video when applying			
Q8	The area is not a party street & is very much a residential area. Street drinking should not be encouraged unless it's strictly licensed and monitored.	Survey 22 October	None recommended	The Cumulative impact assessment relates to alcohol for consumption off the premises rather than seeking to control the behaviour of individuals which is not within the remit of the Licensing Regime. Non-Licensing measures such as public spaces protection orders can, subject to the necessary evidence, be used to control the consumption of alcohol in public places.
Q8	How are you planning to tackle Street drinkers? Can the consumption of alcohol on the street, where it's not part of a restaurant or bar, be restricted in certain areas of the highstreet? I'd like to see how that would be tackled	Survey 25 October	None recommended	Cumulative impact assessment relates to individuals which is not within the remit of the Licensing Regime. The consumption of alcohol is not a licensable activity under the Licensing Act 2003. The sale of alcohol is a licensable activity and is regulated under the Act. Non-Licensing measures such as public spaces protection orders can, subject to the necessary

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Q8	You should not allow small corner shops to sell alcohol. I have seen the shops around the station selling cheap, strong alcohol to drunks and homeless people. They gather outside those shops making them impossible for us to use. Remove their alcohol licen	Survey 5 November	None recommended	evidence, be used to control the consumption of alcohol in public places. The sale of alcohol is a permissible licensable activity under the Licensing Act 2003. The council cannot use policy to override the legislation. Management of existing premises is an enforcement issue where it is considered that one or more of the licensing objectives is being compromised. Cumulative impact assessment cannot be used to revoke existing licenses but there are statutory processes such as the review mechanism in the Licensing Act 2003 which can be instituted by responsible authorities or members of the public where there is relevant evidence of failures to comply with License conditions.
Q8	The retailers or license holders should be liable to clear alcoholic debris in the near vicinity. Often empty alcoholic bottles or cans are purchased at their shop and	Survey 7 November	None recommended	Indicates support for policy proposals. Management of existing premises is an enforcement issue.

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Q8	discarded in or around the area. Provide bins. Non discrimination assurance can be bolstered by adding "the policy does not seek to censor musical or artistic genres"	Survey 14 November	None recommended	Neither the proposed changes to the statement of Licensing policy nor the introduction of proposed Cumulative impact areas seek to control music or the type thereof nor are there any provisions within the policy which seek to regulate music genres. The Statutory Guidance under the Licensing Act 2003, to which the Council must have regard in exercising its functions, provides as follows at paragraph 10.17 "In general, other than in the context of film classification for film exhibitions, licensing authorities should not use their powers under the 2003 Act to seek to impose conditions which censor the content of any form of regulated entertainment. This is not a proper function of licensing law and cannot be properly related to the licensing objectives. The
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Q8	<p>We are a civilised society and ought to stop attempting to control the area or behaving as if we are a nanny state. Let's be grown up about how we treat adults. Transgressors contribute at most as a minimum number.</p>	Survey 14 November	None recommended	<p>content of regulated entertainment is a matter which is addressed by existing laws governing indecency and obscenity. Where the concern is about protecting children, their access should be restricted where appropriate." It should also be noted that the Licensing Objective of protection of children from harm includes the protection of children from moral, psychological and physical harm and this requires not only protecting children from the harms associated directly with alcohol consumption but also wider harms such as exposure to strong language and sexual expletives.</p> <p>The statutory guidance to the Licensing Act 2003 makes clear that cumulative impact is a proper matter for the Council to consider. Cumulative impact assessment does not impact on existing businesses. Cumulative impact relates to premises rather than the</p>
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Q8	Have an online list of stores which currently have a license to sell alcohol	Survey 14 November	None recommended	conduct of individuals which is not within the remit of the Licensing Regime. Details of premises licenses issued are available from the Council's licensing team.
Responses direct to Council Licensing Team Response 1	Response (anonymised) Dear council officers, I would like to suggest that the licensing policy is bolstered in its non-discrimination reassurances by adding that "This licensing policy does not seek to censor musical or artistic genres."	How/When Email to licensing@croydon.gov.uk on 14 November	Comments incorporated into Policy None recommended	Comments not incorporated into Policy Neither the proposed changes to the statement of Licensing policy nor the introduction of proposed Cumulative impact areas seek to control music or the type thereof nor are there any provisions within the policy which seek to regulate music genres. The Statutory Guidance under the Licensing Act 2003, to which the Council must have regard in exercising its functions, provides as follows at paragraph 10.17 "In general, other than in the context of film classification for film exhibitions, licensing authorities should not use their powers under the 2003 Act to seek to impose conditions which censor the content of any form of

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	<p>regulated entertainment. This is not a proper function of licensing law and cannot be properly related to the licensing objectives. The content of regulated entertainment is a matter which is addressed by existing laws governing indecency and obscenity. Where the concern is about protecting children, their access should be restricted where appropriate." It should also be noted that the Licensing Objective of protection of children from harm includes the protection of children from moral, psychological and physical harm and this requires not only protecting children from the harms associated directly with alcohol consumption but also wider harms such as exposure to strong language and sexual expletives.</p>				
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Statutory Review of LB Croydon Licensing Policy under the Licensing Act 2003

Consultees

- All LB Croydon ward councillors
- The three borough MP's
- 561 voluntary and community sector contacts across the borough
- Metropolitan Police
- London Fire Brigade
- LB Croydon Public Health Team
- The New Addington, Purley and Croydon town centre BID's
- London Road Business Association
- Crystal Palace Business Association
- Croydon BME Forum
- Asian Resource Centre
- Croydon Voluntary Action (CVA)
- Croydon Pub Watch
- 24 random holders of a personal licence issued by LB Croydon
- 10 random premises holding a Club Premises Certificate issued by LB Croydon
- 52 random holders (or their representatives) of premises licenses issued by LB Croydon, though we ensured a significant number were off licenses.
- The Federation of Small Businesses
- The Wine & Spirit Trade Association
- UK Hospitality (formed by the merger of the Association of Licensed Multiple Retailers and the British Hospitality Association)
- The London Boroughs of Sutton, Merton, Lambeth and Bromley

Summary of communications

In addition, all available council communication channels were used to promote the consultation and encourage people to complete the survey. This included:

- Webpage <https://www.getinvolved.croydon.gov.uk/licensing-policy> received over 600 visits
- Email to community group distribution list (561 contacts)
- Press release and news story on [news.croydon.gov.uk](https://www.croydon.gov.uk/news) (178 views)
- Social media posts through the consultation
 - Twitter – five posts received a total of 4,626 impressions
 - Facebook – three posts and one story received over 250 impressions
 - Instagram stories – received over 1,100 impressions
- Included in three editions of the council's weekly Your Croydon bulletin that goes to over 80,000 email addresses
- Included in three editions of the council's business bulletin that goes to over 6,000 businesses

Have your say on Croydon's licensing policy

Cumulative Impact Areas (CIAs)

Cumulative Impact Areas (CIAs) can be introduced to limit the number of licence applications allowed to be granted in an area to prevent crime, disorder and public nuisance. They are introduced to areas where there is evidence of high levels of alcohol related crime and harm.

Croydon currently has four CIAs which we proposed to keep, they are:

- [Brighton Road, South End, Croydon High Street and George Street](#)
- [London Road](#)
- [Brigstock Road and High Street, Thornton Heath](#)
- [Central Parade, New Addington](#)

How strongly do you agree or disagree that the current CIAs are needed?

Questions	Definitely agree	Somewhat agree	Neither agree nor disagree	Somewhat disagree	Definitely disagree
Brighton Road, South End, High Street and George Street					
London Road					
Brigstock Road and High Street, Thornton Heath					
Central Parade, New Addington					

If you disagree that any of the CIAs are needed, tell us which ones and why:

We are proposing the introduction of a fifth Cumulative Impact Area (CIA) for High Street and Portland Road, South Norwood - [see map of the proposed area](#). This is proposed to relate to sales of alcohol for consumption off the premises from off-licenses, shops and supermarkets.

How strongly do you agree or disagree with the need for a CIA in South Norwood?

(Choose any one option)

- Definitely agree
- Somewhat agree
- Neither agree or disagree
- Somewhat disagree
- Definitely disagree

Tell us why you agree or disagree with the proposed CIA in South Norwood?

Have your say on Croydon's licensing policy

APPENDIX 6

Get Involved Croydon

How strongly do you agree or disagree with the proposed area for the CIA in South Norwood?

[See a map of the area here.](#)

(Choose any one option)

- Definitely agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Definitely disagree

Tell us why you agree or disagree with the proposed area for the CIA in South Norwood?

Other proposed licensing policy changes

Other changes we are proposing as part of the review are:

- remove the two '[special stress areas](#)'- High Street & Portland Road, South Norwood and Lower Addiscombe Road
- update general details such as borough population, committee and board names and responsibilities – [see full list](#)

How strongly do you agree or disagree with the other changes proposed to be made to the licensing policy?

(Choose any one option)

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

If there is anything missing from our licensing policy that you'd like us to consider, tell us about it below:

About you

Please tell us a bit about you.

Which age group are you in?

Have your say on Croydon's licensing policy

APPENDIX 6

Get Involved Croydon

(Choose any one option)

- Under 16
- 16 - 24
- 25 - 44
- 45 - 64
- 65+
- Prefer not to say

What is your ethnicity?

(Choose any one option)

- White British
- White Irish
- Any other White background
- Asian Indian
- Asian Pakistani
- Asian Bangladeshi
- Asian Chinese
- Any other Asian background
- Black Caribbean
- Black African
- Any other Black background
- Mixed White and Black Caribbean
- Mixed White and Black African
- Mixed White and Asian
- Arab
- Mixed any other background
- Prefer not to say
- Other (please specify)

How would you describe your gender identity?

(Choose any one option)

- Male
- Female
- Non-Binary
- Transgender
- Prefer not to say

Do you have any disabilities?

(Choose any one option)

- Yes
- No
- Prefer not to say

Answer this question only if you have chosen Yes for Do you have any disabilities?

What type of disability(ies) do you have?

(Choose all that apply)

Have your say on Croydon's licensing policy

A 6

Get Involved Croydon

- Visually impaired
- Hearing impaired
- Mobility disability
- Learning disability
- Communication difficulty
- Hidden disability (eg. autism, asthma etc)
- Prefer not to say
- Other (please specify)

What is your religion?

(Choose any one option)

- Buddhist
- Christian
- Hindu
- Sikh
- Muslim
- Baha'i
- Jewish
- None
- Prefer not to say
- Other (please specify)

Draft Cumulative Impact Assessment: November 2022

Part 1

Cumulative impact has been used as a term to describe the stress that a large number of licensed premises can have on crime and disorder, nuisance and the demand on local services. The statutory guidance describes cumulative impact as "...the potential impact on the promotion of the licensing objectives of a number of licensed premises concentrated in one area." It is often not that licensed premises on their own are operating in a way that is detrimental to the licensing objectives, but it is the accumulation of the premises and the people attending them that creates the increased problems and demands on services.

Under the Licensing Act 2003 (the 'Act'), the London Borough of Croydon recognises that a significant number and type of licensed premises in a particular area may lead to problems of crime, disorder and nuisance and notes that in accordance with the Home Office Statutory Guidance to the Act, the cumulative impact of such premises on the promotion of the licensing objectives is a proper matter for the Council to consider.

As per the requirements of Section 5 of the Licensing Act 2003, the Council has published a Statement of Licensing Policy setting out how it will undertake its functions & responsibilities under the Act and paragraphs 4.17 to 4.35 inclusive and Appendices 2 to 5 in that document cover the issues of Need and Cumulative Impact – see copy of the current policy document at this link – *[INSERT LINK ONCE POLICY APPROVED]*.

Cumulative impact areas in 5 parts of the borough were established in 2005 and 2013. Following a review in 2017, one of those cumulative impact areas was removed but the remaining four were retained. The one area was removed on the basis that it was no longer appropriate.

As is required, the Council undertook a further consideration of its approach to cumulative impact to decide whether any changes were required to cumulative impact areas.

In 2022, the Council was required to undertake a statutory 5 year review of its licensing policy and also undertook a review of the cumulative impact areas in existence. Data was gathered and based on that, between 4 October and 15 November 2022, the Council undertook a consultation in accordance with Section 5 but also Section 5A of the Licensing Act 2003 with proposals to maintain the current position in respect of the four existing cumulative impact areas in the Borough (cumulative impact areas 1-4) and in addition, proposed the introduction of a new, 5th cumulative impact area (CIA) in the South Norwood area. As with the other 4 existing CIA's, the new one was to be specific to premises authorised solely for the sale of alcohol 'off' the premises such as from off-licenses, shops, stores and supermarkets.

The outcome of the consultation, which supported the proposals, was reported to Licensing Committee and following consideration by the Licensing Committee on 29 November 2022 the recommendations as contained in that report were *** - see link to report here:

Accordingly, the Cumulative Impact Areas for the Borough are as set out in the Licensing Policy and are detailed in paragraph 4.23 below and the evidence base for this is set out in Part 2 of this Cumulative Impact Assessment and at Appendices 2 to 5 of the Council's Statement of Licensing Policy

The Council has now produced and published this Cumulative Impact Assessment which refers to the relevant sections in the Council's published Statement of Licensing Policy.

Following the decision by the Licensing Committee and approval of the Statement of Licensing Policy by Full Council, both the Statement of Licensing Policy and this Cumulative impact Assessment confirm that in light of the evidence in Part 2 and the outcome of the Consultation:

1. The Licensing Authority remains of the opinion that the number of relevant authorisations in respect of premises in the parts of its area described in the assessment as cumulative impact areas 1- 4 as part of the Statement of Licensing Policy 2023-2028 is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in those parts.
2. The Licensing Authority is of the opinion that the number of relevant authorisations in respect of premises in the parts of its area described in the assessment as cumulative impact area 5 as part of the Statement of Licensing Policy 2023-2028 is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in those parts.

For ease, the relevant sections from the policy which address cumulative impact are reproduced below –

NEED and CUMULATIVE IMPACT ASSESSMENT

- 4.17 The Council will not take 'need' into account when considering an application, as this concerns 'commercial demand' and is a matter for the planning process and the market.
- 4.18 However, the Council recognises that a significant number and type of licensed premises in a particular area may lead to problems of crime, disorder and nuisance and notes that in accordance with the Statutory Guidance to the Act, their cumulative impact on the promotion of the licensing objectives is a proper matter for the Council to consider. For example, national analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions.

- 4.19 Where the Council recognises that there is such a cumulative effect it will consider adopting a specific Cumulative Impact Assessment for that area, if this is shown to be necessary. Reducing availability, affordability and attractiveness are some of the most effective ways to reduce alcohol-harm and related crime.
- 4.20 In these circumstances, the Council may consider that the imposition of conditions is unlikely to address the apparent problems and may consider the adoption of a special policy whereby there will be a presumption that new premises licence or club premises certificate applications, or applications to materially vary a premises licence, will be refused. A material variation may be, for example, an increase in permitted hours or to add a licensable activity onto a premises licence.
- 4.21 Based on the Statutory Guidance to the Act, in deciding whether to adopt such a Policy in an area, the Council will consider the following:
- local crime and disorder statistics, including statistics on specific types of crime and crime hotspots
 - statistics on local anti-social behaviour offences
 - the density and number of current premises selling alcohol
 - Alcohol use and misuse in Croydon's population
 - Claimants of benefits due to alcoholism
 - Alcohol specific hospital admissions for under 18's
 - Ambulance incidents and dispatches
 - Alcohol related road traffic accidents
 - Statistics on alcohol related emergency attendances and hospital admissions
 - Mortality
 - Complaints recorded by the local authority
 - Evidence from local councillors and
 - Evidence obtained through local consultation.
- 4.22 There are concerns about parts of the borough which experience high levels of alcohol related crime and alcohol related hospital admissions and where it is clear that the density of shops selling alcohol for consumption off the premises is significantly higher than in other parts of the borough.
- 4.23 As a result, the Council has considered it appropriate to designate, the following five areas within Croydon as being subject to a Cumulative Impact Assessment in respect of off licences and shops and supermarkets selling alcohol for consumption off the premises:
- i. Cumulative impact area 1: Along the Brighton Road; South End; High Street, George Street corridor, from the Royal Oak Centre on Brighton Road, Purley to the junction of George Street and Cherry Orchard Road in Central Croydon

- ii Cumulative impact area 2: Along the London Road/Streatham High Road corridor, in 3 sections; from the junction of London Road and Tamworth Road in West Croydon to the j/w Canterbury Road; from the j/w Broughton Road to the j/w Melrose Avenue and; from the j/w Northborough Road to the borough boundary with London Borough of Lambeth
 - iii Cumulative impact area 3: Along the Brigstock Road and High Street, Thornton Heath corridor, from the junction of Brigstock Road and London Road in Thornton Heath to the junction of High Street, Thornton Heath and Whitehorse Lane
 - iv Cumulative impact area 4: Along the length of Central Parade, New Addington
 - v. Cumulative impact area 5: Along the length of High Street, South Norwood from the junctions with Oliver Grove and Station Road to the junction with Lancaster Road and along the length of Portland from the junction with High Street to the junction with Spring Lane, Woodside
- 4.24 The effect of a Cumulative Impact Assessment for each of the areas listed above is that where relevant representations are received on any new applications for a premises licence to sell alcohol off the premises, or on a material variation to an existing such premises licence there will be a presumption under the assessment that the application will be refused. A material variation would be, for example, an increase in permitted hours for the sale of alcohol or to add the sale of alcohol off the premises as a licensable activity to the premises licence.
- 4.25 The Cumulative Impact Assessment is intended to be strict, and will only be overridden in genuinely exceptional circumstances. However, the Licensing Authority will not apply these policies inflexibly. It will always consider the individual circumstances of each application; even where an application is made for a proposal that is apparently contrary to policy.
- 4.26 It is not possible to give a full list of examples of when the council may treat an application as an exception. However, in considering whether a particular case is exceptional, the Licensing Authority will consider the reasons underlying the assessment.
- 4.27 The Licensing Authority will not consider a case to be exceptional merely on the grounds that the premises have been or will be operated within the terms of the conditions on the licence, or that are or will be generally well managed because of the reputation or good character of the licence holder or operator. This is expected in the conduct of all licensed premises. Moreover, licences are for premises and can be easily transferred to others who intend to operate within the scope of the licence and its conditions.

- 4.28 The Council will review the assessment regularly to see whether the cumulative impact areas have had the effect intended and whether they are still needed or whether they need expanding.
- 4.29 The Council will not use this assessment and areas solely:
- As the grounds for removing a licence when representations are received about problems with existing licensed premises, or,
 - To refuse modifications to a licence, except where the modifications are directly relevant to the policy, for example where the application is for an extension in permitted hours or to add a licensable activity.
- 4.30 The Council recognises though that where no relevant representations are made in relation to an application in a cumulative impact area, the application must be granted in terms consistent with the applicants operating schedule.
- 4.31 The Council recognises that the diversity of premises selling alcohol, serving food and providing entertainment covers a wide range of contrasting styles and characteristics and will have full regard to those differences and the differing impact these will have on the local community.
- 4.32 Where an application is made for a new or transfer and variation of a licence, in respect of premises that have closed and been unused and that closure was to a relevant extent as a consequence of crime and disorder and/or nuisance issues at the premises, the Council would expect the applicant to make clear in their operating schedule how they will ensure the prevention of crime and disorder and prevention of public nuisance objectives will be met, bearing in mind any previous crime and disorder/nuisance concerns there may have been.
- 4.33 It therefore also recognises that, within the Cumulative Impact assessment areas, it may be able to approve licences that are unlikely to add significantly to the existing problems, and will consider the circumstances of each individual application on its merits.
- 4.34 The Council acknowledges that the licensing function cannot be used for the general control of anti-social behaviour by individuals once they are beyond the direct control of the licensee of any premises concerned and that apart from the licensing function, there are a number of other measures available for addressing issues of unruly behaviour that can occur away from licensed premises.
- 4.35 In recognising the importance of such measures, the Council will continue to seek further improvements to those already achieved in respect of planning controls and working in partnership with local businesses and transport operators on a number of measures to create a safe and clean environment in the following areas:
- Provision of extensive CCTV and radio communication systems

- Improvements to street lighting
- Rubbish collection and street cleaning
- Provision of better late night bus, tram, rail and taxi/minicab services
- Provision of Police Officers/street and litter wardens
- Designation of areas within the borough, as part of a Public Space Protection Order, where alcohol may not be consumed publicly and monitoring the possible need for future designations in other parts of the borough*
- Working in partnership with Croydon Borough Police on law enforcement issues relating to disorder and anti-social behaviour. These include the use of powers to issue fixed penalty notices, prosecuting those selling alcohol to people who are underage and/or drunk, confiscating alcohol from adults and children in designated areas and instant closure of licensed premises or temporary events on the grounds of disorder, or likelihood of disorder or excessive noise from the premises
- Working in partnership with Licensees and expecting them to support existing and future agreed measures set up to promote the strategic objectives for crime and disorder reduction within the Borough
- Acknowledging the powers of the police or other responsible authorities, or a local resident or business under the 2003 Act, to seek a review of the licence or certificate

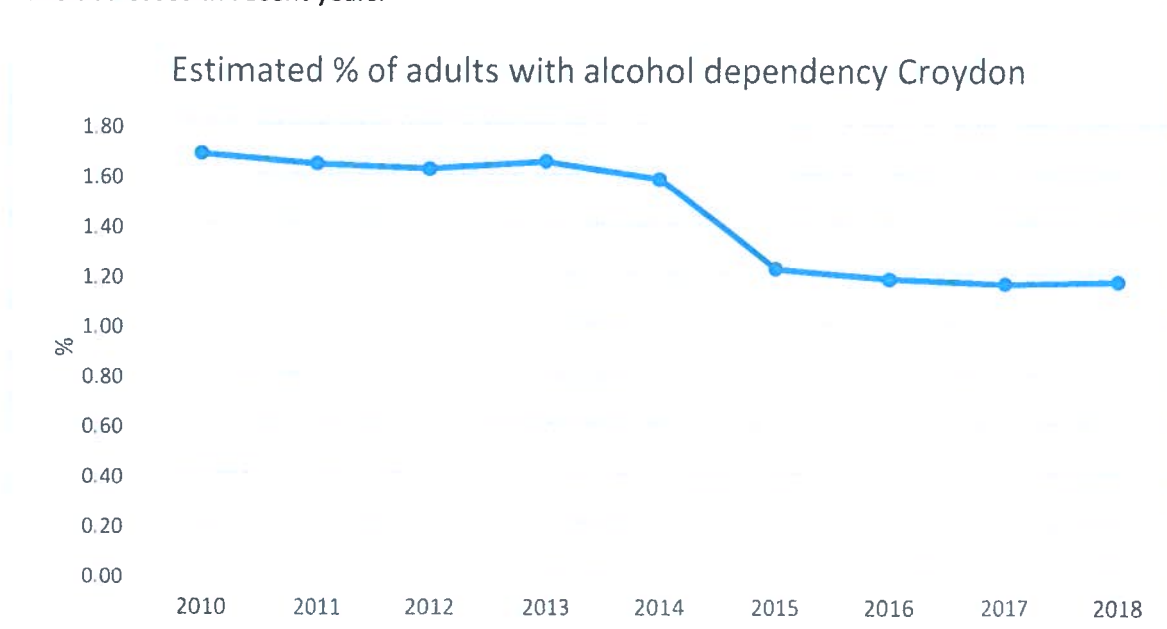
*Would existing licence/certificate holders and new applicants please note that a number of areas within the borough of Croydon may lie within Public Space Protection Orders (PSPO's) that may control the consumption of alcohol in public areas. Please contact the Council's licensing team if you wish to discuss how such orders may affect licensed premises.

Part 2:

Alcohol use

Between 2,718 and 4,485 adults in Croydon were estimated to be alcohol-dependent in 2018-19, between 0.9% and 1.5% of the adult population¹

When looking at trend data, the estimated percentage of adults with alcohol dependency appears to have decreased in recent years.



21% of adults in Croydon abstain from alcohol. 8.6% binge drink on their heaviest drinking day and 15.8% drink more than 14 units of alcohol a week as estimated by the Health Survey for England (2015-18).²

Between 2.4%-4.6% of 15-year-olds in Croydon were regular drinkers, as estimated by The What About Youth survey in 2015.³

Off licenses

As at June 2022, there are 473 premises in Croydon licensed to sell alcohol to drink off the premises (off-licenses). This is equal to a rate of 1.95 off-license premises for every 1,000 people estimated to be living in Croydon and 2.6 per 1,000 of the adult 18+ population.⁴

¹ Public Health England. 2018-19 Estimates of alcohol dependent adults, based on 2014 Adult Psychiatric Morbidity Survey. <https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

² OHID, Local Alcohol Profiles for England. <https://fingertips.phe.org.uk/profile/local-alcohol-profiles>

³ OHID, Child and Maternal Health. <https://fingertips.phe.org.uk/profile/child-health-profiles>

⁴ ONS. 2020 mid-year population estimates. Off-licence numbers taken from local council licensing team. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annualmidyearpopulationestimates/mid2019estimates>

In 2014, a total of 1,398,180 litres of alcohol were through the off trade, this is equivalent to 4.9 litres per adult (aged 18+).²

PHE analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions. No association was found for on-trade sales.

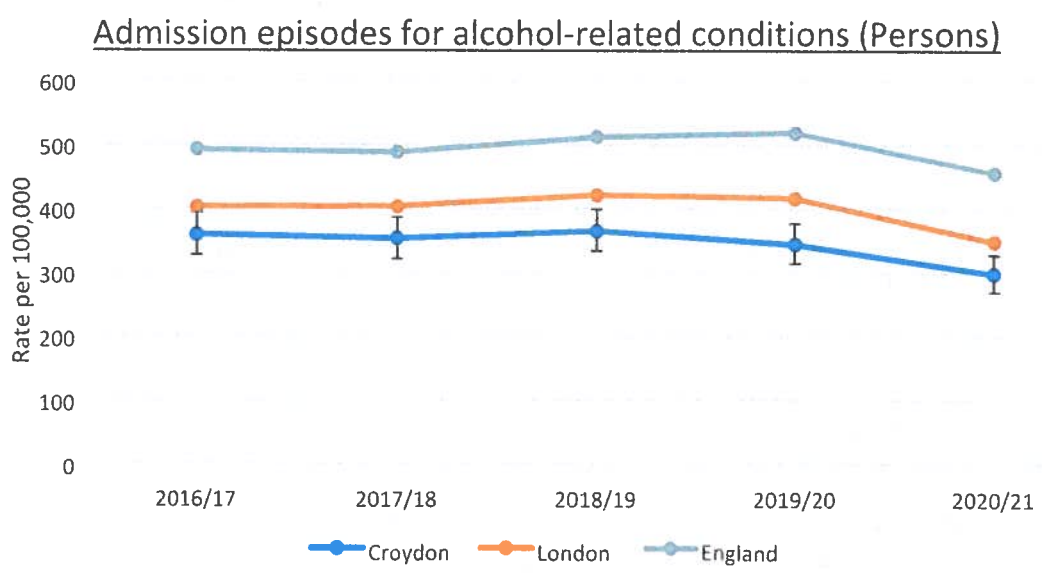
Alcohol-related Road traffic accidents²

26 road traffic accidents in Croydon in 2014-16 were alcohol related. This is a rate of 9.4 per 1,000 road accidents. This is a similar rate to London (10.7) and lower rate than England (26.4).

Hospital admissions²

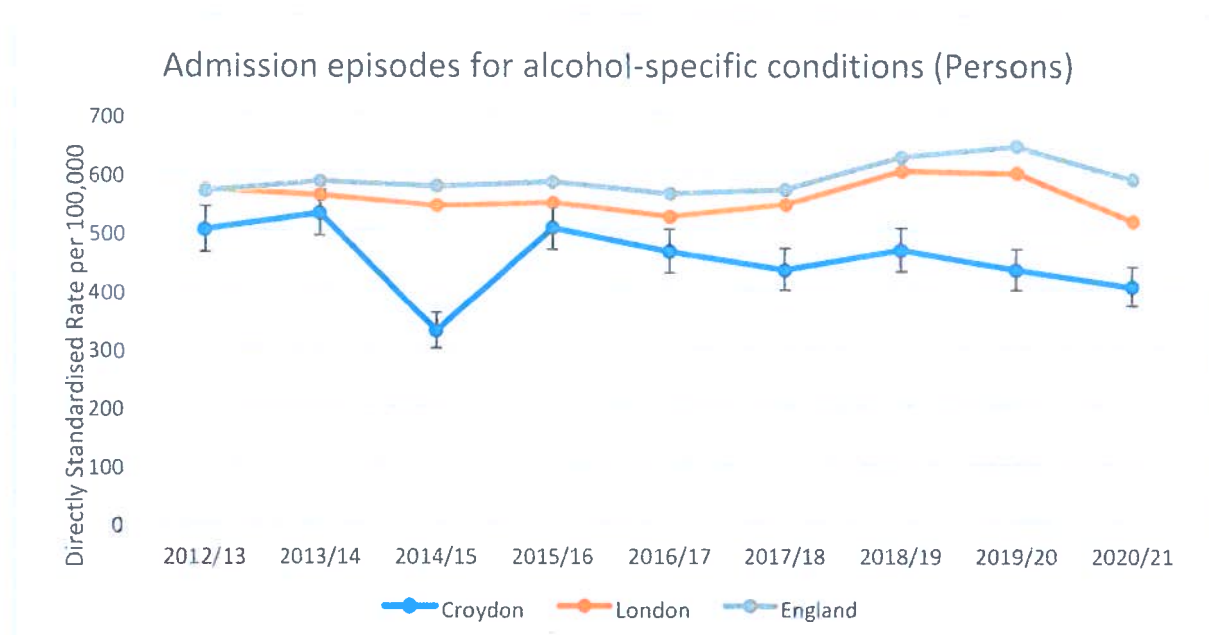
In 2020/21 there were 1,051 admissions to hospital for alcohol-related conditions (narrow definition). This is a rate of 298 per 100,000 population, lower than the rates seen across England (456) and London (348). 22% of these admissions were in people under 40 years of age, 53% in people aged 40-64 years and 25% in people aged 65 or above. In all age groups the rate of hospital admissions for alcohol related conditions is higher in males than females.

When looking at trend data admissions for alcohol related conditions in Croydon have been significantly decreasing and getting better in recent years.



A further 1,440 admissions occurred in the same year for alcohol-specific conditions. This is a rate of 403 per 100,000 population, again lower than the rates seen across England (587) and London (515).

When looking at trend data, admissions for alcohol- specific conditions in Croydon have been significantly decreasing and getting better in recent years.



Mortality²

Latest data (2020) shows that Croydon had an alcohol-specific mortality rate of 10.6 and an alcohol-related mortality rate of 31.3. Rates are directly standardised per 100,000 population. Croydon alcohol-specific mortality rates were similar to both England (13.0) and London (9.9). Alcohol-related mortality rates in Croydon were similar to both England (37.8) and London (32.2). Alcohol-related mortality rates in Croydon were higher in males (46.9) than females (17.9) which were also similar to England and London.

When looking at trend data for alcohol specific mortality and alcohol related mortality in Croydon there is no significant change over the recent years.

Crime

Data⁵ shows that there is a strong relationship between alcohol and a range of crimes including violence. Alcohol-related crime is measured by the Metropolitan Police Service as notifiable crimes which have at least one of the following flags:

- Alcohol consumed at scene by suspect/accused.
- Suspect/accused had been drinking prior to committing offence.
- Victim had been drinking prior to the offence.

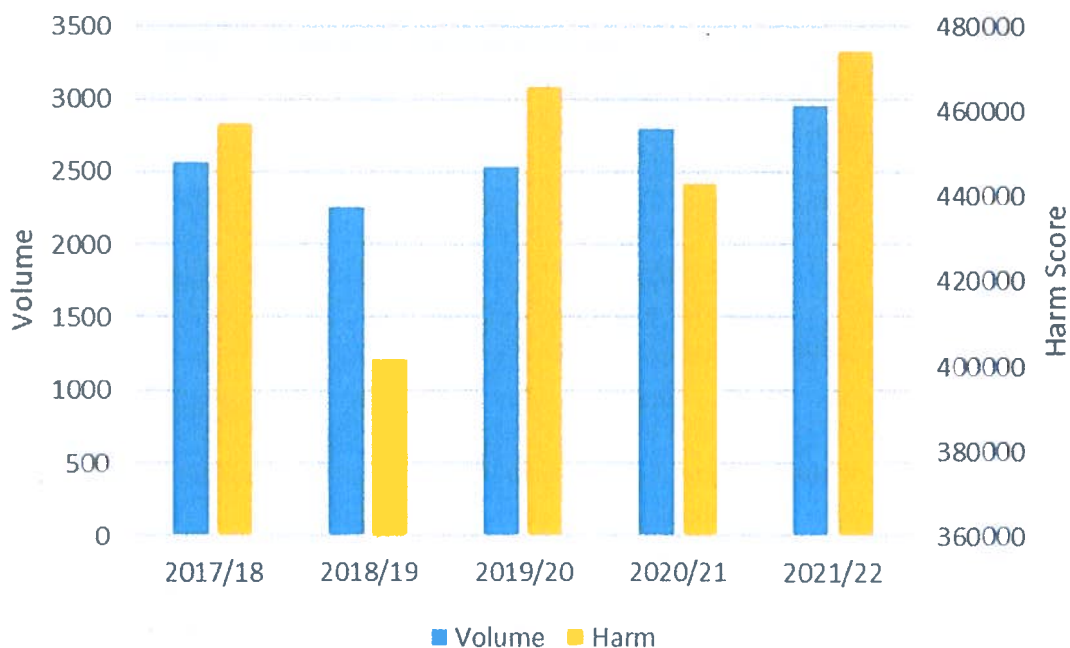
Also, there are specific alcohol-related crimes which are also included in the data (e.g., causing death by careless driving under influence of drink or drugs) and they are the only ones which are notifiable to the Home Office. As there is an issue of reliability of the above flags being recorded consistently, 'wildcards' are also used to identify crimes where alcohol featured e.g., searching for words including 'drunk', 'drinking alcohol' etc in the crime report. However, it must be emphasised that the

⁵ Crime Survey for England and Wales, nature of crime tables (violence)

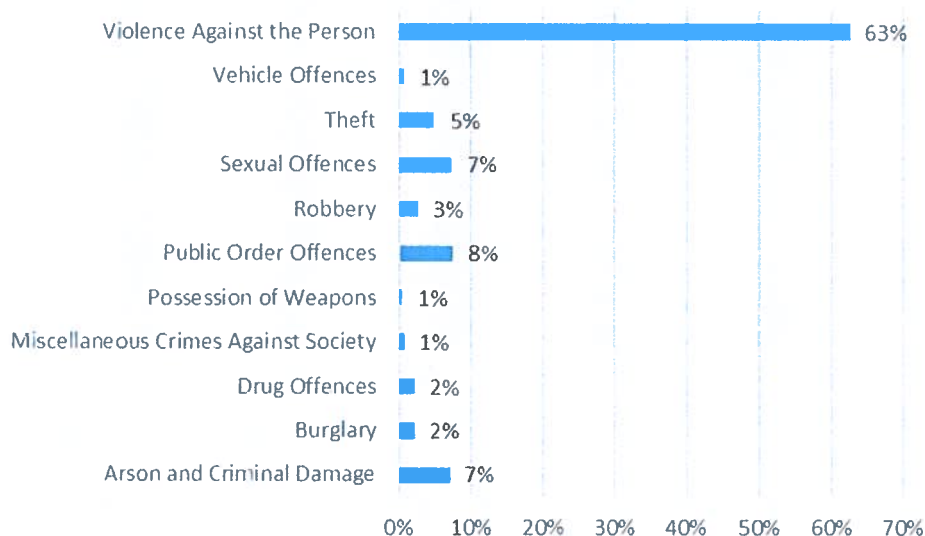
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/natureofcrimetablesviolence>

following statistics on alcohol-related crime in the borough should be treated as the minimal number of crimes where alcohol featured.

The following graph shows the volume and harm⁶ of alcohol-related crime in the borough in the last five years. As shown there has been an overall increase in volume over the last five years and 2021/22 was the highest for alcohol-related crime. In regards to harm, even though this has fluctuated over the same period, 2021/22 was also the highest in five years.

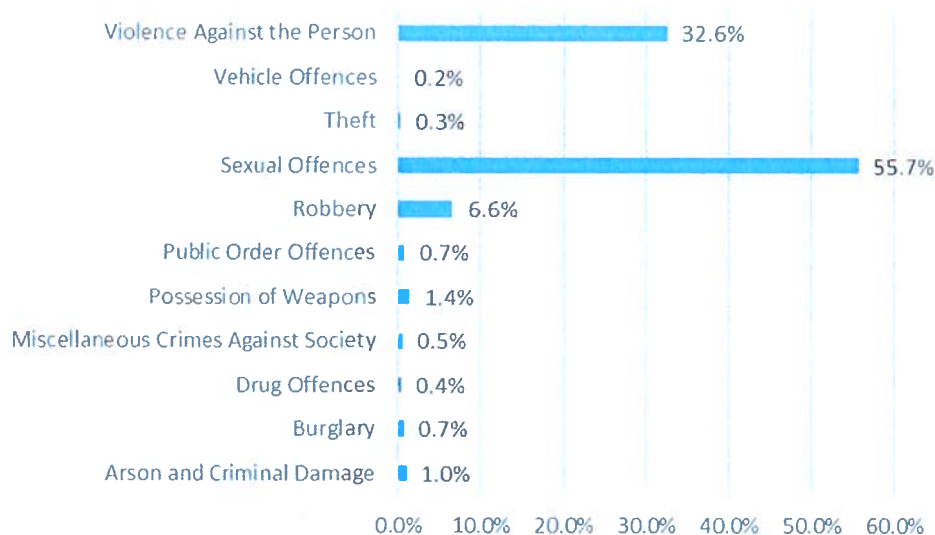


The following chart shows that over 60% of alcohol-related crime volume committed in the borough in 2021/22 was violence against the person. This is followed by 8% being public order offences.

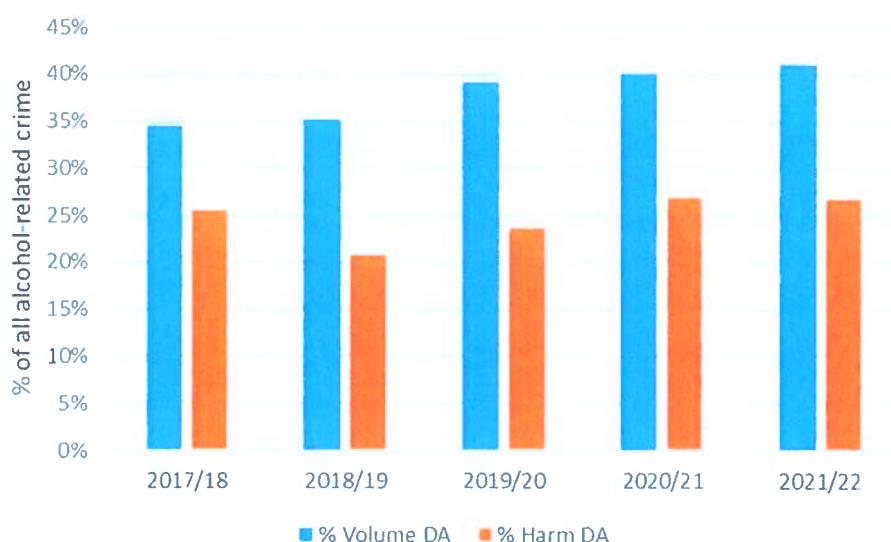


⁶ Crime Harm is measured using the Cambridge Crime Harm Index
<https://www.crim.cam.ac.uk/research/thecambridgecrimeharmindex>

By looking at alcohol-related crime harm in the borough in 2021/22, over half of all harm committed were sexual offences and around a third was violence.



Alcohol-related crime is closely linked to domestic violence which has also seen higher levels of reported offences in Croydon. The following chart shows that the proportion of all alcohol-related crime volume which is flagged as domestic has been increasing year-on-year with over 40% of all crimes being domestic in 2021/22. In contrast, the proportion of all alcohol-related crime harm which was flagged as domestic as relatively stable over the last five years with it representing 27% in 2021/22.



In 2020/21, the Metropolitan Police Service recorded 34,068 crimes within Croydon, of which 11,645 were violence against the person (34.2% of all recorded crimes)⁷. The CSEW shows that, in 2017/18,

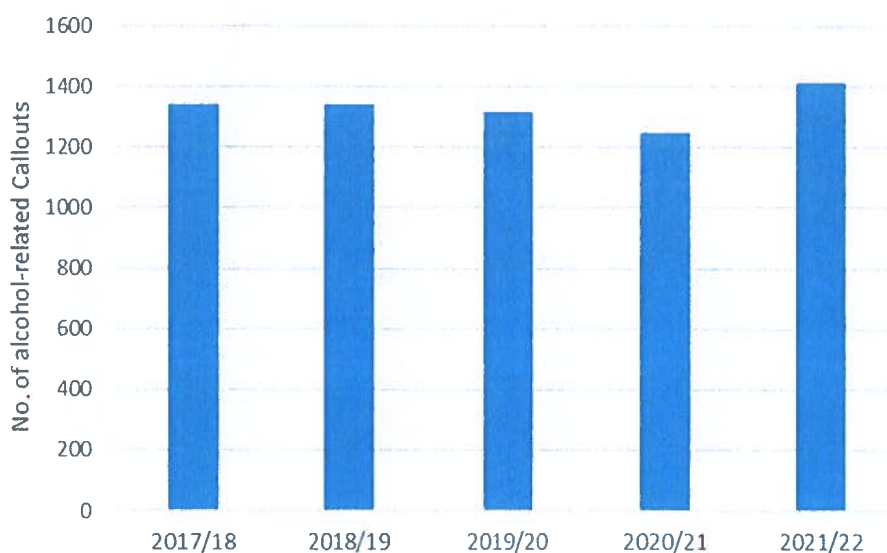
⁷ Crime Statistics in Croydon in 2021/22 published by the Metropolitan Police Service

https://public.tableau.com/shared/RMW9PB8ZH?:display_count=y&:origin=viz_share_link&:embed=y

42% of the victims of violent incidents believed the offender(s) to be under the influence of alcohol. In Croydon this would result in a total of 4,891 offences of violence against the person were alcohol-related.

London Ambulance Service – Alcohol-related Callouts⁸

In 2021/22 there were 1,415 alcohol-related callouts to the London Ambulance Service – the highest in the last five years. Also, 2021/22 saw the only year-on-year increase over the same period with callouts rising to 13%. This large increase can be partly attributed to Covid-19 and the consequential government restrictions where many businesses were closed for substantial periods of time. Therefore, by comparing 2021/22 to 2019/20, there was still an 8% increase in callouts.

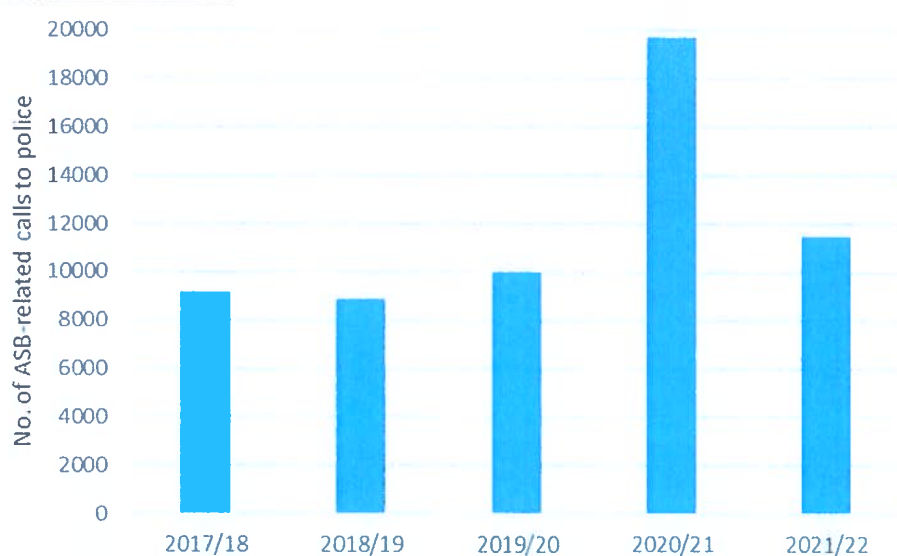


Anti-social Behaviour⁸

Another reliable indicator of identifying the level of alcohol-related nuisance or disorder is by looking at anti-social behaviour in the borough. In 2021/22 there were 10,087 calls of anti-social behaviour (ASB) made to the police in Croydon. This is a 42% decrease compared to the year before. However, it must be noted that incidents linked to Covid-19 restrictions are recorded as ASB (e.g. lack of social

⁸ London Ambulance Service incidents and Dispatches figures from Greater London Authority SafeStats tool, <https://www.london.gov.uk/what-we-do/research-and-analysis/safestats?source=vanityurl>. The same tool used to identify antisocial behaviour incidents from London Ambulance Service, British Transport Police, London Fire Brigade, Metropolitan Police Service and Transport for London. SafeStats contains non-official data for the purposes of operational and strategic insight and is accurate only at the point in time that it is received by SafeStats therefore there are caveats regarding the accuracy of this data.

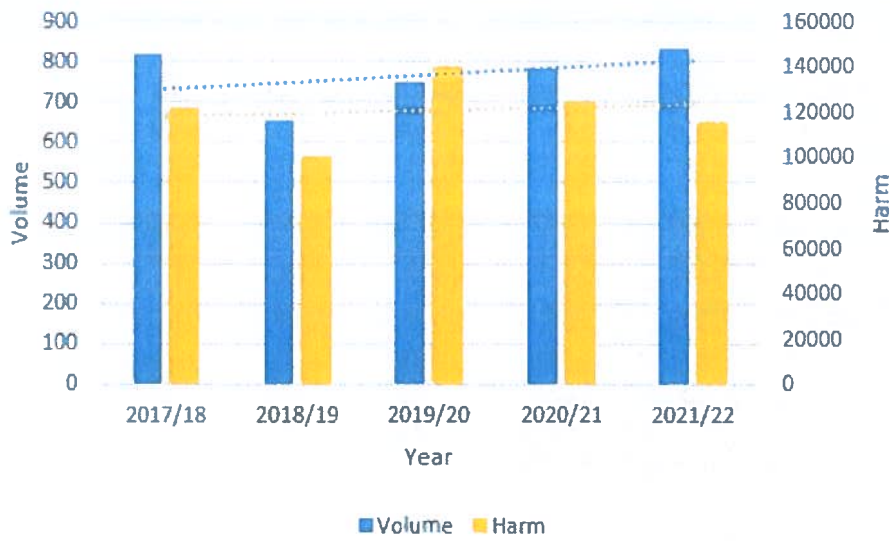
distancing, no mask wearing etc.) therefore this was the main contributor for the large number of calls in 2020/21 as shown in the following chart.



Even though Covid-19 related calls partly contribute to the number of calls in 2021/22, there were much less restrictions in place compared to the year before. Therefore, a fairer comparison is comparing 2021/22 to 2019/20, where there was a 15% increase in incidents.

The current CIA's together have seen the highest volume of alcohol-related offences in 2021/22 in the last five years. This is measured by identifying the number of offences in a 150m area of the CIA's. The volume of offences has risen for the third consecutive year. By comparing 2021/22 to the year before there has been a 6% increase in the number of offences. By comparing 2021/22 to 2019/20 (pre-covid year) there has been an 11% increase.

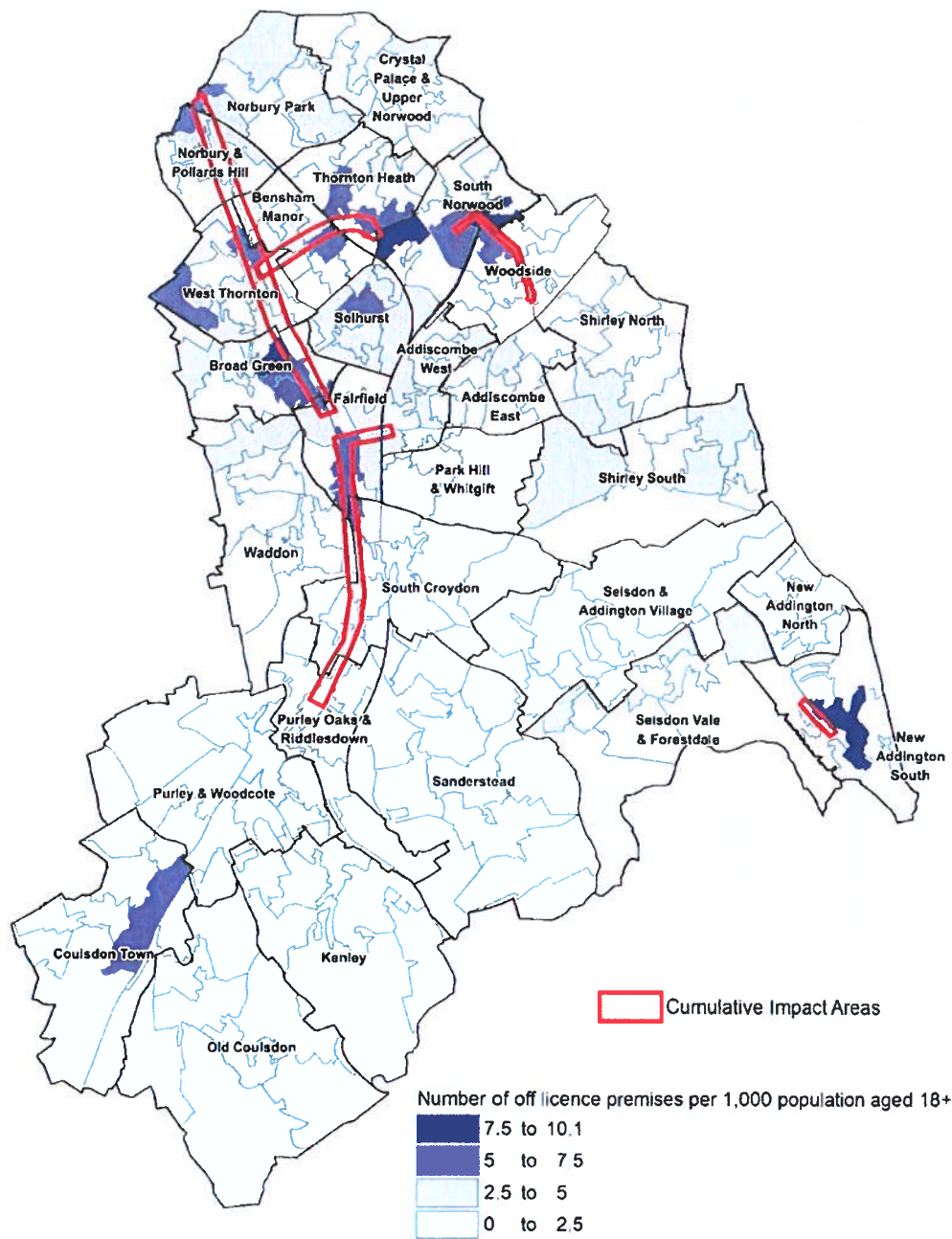
By looking at harm in the current CIA's, it has fallen for the second consecutive year and it is at its second lowest in 2021/22 in the last five years. In 2021/22, alcohol-related harm dropped by 7% compared to the year and compared to 2019/20 (pre-covid year) it has dropped by a fifth (20%).



In respect of the proposed new South Norwood CIA, both alcohol-related volume and harm have been at their highest in this area in 2021/22 over the five year period. By comparing 2021/22 to the year before, volume has gone up 62% and harm has gone up 294%. By comparing 2021/22 to 2019/20 (pre-covid year), volume has increased 56% and harm has increased 94%. This data appears to support the proposal to introduce a CIA in this area.

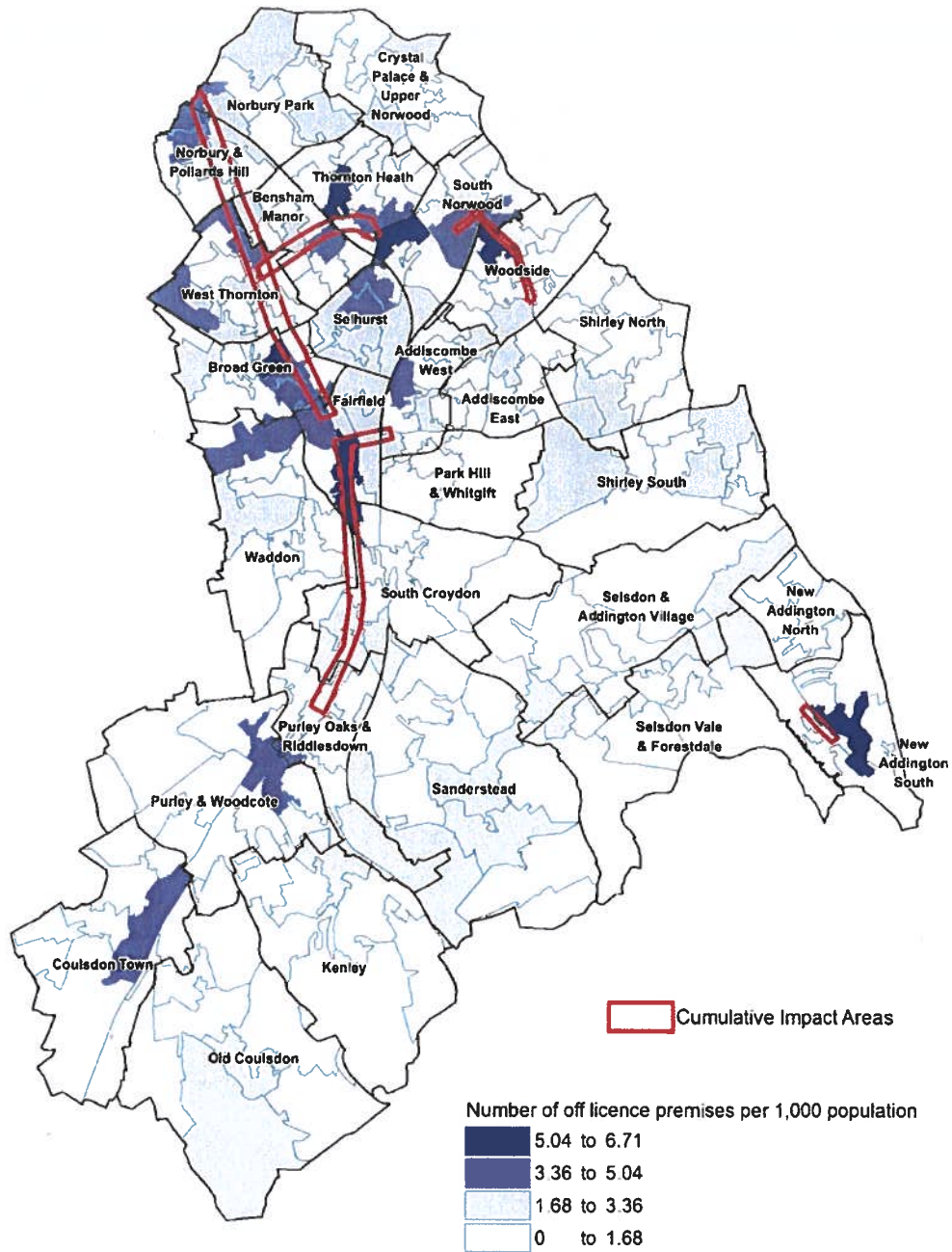


Off Licence Premises in Croydon: rate of premises per 1,000 population aged 18+



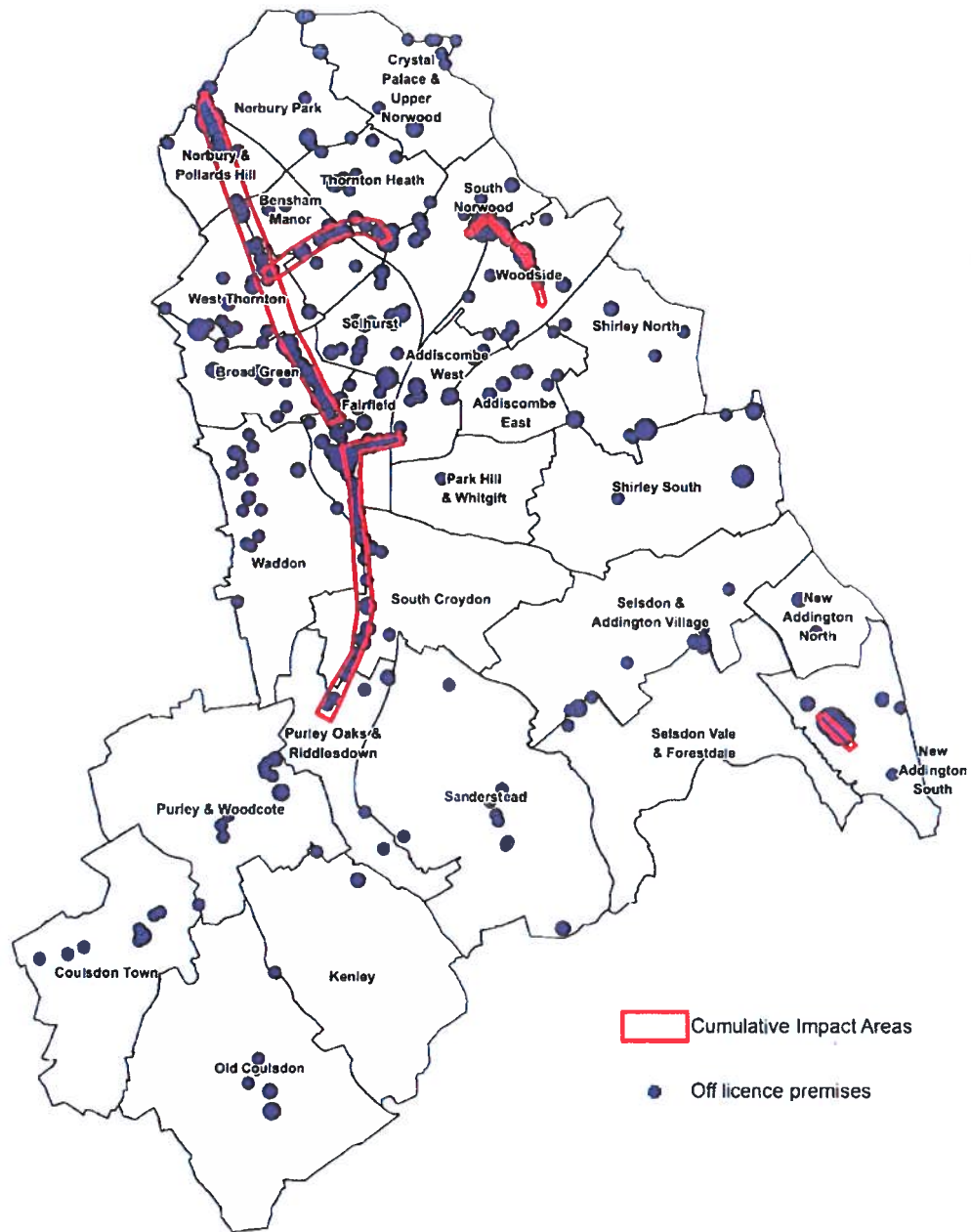
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Off Licence Premises in Croydon: rate of premises per 1,000 population

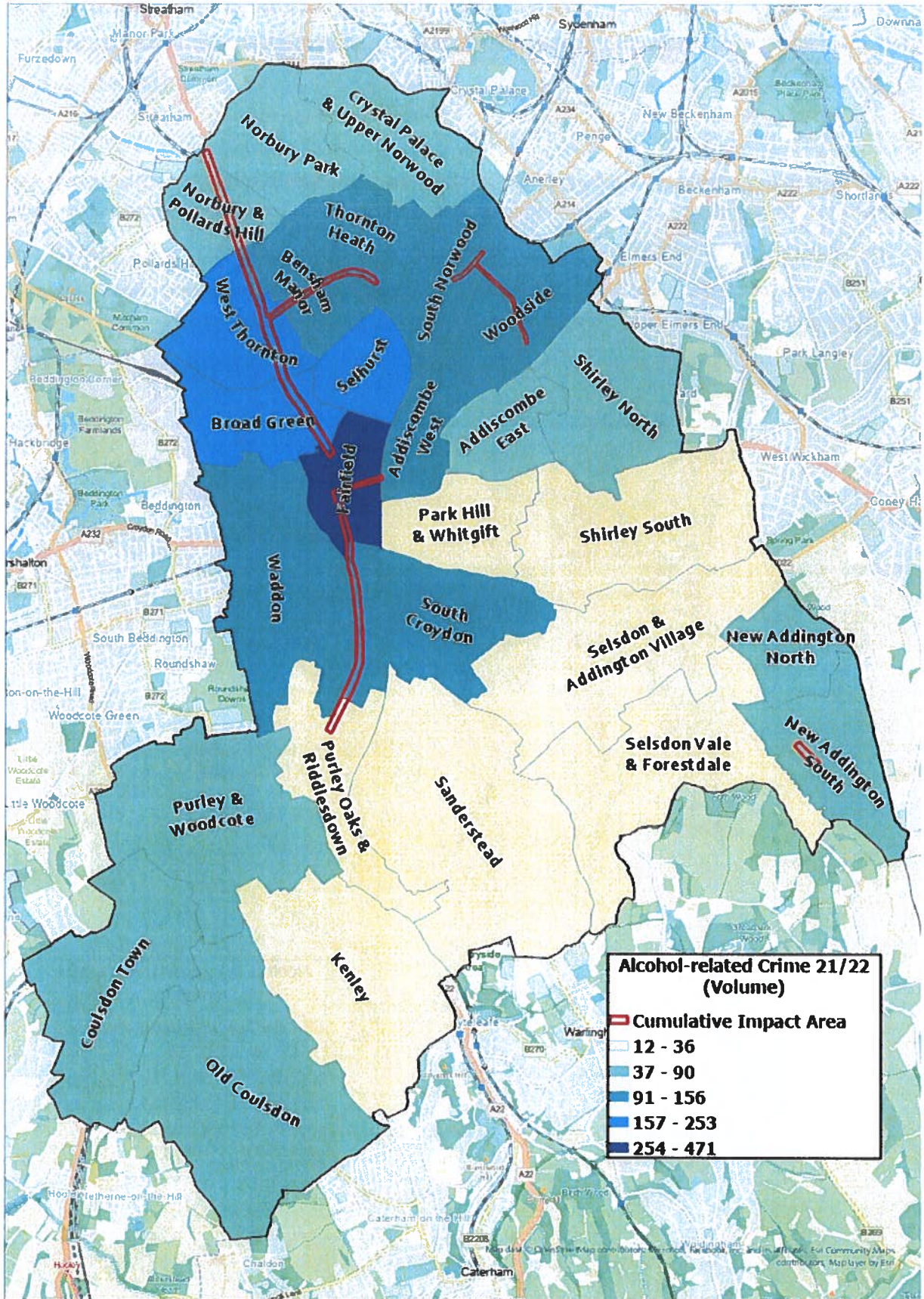


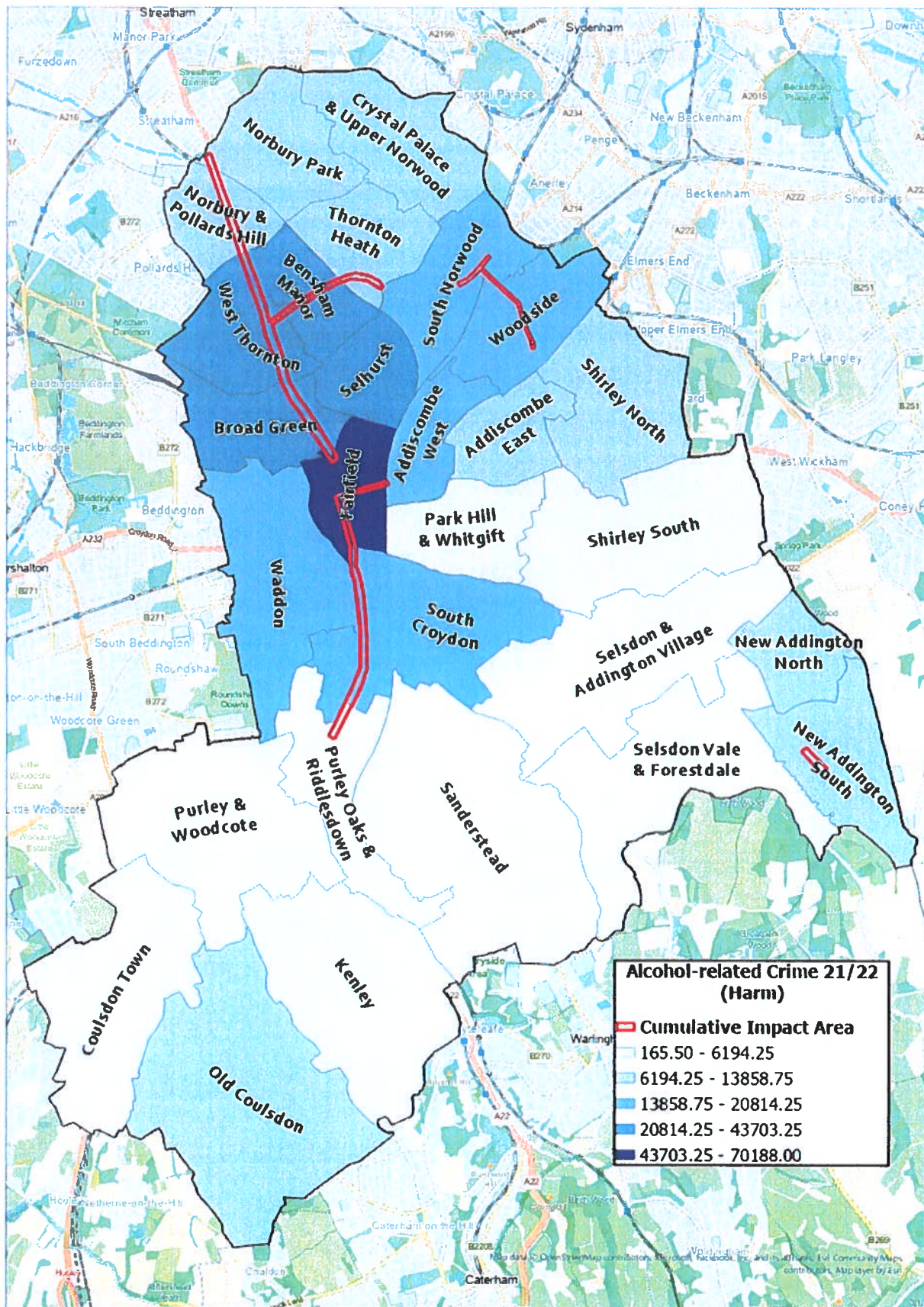
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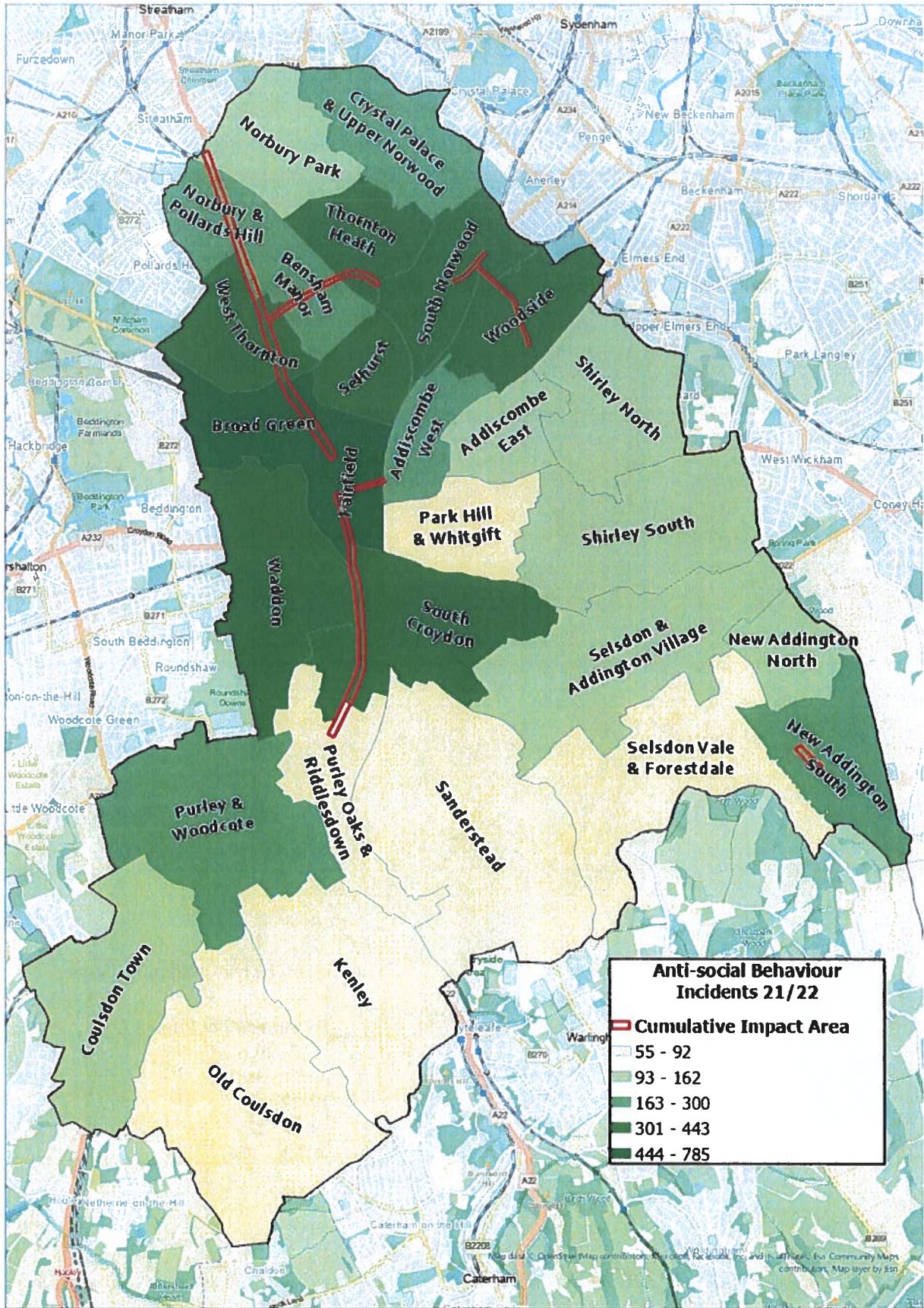
Off Licence Premises in Croydon

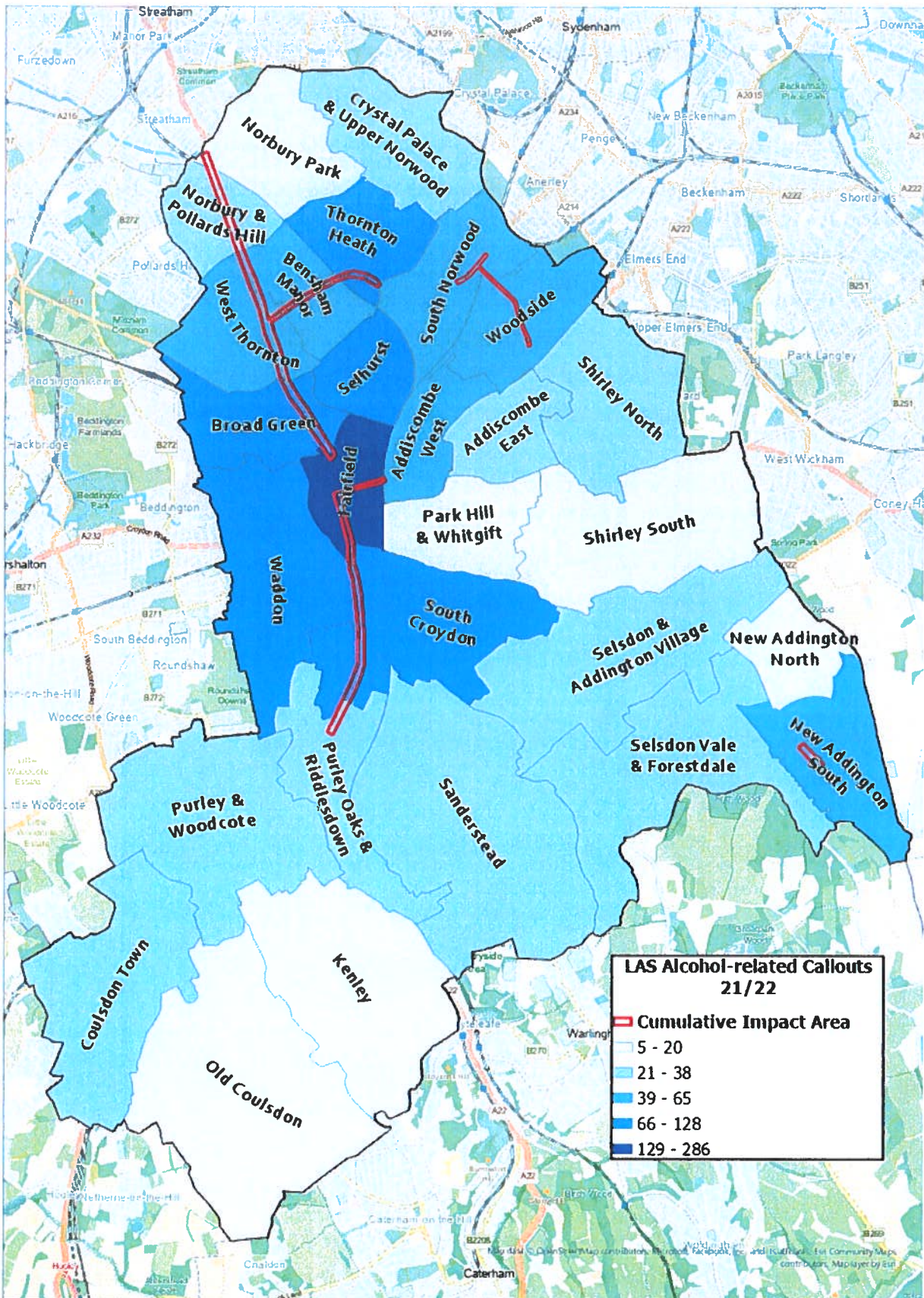


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‘STATEMENT OF LICENSING POLICY’ 2023-2028

**PUBLISHED IN ACCORDANCE WITH THE
PROVISIONS OF THE LICENSING ACT 2003
ON ** ** 2023 FOLLOWING REVIEW.
Operative date: xxxxxxxx 2023**

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CROYDON COUNCIL – STATEMENT OF LICENSING POLICY

1. INTRODUCTION

- 1.1 The London Borough of Croydon covers an area of 86.5 sq. kms. and has a population of approximately 390,800.
- 1.2 The Borough is mainly urban in character, being made up of a number of district retail and commercial centres each surrounded by residential accommodation.

The Croydon Local Plan 2018 sets out the vision and planning policy framework for Croydon Opportunity Area (COA). The Local Plan and related guidance is used to steer and determine development proposals in the COA.

The Local Plan states Croydon Opportunity Area has the greatest potential for positive change and will be a focus for growth through flexible and pragmatic planning, with its improved public realm and open space delivered through a series of masterplans, contributing to the centre's economic prosperity and vitality. It will be home to a new residential community, thriving employment and renewed centre.

It should be noted that this vision and planning policy framework pre-dated the Covid Pandemic and the current challenge to the retail sector and town centres. Therefore, the Local Plan Review will set a revised vision and planning policy framework for the COA and this context.

- 1.3 The Croydon Growth Zone continues to fund and support the delivery of projects and interventions to support the growth planned for the COA and enhance its vitality.
- 1.4 Croydon town centre has a significant number of premises providing regulated entertainment, the sale of alcohol and late night refreshment. The remainder of the licensed premises are spread throughout the Borough, both in the district centres and in residential areas.
- 1.5 Premises and events that are required to be licensed under the Licensing Act 2003 do currently and will continue to make an essential contribution to the economic and cultural development of the Borough, through the provision of entertainment, leisure facilities and employment.

2. THE LEGISLATION AND THE COUNCIL

- 2.1 For the purposes of this 'Statement of Licensing Policy', the licensing authority under the Licensing Act 2003 (the 2003 Act) is the London Borough of Croydon (the Council) and is responsible for granting premises licences, club premises certificates, temporary events notices and personal licences in the Borough in respect of the sale and/or supply of alcohol and the provision of Regulated Entertainment and Late Night Refreshment.
- 2.2 The 2003 Act requires that the Council carries out its various licensing functions so as to promote the following four licensing objectives:

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

2.3 The 2003 Act further requires that the Council publishes a 'Licensing Statement' that sets out the policies the Council will generally apply to promote the licensing objectives when making decisions on applications made under the Act.

3. DEVELOPMENT OF THIS POLICY

3.1 This 'Licensing Statement' has been prepared in accordance with the provisions of the 2003 Act and the Guidance issued by the Home Office under Section 182 of the Act.

3.2 There are a number of groups who have a stake in licensing, including providers, customers, residents and regulators, all who have views and concerns that require consideration as part of the licensing function.

3.3 Before publishing this Licensing Statement, the Council consulted widely, including with the Chief Borough Police Officer, the Chief Officer of the London Fire Brigade and bodies representing local holders of premises licences, club premises certificates, personal licences and businesses and residents in the Borough.

3.4 The Council also consulted with the Director of Public Health, local bodies representing consumers and promoting tourism and neighbouring authorities.

3.5 The Council has given proper weight to the views of all the persons/bodies consulted before publishing this finalised Licensing Statement.

3.6 The revised Licensing Statement will take effect on ** ** 2023 ("Operative date"). It will remain in force for a period of not more than 5 years. Currently, it will be subject to review and further consultation by 20** at the latest.

3.7 During that period it will be subject to review and revision, with necessary consultation, at such times as the Council considers appropriate.

4. ASPIRATIONS AND FUNDAMENTAL PRINCIPLES

4.1 The Mayor's Business Plan 2022-2026 aims to achieve the following outcomes:

- The Council balances its books, listens to residents and delivers good sustainable services
- Croydon is a place of opportunity for business, earning and learning
- Children and young people in Croydon have the chance to thrive, learn and fulfil their potential
- Croydon is a cleaner, safer, and healthier place, a borough we're proud to call home

- People can lead healthier and independent lives for longer

This policy supports the following priorities of the Council:

Support the regeneration of Croydon's town and district centres, seeking inward investment and grants: The Council will work with businesses and residents to develop a new, sustainable plan to regenerate Croydon town centre that responds to changes in the retail and leisure industry. This partnership will develop collaborative strategies, seek inward investment and apply for grants to revive the borough's high streets and district hubs, and unleash Croydon's economic potential.

Deliver a vibrant London Borough of Culture which showcases local talent and supports Croydon's recovery: Being awarded the status of Borough of Culture 2023 brings funding for a programme that will put the spotlight on Croydon's amazing cultural, arts and music offer. The celebration will showcase a diverse range of local artists, cultural organisations and venues and will see Fairfield Halls once again playing a key role in local cultural life.

Support the local economy and enable residents to upskill and access job opportunities: The Council will convene partners, developers, investors and Croydon's diverse communities to create economic opportunity for all and enable residents to develop the skills needed to access it.

Make Croydon safer for young people: Making the borough safer for Croydon's young people is a top priority. In the year to July 2022, serious youth violence in Croydon rose by almost a quarter compared to the previous 12 months. The Council will work as one to strengthen partnerships with the voluntary, business and statutory sectors and schools in Croydon to tackle the root causes of youth crime, protect those at risk of offending and embed a strong joint approach to prevent youth violence and help young people in the borough to be, and feel, safe.

Work closely with health services, Police and the VCFS to keep vulnerable children and young people safe from harm: The Council will work with partners including schools to help families earlier when problems arise. It will support families to stay together where it is safe to do so by providing targeted holistic and integrated support. Where statutory services are needed, these will be of good quality and provide value for money. The Council will fulfil its responsibilities as a corporate parent to ensure children and young people who need to be in its care, and those leaving its care, have the best start in life.

Make our streets and open spaces cleaner so that Croydon is a place that residents and businesses can feel proud to call home: Residents expect and deserve to feel proud of the borough as they walk down the street. That means working with them and partners to look after Croydon's streets, parks and open spaces, and crack down on the graffiti and litter which blight communities.

Tackle anti-social behaviour, knife crime and violence against women and girls so that Croydon feels safer: Ensuring the borough is and feels like a safe place to live is a top priority. The Council will strengthen partnerships between the voluntary, business and statutory sectors in Croydon to share intelligence and coordinate action. The Safer Croydon Partnership will be restructured, with six delivery boards focussed on violence against women and girls, youth safety,

hot spot areas, counter-terrorism, substance misuse and community engagement. The Council will support the Police to tackle crime and violence in the borough. It recognises what 'Friends' Groups can do to tackle low level anti-social behaviour (ASB) and will work with residents and partners to crack down on ASB hot spots.

Foster a sense of community and civic life: Croydon's sense of community spirit is one of the borough's greatest strengths. The Council will increase pride in Croydon and continue to foster a vibrant and active civic life, celebrating the contribution of different communities and creating opportunities for people to come together and share their experiences and histories.

- 4.2 The Council's Licensing Policy under the Licensing Act 2003 has a role to play in promoting that Plan and ensuring, where applicable that it is achieved, subject to the requirements of the legislation and statutory guidance.
- 4.3 Croydon desires and is aiming to ensure that there are diverse and vibrant daytime, evening and night economies all complementing and benefitting from each other, both in the town centre and in the district centres. Croydon is 'open for business' and is keen to attract as broad a leisure offer as possible.
- 4.4 Clearly, the commercial market is an influencing factor for new and existing licensed premises and they also need to operate and flourish within the requirements of relevant licensing legislation, statutory guidance and the Council's local licensing policy but effective management and partnership working with other businesses, regulators and other relevant stakeholders should ensure this is achieved.
- 4.5 Croydon has a diverse residential community and needs to be able to offer that community venues that meet its needs, offering as wide a range of entertainment, food and leisure as is possible. This includes pubs, clubs, restaurants and entertainment venues of varying types, which would include the use of open spaces. The Council is particularly keen to see venues, small and large that are able to provide live music, drama and the performance of dance, both for entertainment but also to develop new talent and allow it to perform and grow in front of an audience.
- 4.6 London is a 24 hour City and is renowned throughout the World for its wide range of entertainment venues, leisure activities, food venues, creativity and openness to new ideas. London encourages and nurtures talent. The Mayor of London has published the document entitled 'A Vision for London as a 24 Hour City' (available from London.gov.uk), which sets out The Mayor's desire to see creativity and talent flourish and which also acknowledges the economic benefits that a vibrant and diverse night time economy can bring. Croydon wishes to be part of that and to be a destination for tourists and visitors as well as ensuring people who live and work in the borough are provided with as wide a range of entertainment facilities and food venues as possible. These desires can be met and can be provided safely, so long as businesses are well run.
- 4.7 However, encouraging and permitting licensable activities needs to be balanced against the needs and rights of residents and other businesses and to ensure that where a premises provides licensable activities, this is done in a way that

promotes the four licensing objectives in the Act and complies with the Statutory requirements. Licensing is a balance and requires consideration of all these various needs.

- 4.8 The fundamental principles of the Act and its accompanying guidance are that nothing in this 'Statement of Policy' will:
- undermine the rights of any person to apply under the 2003 Act for a variety of permissions and have each application considered on its individual merits, or,
 - override the right of any person to make representations on any application or seek a review of a licence or certificate where they are permitted to do so under the 2003 Act.
- 4.9 Parties should be aware that, for a representation to be considered relevant, it must be one that is about the likely effect of the grant of a new licence/certificate or variation of an existing licence/certificate on the promotion of the four licensing objectives. Also, if the representation is made by an 'other person', it will not be relevant if the licensing authority considers it to be 'vexatious or frivolous', or in the case of a review, 'repetitious'.
- 4.10 Applicants and those making relevant representations in respect of applications or seeking a review of a licence or a certificate have the right of appeal to the Magistrates' Court against the decisions of the Council.
- 4.11 In considering all licence/certificate applications, the Council will take into account the character of the surrounding area, the impact of the licence/certificate on that area and the nature and character of the operation.
- 4.12 As part of any application for a premises licence/club premises certificate or a variation to an existing licence/certificate, applicants are required to submit an 'Operating Schedule', which must include the steps proposed to promote the Licensing Objectives set out in paragraph 2.2.
- 4.13 Part 5 of this Statement gives guidance to applicants on some of the matters they may wish to consider when preparing their Operating Schedules.
- 4.14 Licensing is about permitting activities but also ensuring the responsible management of licensed premises, qualifying clubs and temporary events within the terms of the 2003 Act, and conditions are likely to be attached to licences, certificates and permissions that will cover matters which are within the control of individual licensees.
- 4.15 However, the Council acknowledges that it can only impose conditions where relevant representations have been received on an application and that such conditions must be considered necessary for the promotion of the licensing objectives. Where no relevant representations have been made, the application will be granted by the licensing authority in terms consistent with the applicants operating schedule.

- 4.16 When considering these conditions, the Council will primarily focus on the direct impact of the activities taking place at licensed premises on members of the public living, working or engaged in normal activity in the area concerned.

NEED and CUMULATIVE IMPACT ASSESSMENT

- 4.17 The Council will not take 'need' into account when considering an application, as this concerns 'commercial demand' and is a matter for the planning process and the market.
- 4.18 However, the Council recognises that a significant number and type of licensed premises in a particular area may lead to problems of crime, disorder and nuisance and notes that in accordance with the Statutory Guidance to the Act, their cumulative impact on the promotion of the licensing objectives is a proper matter for the Council to consider. For example, national analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions.
- 4.19 Where the Council recognises that there is such a cumulative effect it will consider adopting a specific Cumulative Impact Assessment for that area, if this is shown to be necessary. Reducing availability, affordability and attractiveness are some of the most effective ways to reduce alcohol-harm and related crime.
- 4.20 In these circumstances, the Council may consider that the imposition of conditions is unlikely to address the apparent problems and may consider the adoption of a special policy whereby there will be a presumption that new premises licence or club premises certificate applications, or applications to materially vary a premises licence, will be refused. A material variation may be, for example, an increase in permitted hours or to add a licensable activity onto a premises licence.
- 4.21 Based on the Statutory Guidance to the Act, in deciding whether to adopt such a Policy in an area, the Council will consider the following:
- local crime and disorder statistics, including statistics on specific types of crime and crime hotspots
 - statistics on local anti-social behaviour offences
 - the density and number of current premises selling alcohol
 - Alcohol use and misuse in Croydon's population
 - Claimants of benefits due to alcoholism
 - Alcohol specific hospital admissions for under 18's
 - Ambulance incidents and dispatches
 - Alcohol related road traffic accidents
 - Statistics on alcohol related emergency attendances and hospital admissions
 - Mortality
 - Complaints recorded by the local authority
 - Evidence from local councillors and
 - Evidence obtained through local consultation.

- 4.22 There are concerns about parts of the borough which experience high levels of alcohol related crime and alcohol related hospital admissions and where it is clear that the density of shops selling alcohol for consumption off the premises is significantly higher than in other parts of the borough.
- 4.23 As a result, the Council has considered it appropriate to designate, the following five areas within Croydon as being subject to a Cumulative Impact Assessment in respect of off licences and shops and supermarkets selling alcohol for consumption off the premises:
- i. Cumulative impact area 1: Along the Brighton Road; South End; High Street, George Street corridor, from the Royal Oak Centre on Brighton Road, Purley to the junction of George Street and Cherry Orchard Road in Central Croydon
 - ii Cumulative impact area 2: Along the London Road/Streatham High Road corridor, in 3 sections; from the junction of London Road and Tamworth Road in West Croydon to the j/w Canterbury Road; from the j/w Broughton Road to the j/w Melrose Avenue and; from the j/w Northborough Road to the borough boundary with London Borough of Lambeth
 - iii Cumulative impact area 3: Along the Brigstock Road and High Street, Thornton Heath corridor, from the junction of Brigstock Road and London Road in Thornton Heath to the junction of High Street, Thornton Heath and Whitehorse Lane
 - iv Cumulative impact area 4: Along the length of Central Parade, New Addington
 - v. Cumulative impact area 5: Along the length of High Street, South Norwood from the junctions with Oliver Grove and Station Road to the junction with Lancaster Road and along the length of Portland from the junction with High Street to the junction with Spring Lane, Woodside
- 4.24 The effect of a Cumulative Impact Assessment for each of the areas listed above is that where relevant representations are received on any new applications for a premises licence to sell alcohol off the premises, or on a material variation to an existing such premises licence there will be a presumption under the assessment that the application will be refused. A material variation would be, for example, an increase in permitted hours for the sale of alcohol or to add the sale of alcohol off the premises as a licensable activity to the premises licence.
- 4.25 The Cumulative Impact Assessment is intended to be strict, and will only be overridden in genuinely exceptional circumstances. However, the Licensing Authority will not apply these policies inflexibly. It will always consider the individual circumstances of each application; even where an application is made for a proposal that is apparently contrary to policy.
- 4.26 It is not possible to give a full list of examples of when the council may treat an application as an exception. However, in considering whether a particular case

is exceptional, the Licensing Authority will consider the reasons underlying the assessment.

- 4.27 The Licensing Authority will not consider a case to be exceptional merely on the grounds that the premises have been or will be operated within the terms of the conditions on the licence, or that are or will be generally well managed because of the reputation or good character of the licence holder or operator. This is expected in the conduct of all licensed premises. Moreover, licences are for premises and can be easily transferred to others who intend to operate within the scope of the licence and its conditions.
- 4.28 The Council will review the assessment regularly to see whether the cumulative impact areas have had the effect intended and whether they are still needed or whether they need expanding.
- 4.29 The Council will not use this assessment and areas solely:
- As the grounds for removing a licence when representations are received about problems with existing licensed premises, or,
 - To refuse modifications to a licence, except where the modifications are directly relevant to the policy, for example where the application is for an extension in permitted hours or to add a licensable activity.
- 4.30 The Council recognises though that where no relevant representations are made in relation to an application in a cumulative impact area, the application must be granted in terms consistent with the applicants operating schedule.
- 4.31 The Council recognises that the diversity of premises selling alcohol, serving food and providing entertainment covers a wide range of contrasting styles and characteristics and will have full regard to those differences and the differing impact these will have on the local community.
- 4.32 Where an application is made for a new or transfer and variation of a licence, in respect of premises that have closed and been unused and that closure was to a relevant extent as a consequence of crime and disorder and/or nuisance issues at the premises, the Council would expect the applicant to make clear in their operating schedule how they will ensure the prevention of crime and disorder and prevention of public nuisance objectives will be met, bearing in mind any previous crime and disorder/nuisance concerns there may have been.
- 4.33 It therefore also recognises that, within the Cumulative Impact assessment areas, it may be able to approve licences that are unlikely to add significantly to the existing problems, and will consider the circumstances of each individual application on its merits.
- 4.34 The Council acknowledges that the licensing function cannot be used for the general control of anti-social behaviour by individuals once they are beyond the direct control of the licensee of any premises concerned and that apart from the licensing function, there are a number of other measures available for addressing issues of unruly behaviour that can occur away from licensed premises.

4.35 In recognising the importance of such measures, the Council will continue to seek further improvements to those already achieved in respect of planning controls and working in partnership with local businesses and transport operators on a number of measures to create a safe and clean environment in the following areas:

- Provision of extensive CCTV and radio communication systems
- Improvements to street lighting
- Rubbish collection and street cleaning
- Provision of better late night bus, tram, rail and taxi/minicab services
- Provision of Police Officers/street and litter wardens
- Designation of areas within the borough, as part of a Public Space Protection Order, where alcohol may not be consumed publicly and monitoring the possible need for future designations in other parts of the borough*
- Working in partnership with Croydon Borough Police on law enforcement issues relating to disorder and anti-social behaviour. These include the use of powers to issue fixed penalty notices, prosecuting those selling alcohol to people who are underage and/or drunk, confiscating alcohol from adults and children in designated areas and instant closure of licensed premises or temporary events on the grounds of disorder, or likelihood of disorder or excessive noise from the premises
- Working in partnership with Licensees and expecting them to support existing and future agreed measures set up to promote the strategic objectives for crime and disorder reduction within the Borough
- Acknowledging the powers of the police or other responsible authorities, or a local resident or business under the 2003 Act, to seek a review of the licence or certificate

*Would existing licence/certificate holders and new applicants please note that a number of areas within the borough of Croydon may lie within Public Space Protection Orders (PSPO's) that may control the consumption of alcohol in public areas. Please contact the Council's licensing team if you wish to discuss how such orders may affect licensed premises.

5. LICENSING OBJECTIVES and OPERATING SCHEDULES

5.1.1 The following sections set out the Council's Policy relating specifically to the four Licensing Objectives:

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

5.1.2 In each section the Council defines its intended outcome and lists the factors that may influence achieving that particular objective, but because of the wide variety of premises and activities to which this Policy applies, the lists provided are not exhaustive. Applicants will know their premises best and will be expected to address all aspects relevant to the individual style and characteristics of their premises and events.

- 5.1.3 Further, each section lists possible control measures to assist applicants, but again these lists are not exhaustive. Also, many of the control measures achieve more than one Objective but have not been listed under each Objective and applicants do not need to mention a control measure more than once in their Operating Schedule.

5.2 Crime and Disorder

- 5.2.1 Croydon Council is committed to reducing crime and disorder within the Borough and creating an environment where people feel safe.
- 5.2.2 In addition to the requirements under the 2003 Act for the Council to promote the licensing objective of preventing crime and disorder, it also has a duty under Section 17 of the Crime and Disorder Act 1998 to do all it reasonably can to prevent crime and disorder in the Borough.
- 5.2.3 Licensed premises, especially those offering late night/early morning entertainment, alcohol and/or refreshment, can be a source of crime and disorder problems.
- 5.2.4 The Council considers that the promotion of the Licensing Objective to prevent crime and disorder also places a responsibility on licence holders to work in partnership to achieve this Objective.
- 5.2.5 The Licensing Authority will expect applicants to demonstrate in their Operating Schedule that suitable and sufficient measures have been identified and will be implemented and maintained so as to minimise or prevent crime and disorder in and around the vicinity of their premises and events.
- 5.2.6 The Licensing Authority recommends that for certain events, a comprehensive risk assessment is undertaken by premises licence applicants & holders to ensure that crime and disorder and public safety matters are identified and addressed. For larger public events, including those in open spaces and for premises that wish to stage promotions or events, the Licensing Authority recommends that licence applicants and holders address Risk Assessment and post event debrief processes in their application operating schedule/event planning.
- 5.2.7 Applicants and premises licence holders may wish to engage the services of suitably trained individuals or companies to assist them in this risk assessment process. In addition, they may seek guidance and advice from the Licensing Authority or the Metropolitan Police regarding the process, although the responsibility for undertaking the risk assessment remains with the Applicant/Premises License holder as neither body is able to actually undertake such risk assessments for applicants/licence holders. Applicants and premises licence holders are also reminded that the Licensing Authority is not able to recommend the services of a particular individual or company for this purpose.
- 5.2.8 Drugs, violence, anti social behaviour and theft of customers property are examples of crime and disorder issues which may be addressed by the

following examples of recommended management practice being included in operating schedules, having due regard to the type of premises and/or activities:

- effective and responsible management and supervision of the premises, including associated open areas, appropriate storage of alcohol, discouraging loitering/consuming alcohol outside the premises, ensuring opening hours are adhered to
- participation in responsible management schemes such as the 'Best Bar None' accreditation/award scheme
- appropriate instruction, training and supervision of those employed or engaged to prevent incidents of crime and disorder
- adoption of existing and future best practice guidance (e.g. Safer Nightlife, the National Alcohol Harm Reduction Toolkit and other recognised codes of practice including those relating to drinks' promotions, i.e. The Point of Sale Promotions published by the British Beer and Pub Association and cheap drinks deals/Happy Hours)
- acceptance of accredited 'proof of age' documentation, as recognised by the Licensing Authority in consultation with the Police
- maintaining appropriate signage and a refusals log
- employment of sufficient SIA licensed door staff, i.e. within nationally accepted standards
- provision of toughened or plastic glasses
- provision of secure deposit boxes for confiscated items as recognised by the Licensing Authority in conjunction with the Police
- provision of litter bins and security measures, such as lighting outside premises
- Other schemes including only purchasing alcohol from authorised wholesalers, not selling certain alcohol types/strengths (e.g. high strength beers/ciders or single cans above 6% ABV), restricting sales on certain alcohol types (e.g. miniature spirits), allowing a 'track and trace' identifier on products so Police/Trading Standards can identify which off-licence seized alcohol is from, signing up to local responsible retailer schemes
- Provision of closed circuit television, with cameras covering relevant internal and external areas (including beer gardens) and entrances/exits to premises

Note: As this Policy applies to a wide range of premises and activities, the above list will not be applicable in all cases and in some cases additional matters may need to be addressed.

5.2.9 Additionally, when preparing their Operating Schedules, applicants are recommended to seek advice from the Council Licensing Team and Croydon Police Licensing and/or Crime Prevention Officers, as well as taking into account, as appropriate, local planning and transport policies, and, tourism, cultural and crime prevention strategies.

5.2.10 Where relevant representations have been made, the Council will consider attaching conditions to licences and permissions to deter and prevent crime and disorder both inside and immediately outside the premises.

5.2.11 In addition to the above, recent times have seen a significant increase in

terrorist attacks and the threat from terrorist attacks. Licensed premises, licensed open spaces and public events, where large numbers of people may gather can unfortunately be a target for terrorist activity. Licence/certificate applicants and holders and people submitting temporary event notices are therefore recommended to ensure they have assessed, planned and initiated suitable control measures to counter and mitigate against such a terrorist attack. Further advice can be obtained by contacting the Metropolitan Police or the Council's Licensing Team.

5.3 Public Safety

- 5.3.1 The Council is committed to ensuring that the safety of any person visiting or working in licensed premises is not compromised. To this end, applicants will be expected to demonstrate in their Operating Schedule that suitable and sufficient measures have been identified and will be implemented and maintained to ensure public safety, relevant to the individual style and characteristics of their premises and events.
- 5.3.2 The 2003 Act covers a wide range of premises that require licensing, including, cinemas, concert halls, theatres, nightclubs, public houses, off licences, cafés/restaurants, fast food outlets/takeaways and sometimes open spaces.
- 5.3.3 Each of these types of premises present a mixture of different risks, with many common to most premises and others unique to specific operations. These will range from fire safety, including fire precautions and means of escape arrangements in all types of premises, to the use of scenery and pyrotechnics in theatres and special lighting effects in night clubs.
- 5.3.4 It is essential that premises are constructed or adapted and operated so as to acknowledge and safeguard occupants against these risks.
- 5.3.5 The following examples of influencing factors are given to assist applicants when addressing the issue of public safety during the preparation of their Operating Schedule:
- the number of people attending the premises
 - the condition, design and layout of the premises, including the means of escape in case of fire
 - the nature of the activities to be provided, in particular the sale of alcohol and including whether those activities are of a temporary or permanent nature
 - the hours of operation and hours of opening if different
 - customer profile (i.e. age, mobility)
 - the use of special effects such as strobe lighting, lasers, pyrotechnics, smoke machines, foam machines etc.
- 5.3.6 Public safety issues may be addressed by the following examples of recommended management practice being included in operating schedules, having due regard to the type of premises and/or activities:
- effective and responsible management of premises

- provision of a sufficient number of people employed or engaged to secure the safety of everyone attending the premises or event, i.e. number of door supervisors within nationally accepted standards (and having SIA accreditation where necessary)
- appropriate instruction, training and supervision of those employed or engaged to secure the safety of everyone attending the premises or event
- suitable customer-care policies for assisting lone customers taken ill or injured etc. at the premises
- provision of effective CCTV in and around premises
- provision of toughened or plastic glasses
- implementation of crowd management measures, regular testing (and certification where appropriate) of procedures, appliances, systems etc. pertinent to safety codes and standards

Note: As this Policy applies to a wide range of premises and activities, the above list will not be applicable in all cases and in some cases additional matters may need addressing.

- 5.3.7 Licence applicants, licence holders and organisers of public events are also advised to familiarise themselves with the Croydon Council Events Policy that is currently being developed. This policy will set out the key principles by which Croydon Council, with its key partners and other stakeholders, will approach the authorisation of public events.

The Events Policy aims include –

- ensuring effective planning and management of events
- to provide a fair, consistent and well co-ordinated approach to how events are supported and facilitated by the Council and
- to ensure that safety is placed as a priority in decision making

Further information on the Croydon Council Events Policy can be obtained by emailing specialevent@croydon.gov.uk.

- 5.3.8 Additionally, when preparing their Operating Schedules, applicants are recommended to seek advice from the Council's Health and Safety Officers and the London Fire Brigade.
- 5.3.9 The Council will consider attaching Conditions to licences and permissions to promote public safety.

5.4 Prevention of Public Nuisance

- 5.4.1 The Council recognises the need to protect the amenities of people living, visiting and working in the vicinity of licensed premises, whilst balancing the rights of businesses to develop.
- 5.4.2 Licensed premises, especially those operating late at night and in the early hours of the morning, can give rise to a range of public nuisances which may impact adversely on local communities.

- 5.4.3 These concerns mainly relate to noise and disturbance, light pollution, noxious smells, litter and anti-social behaviour and due regard will be taken on the impact these may have.

LICENSING HOURS

- 5.4.4 The Council will generally deal with the issue of licensing hours having due regard to the individual merits of each application, considering the potential for nuisance associated with the style, characteristics and activities of the business and examining any steps that might reduce the risk of nuisance.
- 5.4.5 The Council recognises that longer licensing hours for the sale of alcohol will avoid concentrations of people leaving premises at the same time, which is necessary to reduce the potential for friction at late night fast food outlets, taxi ranks/minicab offices and other sources of transport that can lead to disorder and disturbance.
- 5.4.6 The Council will not set fixed trading hours within designated areas (“zoning”) as it recognises this could lead to significant movements of people across boundaries at particular times seeking premises opening later and would lead to the peaks of disorder and disturbance the Council is trying to avoid. Additionally, this would seemingly treat residents in one area less favourably than those in another.
- 5.4.7 However, although the Council will treat each case on its individual merits, generally it will not grant permission for licensable activities beyond 2330 hours on Sundays to Thursdays and Midnight on Fridays and Saturdays in respect of public houses situated in areas having denser residential accommodation. The Council would expect good reasons to be given to support any application for extensions beyond these hours, including addressing possible disturbance to residents. Additionally, in these areas, consideration will be given to imposing stricter conditions in respect of noise control.

SHOPS, STORES AND SUPERMARKETS

- 5.4.8 The Council acknowledges that the Guidance issued under section 182 of the Licensing Act 2003 states that shops, stores and supermarkets should normally be free to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping unless there are good reasons, based on the licensing objectives, for restricting those hours.
- 5.4.9 However, there is local concern about crime and disorder associated with shops licensed to sell alcohol off the premises. Accordingly, while the Council will treat each case on its individual merits there will be a presumption that permitted hours for the sale of alcohol will be restricted to between 8am and 11.30pm on Sunday to Thursday and 8am to midnight on Friday and Saturday in respect of shops in residential areas or within one of the five relevant Cumulative Impact areas where relevant representations are made and where premises are shown to be a focus of crime, disorder or nuisance. Applications to vary the permitted hours for the sale of alcohol off the premises within the above hours shall similarly be treated on their merits

PREVENTION OF PUBLIC NUISANCE - GENERALLY

5.4.10 The Council will expect applicants to demonstrate in their Operating Schedule that they have identified satisfactory measures and will implement and maintain these so as to prevent public nuisance, having due regard to the style, characteristics and activities of their particular premises and events and of the locality.

5.4.11 The following examples of influencing factors are given to assist applicants when addressing the issue of the prevention of public nuisance during the preparation of their Operating Schedule:

- the location of the premises and proximity to residential or other noise sensitive premises
- effective and responsible management and supervision of the premises and associated open areas
- the hours of opening
- the nature of the activities to be provided and their location within the premises, the customer profile, whether the activities are temporary or permanent and whether they are to be held inside or outside
- the design and layout of the premises and in particular the presence of noise limiting features
- the number of people attending the premises
- the availability of public transport
- a 'wind down' period between the end of the licensable activities and the closure of the premises
- a 'last admission time' policy

5.4.12 Public nuisance issues may be addressed by the following examples of recommended management practice being included in operating schedules, having due regard to the type of premises and/or activities:

- effective and responsible management and supervision of the premises, including any outside areas
- appropriate instruction, training and supervision of staff to prevent public nuisance
- adoption of current best practice guidance (i.e. Good Practice Guide on the Control of Noise from Pubs and Clubs produced by the Institute of Acoustics), including designing shop fronts so as to limit noise nuisance from premises, i.e. from opening windows or continental-style concertina doors
- control of opening hours for all or part (i.e. garden areas) of the premises – including other times when deliveries take place/rubbish and bottles are binned – and the operation of generating plant and equipment
- installation of acoustic insulation, suitably controlled, sited and silenced ventilation or air conditioning systems and sound insulation and limiting devices
- managing people, including staff and traffic, arriving and leaving the premises, including patrolling entrance queues
- managing the departure of customers
- liaising with transport providers

- siting and operation of necessary external lighting, including security lighting, with the possible nuisance to nearby properties
- suitable arrangements for collection and disposal of litter, including bottles, so as to minimise disturbance to nearby properties
- no flyposting of events/careful distribution of flyers, including by promoters
- effective ventilation systems to prevent nuisance from odour

Note: As this Policy applies to a wide range of premises and activities, the above list will not be applicable in all cases, and in some cases additional matters may need addressing.

5.4.13 Additionally, when preparing their Operating Schedules applicants are recommended to seek advice from Council Pollution Enforcement Officers.

5.4.14 The Council will consider attaching Conditions to licences and permissions to prevent public nuisance.

5.5 Protection of Children from Harm

ACCESS TO LICENSED PREMISES

5.5.1 The wide range of premises that require licensing means that children can be expected to visit many of these, often on their own, to buy food and/or for entertainment.

5.5.2 Although the 2003 Act details certain age and/or time limitations on the admission of accompanied or unaccompanied children to certain types of licensed premises, the Council recognises that additional limitations may have to be considered where it appears necessary to protect them from physical, moral or psychological harm.

5.5.3 The Council will consider the merits of each application before deciding whether to impose conditions limiting the access of children to individual premises.

5.5.4 While no policy can anticipate every situation, the following are examples of premises that will raise concern:

- where entertainment or services of an adult or sexual nature is commonly provided;
- where there have been convictions of members of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking;
- with a known association with drug taking or dealing;
- where there is a strong element of gambling on the premises (but not, for example, the simple presence of a small number of cash prize gaming machines); and
- where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

- 5.5.5 It is not possible to give an exhaustive list of what amounts to entertainment or services of an adult or sexual nature and the Council acknowledges that any such proposal will require careful discussion with the applicant and responsible authorities. However, as a guide (notwithstanding the implications of the re classification of lap dancing type venues brought about by section 27 of the Policing and Crime Act 2009), the provision of topless bar staff, striptease, lap-dance or pole-dancing, performances involving feigned violence or horrific incidents, feigned or actual sexual acts or fetishism, or entertainment involving strong or offensive language would be included in any such considerations.
- 5.5.6 When dealing with a licence application where limiting the access of children is considered necessary, the Council may consider any of the following options, in combination where appropriate:
- limitations on the hours when children may be present;
 - limitations on the exclusion of the presence of children under certain ages when particular specified activities are taking place;
 - limitations on the parts of premises to which children might be given access;
 - age limitations (below 18);
 - requirements for an accompanying adult (including for example, a combination of requirements which provide that children under a particular age must be accompanied by an adult); and
 - full exclusion of people under 18 from the premises when any licensable activities are taking place.
- 5.5.7 The Council will not impose conditions on licences or certificates requiring that children be admitted to any premises and, where no limitation is imposed, this will be left to the discretion of the individual licensee. However, where applicants volunteer prohibitions and limitations in their operating schedules and no relevant representations have been made to the Council, these will become conditions attached to the licence/certificate conditions and will be enforceable as such.

RESPONSIBLE AUTHORITY

- 5.5.8 The Council recognises the Croydon Children's Safeguarding Board and any successor groups to be the 'responsible authority' competent to advise on matters relating to the 'protection of children from harm', and to whom copies of applications should be sent.

PACKAGING AND PROMOTION OF ALCOHOLIC DRINKS

- 5.5.9 As an important element in the protection of children from harm, the Council recognises the need for alcoholic drinks to be named, packaged and promoted in such a manner as not to appeal to or attract those under 18 years old.
- 5.5.10 The Council therefore commends the current version of Portman Group's 'Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks' to licensees and expects that they will act on any Retailer Alert Bulletins issued under that Code.

ACCESS TO CINEMAS

- 5.5.11 The Council will expect licensees to include in their operating schedules the arrangements for preventing underage children from viewing age-restricted films.

CHILDREN AND REGULATED ENTERTAINMENT

- 5.5.12 The Council considers that specific arrangements relating to the supervision and safety of children may be required for occasions when they go to see and/or take part in regulated entertainments arranged especially for them and, where appropriate, will consider attaching appropriate Conditions to licences and certificates.

CHILDREN IN LICENSED PREMISES – GENERALLY

- 5.5.13 The Council will expect applicants to demonstrate in their Operating Schedule that suitable and sufficient measures have been identified and will be implemented and maintained to protect children from harm, having due regard to the style, characteristics and activities of their particular premises and/or events.

- 5.5.14 Whilst children may be adequately protected from harm by the action taken to protect adults, they may also need special consideration and no policy can anticipate every situation. Applicants should consider the following influencing factors, for which there is the potential for children to be exposed, when addressing the issue of protecting children from harm during the preparation of their Operating Schedule:

- drugs, drug taking or drug dealing
- gambling
- activities of an adult or sexual nature
- incidents of violence or disorder
- environmental pollution such as noise or smoke
- special hazards such as falls from heights
- opportunities to purchase, acquire or consume alcohol

Note: A number of these factors are listed in more details in paragraph 5.5.6, but as this Policy applies to a wide range of premises and activities, the above list will not be applicable in all cases, and in some cases additional matters may need addressing.

- 5.5.15 Protection of children from harm issues may be addressed by the following examples of recommended management practice being included in operating schedules, having due regard to the type of premises and/or activities:

- effective and responsible management of premises
- provision of a sufficient number of people employed or engaged to secure the protection of children, including child performers, from harm
- appropriate instruction, training and supervision of those employed or engaged to secure the protection of children from harm

- adoption of best practice guidance (Public Places Charter)
 - limitations on the hours when children may be present in all or parts of the premises
 - limitations or exclusions by age when certain activities are taking place
 - imposition of requirement for children to be accompanied by an adult
 - appropriate instruction and training for counter staff in the prevention of underage sales, including acceptance of accredited 'proof of age' identification, such as a photo card driving licence, a passport, a citizens card, a validate card or a scheme which carries the PASS hologram logo and keeping a 'refusal' book.
- 5.5.16 Additionally, when preparing their Operating Schedules, applicants are recommended to seek advice from Council Licensing and Child Protection Officers.
- 5.5.17 The Council will consider attaching Conditions to licences and certificates to protect children from harm.
- 5.5.18 While the Council expects Licence holders to comply with the law, the 2003 Act details a number of specific offences designed to protect children in licensed premises and the Council will work closely with the police to ensure the appropriate enforcement of the law, especially relating to the underage sale and supply of alcohol to children.
- 5.5.19 While each case will be treated on its merits, where offences are disclosed the Trading Standards Service, as a responsible authority under the Licensing Act 2003, will consider seeking a review of a premises licence.
- 5.5.20 Designated premises supervisors and personal licence holders are also reminded of their responsibilities under the legislation to ensure that the licensing objectives are met, specifically here with regard to the protection of children from harm and are also reminded that enforcement action is not restricted solely to premises licence or certificate holders.

6. INTEGRATING STRATEGIES and AVOIDING DUPLICATION

- 6.1 There are many stakeholders in the leisure industry covering a wide range of disciplines and although their strategies are not always directly related to the promotion of the licensing objectives, they often indirectly impact upon them.
- 6.2 The Council therefore acknowledges the importance of co-ordinating and integrating these policies, strategies and initiatives and will maintain multi-disciplinary working groups to ensure its licensing policy integrates with local crime prevention, planning, transport, tourism, equality schemes and cultural strategies, as well as any other plans relating to the management of the town centres and the night-time economy.

CRIME PREVENTION

- 6.3 Conditions attached to Licences and Certificates will, so far as possible, reflect local crime prevention strategies. Examples of such conditions can be found in

the Pool of Conditions relating to prevention of crime and disorder contained in the Statutory Guidance to the Act.

CULTURAL STRATEGIES

- 6.4 The Council will make arrangements to monitor the impact of licensing on regulated entertainment, particularly live music, ensuring that only necessary, proportionate and reasonable licensing conditions impose any restrictions on such events.
- 6.5 Where there is any indication that such events are being deterred by non-statutory licensing requirements, the statement of licensing policy will be examined to see if the situation might be reversed.

TRANSPORT

- 6.6 The Council will, if necessary make arrangements with Croydon Borough Police and other licensing enforcement officers for reports to be made on any matters relating to the need for the swift and safe dispersal of people from the town centre to avoid concentrations which can produce disorder and disturbance.

TOURISM AND EMPLOYMENT

- 6.7 Arrangements will be made for licensing committees to receive, when appropriate, reports on the following matters to ensure these are reflected in their considerations:
- the needs of the local tourist economy and the cultural strategy for the Borough, and,
 - the employment situation in the Borough and the need for new investment and employment where appropriate

PLANNING AND BUILDING CONTROL

- 6.8 The Council recognises that there should be a clear separation of the planning, building control and licensing regimes in order to avoid duplication and inefficiency.
- 6.9 Licensing applications will not be a re-run of the planning application and will not cut across decisions made by the planning committee or permissions granted on appeal.
- 6.10 The Council will however expect applications for premises licences or for a variation to an existing premises licence at permanent commercial premises to be from businesses having the relevant planning consent for the property concerned. In addition, persons submitting temporary event notices should ensure the premises in question has the requisite planning consent for the proposed activities and hours of operation. Where this is not the case, applicants will be expected to show good reason why the premises do not have planning permission.
- 6.11 The Croydon Local Plan sets out the policy that will be used to determine

planning applications for any changes of use that require planning permission, unless material considerations indicate otherwise. Some changes of use do not require planning permission but an application for prior approval may be required to ascertain whether there are matters related to the change of use that do require planning permission. Applicants should contact the Council's Development Management service at development.management@croydon.gov.uk with any enquiries related to planning applications or the prior approval process.

- 6.12 Any application for planning permission will be expected to take into account the impact of noise and fumes (and other forms of potential nuisance) on neighbouring premises and to provide details of any mitigating measures, as applicable.
- 6.13 The Council will ensure that if requested, reports will be sent from the licensing committee to the planning committee advising them of the situation regarding licensed premises in Croydon, including the general impact of alcohol related crime and disorder, to assist them in their decision-making.

ADVANCING EQUALITY

- 6.14 Applicants and licensees must make themselves familiar with the law and their responsibilities set out within the Equality Act 2010 and relevant guidance for businesses, which can be found on the Equality & Human Rights Commission website
- The Act makes discrimination against any person (including employees and customers) unlawful.
 - Section 149 (7) of the Act defines the relevant protected characteristics as age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
 - Any activity in breach of the Act may be considered an offence and may lead to enforcement by the Equality and Human Rights Commission.
- 6.15 The Council recognises its public sector equality duty under the Equality Act 2010 and the legal obligation to have due regard, when exercising its functions, to the need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who do not and to foster good relations between people who share a protected characteristic and those who do not.
- 6.15 The Council will assess and consult on the likely impact and monitor for any adverse impact on the advancement of equality which may arise as a result of this Policy Document and will publish the results.

DUPLICATION

- 6.16 The Council will, so far as possible, avoid duplication with other legislation and regulatory regimes that already place obligations on employees and operators, e.g. the Health and Safety at Work etc. Act 1974, the Environmental Protection

Act 1990, the Regulatory Reform Fire Safety Order 2005 and the Equality Act 2010 in respect of accessibility for disabled people.

- 6.17 Conditions relating to public safety will only be attached to premises licences and club premises certificates where considered necessary for the promotion of that licensing objective and not covered by any other legislation and where regulations do not cover the unique circumstances of certain licensable activities in specific premises.
- 6.18 The Council acknowledges that bingo clubs are dealt with under the Gambling Act 2005 and will have due regard to the relevant advice regarding duplicating licence conditions which has been given under both this legislation and the 2003 Act when dealing with applications relating to alcohol, regulated entertainment or late night refreshment under the 2003 Act.

7. LIVE MUSIC, DANCING AND THEATRE

- 7.1 In its role of implementing local authority cultural strategies, the Council recognises the need to encourage and promote the broadest possible range of entertainment, particularly live music, dance, street arts and theatre, for the wider cultural benefits of the community, especially for and/or involving children. In order to assist performers and entertainers, consideration will be given to obtaining licences for public spaces within the Borough where such uses take place/could take place on a regular basis.
- 7.2 In considering applications for such events, this cultural need will be carefully balanced against possible neighbourhood disturbance so that, when determining what conditions to attach to licences/certificates to promote the licensing objectives, the Council will be aware of the need to avoid measures which might deter such events by imposing substantial indirect costs.

8. TEMPORARY EVENT NOTICES

- 8.1 Certain temporary events do not require a licence and can be notified to the Council by a Temporary Event Notice giving a minimum of 10 working days notice or in the case of a 'Late' Temporary Event Notice, between 9 and 5 working days notice.
- 8.2 However, bearing in mind the scale, location or timing of the event it is considered that this may not allow sufficient time for organisers to carry out full and proper risk assessments and undertake discussion on the possible crime and disorder, public nuisance and/or health and safety issues with the Council, Police and any other interested parties.
- 8.3 The Council therefore recommends that, in order to ensure that events can take place with the minimum of risk, at least 28 days notice is given. Also, bearing in mind that it may be difficult to assess an event too far in advance, it recommends that normally, not more than 90 days notice is given.

9. STANDARDISED CONDITIONS

- 9.1 Where Conditions are properly attached to licences or certificates they will be tailored to the individual style and characteristics of the particular premises and events concerned.

10. ENFORCEMENT

- 10.1 It is essential that licensed premises are maintained and operated so as to ensure the continued promotion of the licensing objectives and compliance with the specific requirements of the 2003 Act and it is the responsibility of premises licence holders and designated premises supervisors (where applicable) to ensure this happens and that regulatory compliance is maintained. The Council and its partners will make arrangements to monitor premises and take appropriate enforcement action to ensure this, but enforcement action should be considered to be the last resort and such intervention should not be necessary where premises are operated & managed effectively.

- 10.2 Each of the Responsible Authorities under the Act may make representations on an application or seek a review of a premises licence/club premises certificate, based on concerns around any of the licensing objectives. That said, it is anticipated that specific responsible authorities will take a central advisory & enforcement role, as necessary, with regard to relevant licensing objectives, for example –

- Prevention of crime and disorder – Police
- Prevention of Public Nuisance – Council Environmental Health (Pollution) Team and the Planning Department
- Public Safety – Council Food & Safety Team or Health and Safety Executive (as applicable) and the London Fire Brigade
- Protection of Children from Harm – Croydon Children's Safeguarding Board, Police and the Trading Standards Team

- 10.3 Under the departmental enforcement policy using the principles of risk assessment, the Council will work closely with the responsible authorities in enforcing licensing law and inspecting licensed premises. This should ensure that resources are more effectively concentrated on problem and high risk premises.

- 10.4 The Council will carry out its regulatory functions in accordance with good enforcement practice and particular regard will be had to fundamental principles. In that regard, Enforcement shall be:

- Targeted
- Consistent
- Transparent
- Proportionate
- Necessary

Any enforcement activity shall be undertaken in a fair, open and consistent manner in conformity with the above principles.

11. ADMINISTRATION, EXERCISE AND DELEGATION OF FUNCTIONS

- 11.1 The Council will be involved in a wide range of licensing decisions and functions and has established a Licensing Committee to administer them.
- 11.2 Appreciating the need to provide a speedy, efficient and cost-effective service to all parties involved in the licensing process, the Committee has delegated certain decisions and functions and has established a number of Sub-Committees to deal with them.
- 11.3 Further, where there are no relevant representations on an application for the grant of a premises licence or a club premises certificate or no police objection to a personal licence or objections from the Police or Environmental Health to an activity taking place under a temporary event notice, delegated authority has been granted for these matters to be dealt with by Officers.
- 11.4 Licensing Committee will receive regular reports on decisions made by Officers so that they maintain an overview of the general licensing situation.
- 11.5 The following Table sets out the agreed delegation of decisions and functions to Licensing Committee, Sub-Committees and Officers.

TABLE OF DELEGATIONS OF LICENSING FUNCTIONS

MATTER TO BE DEALT WITH	FULL COMMITTEE	SUB - COMMITTEE	OFFICERS
Application for personal licence		If a police objection	If no objection made
Application for personal licence, with unspent convictions		All cases	
Application for premises licence/club premises certificate		If a relevant representation made	If no relevant representation made
Application for provisional statement		If a relevant representation made	If no relevant representation made
Application to vary premises licence/club premises certificate		If a relevant representation made	If no relevant representation made
Application to vary designated premises supervisor		If a police objection	All other cases
Request to be removed as designated premises supervisor			All cases
Application for transfer of premises licence		If a police objection	All other cases
Application for interim authorities		If a police objection	All other cases
Application to review premises licence/club premises certificate		All cases	
Decision on whether a complaint is irrelevant, frivolous, vexatious, etc.			All cases
Decision to object when local authority is a consultee and not the relevant authority considering the application		All cases	
Determination of a police or Environmental Health objection to a temporary event notice		All cases	

11.6 This form of delegations is without prejudice to Officers referring an application to a Sub-Committee or Full Committee, or a Sub-Committee to Full Committee, if considered appropriate in the circumstances of any particular case.

APPENDIX 1

DEFINITIONS

The following definitions have been included to provide an explanation of some of the terms included in this Licensing Statement. In some cases they have been abbreviated or interpreted from the format set out in the Licensing Act 2003 and reference should therefore be made to the Act for the full definition.

'Designated Premises Supervisor' means the person (who must be a Personal Licence holder), in the case of premises selling alcohol, who will have been given day to day responsibility for running the premises by the holder of the Premises Licence or may be the Premises Licence holder themselves.

'Late Night Refreshment' means the supply of hot food or hot drink to members of the public (whether for consumption on or off the premises) between the hours of 11pm and 5am.

'Licensable Activities' means:

- the sale by retail of alcohol
- the supply of alcohol by or on behalf of a club to, or to the order of, a member of the club
- the provision of Regulated Entertainment
- the provision of Late Night Refreshment

'Operating Schedule' means a document containing a statement of the following matters (and any others that may be prescribed):

- the relevant Licensing Activities
- the times at which the Licensable Activities are to take place and any other times the premises are open to the public
- information regarding the person who will be specified in the Premises Licence as the Premises Supervisor
- where the Licensable Activities involve the supply of alcohol, whether it is for the supply on and/or off the premises
- the steps being taken to promote the Licensing Objectives

'Regulated Entertainment' means (subject to certain de regulation*): where the entertainment takes place in the presence of and for the purposes of entertaining that audience or spectators –

- a performance of a play
- an exhibition of a film
- an indoor sporting event
- a boxing or wrestling entertainment
- a performance of live music
- any playing of recorded music
- a performance of dance
- entertainment of a similar description to that falling in the previous three categories listed above

**Readers are advised to read and familiarise themselves with Chapter 16 of the statutory guidance, produced by the Home Office under Section 182 of the Licensing Act 2003 (latest version April 2018), which concerns regulated entertainment.*

'Responsible Authority' means any of the following:

- the Chief Officer of Police
- the Fire Authority
- the relevant enforcing authority for Health and Safety
- the local Planning Authority
- the local authority responsible for minimising or preventing the risk of pollution of the environment or of harm to human health
- the body representing matters relating to the protection of children from harm
- the local Trading Standards department
- the Licensing Authority
- Public Health
- The Home Office (Immigration Service)

'Temporary Event Notice' means the notification of a Permitted Temporary Activity involving one or more Licensable Activities subject to the following various conditions and limitations:

- duration – limited to events lasting up to 168 hours
- scale – not more than 499 people present at any one time
- use of same premises – same premises cannot be used on more than 15 occasions in a calendar year, but subject to an aggregate limit of not more than 21 days irrespective of number of occasions
- number of notices by an individual – Personal Licence holder limited to 50 notices in one year, anyone else limited to 5 in a similar period
- in all other circumstances a Full Premises Licence or a Club Premises Certificate will be required for the period of the event involved.

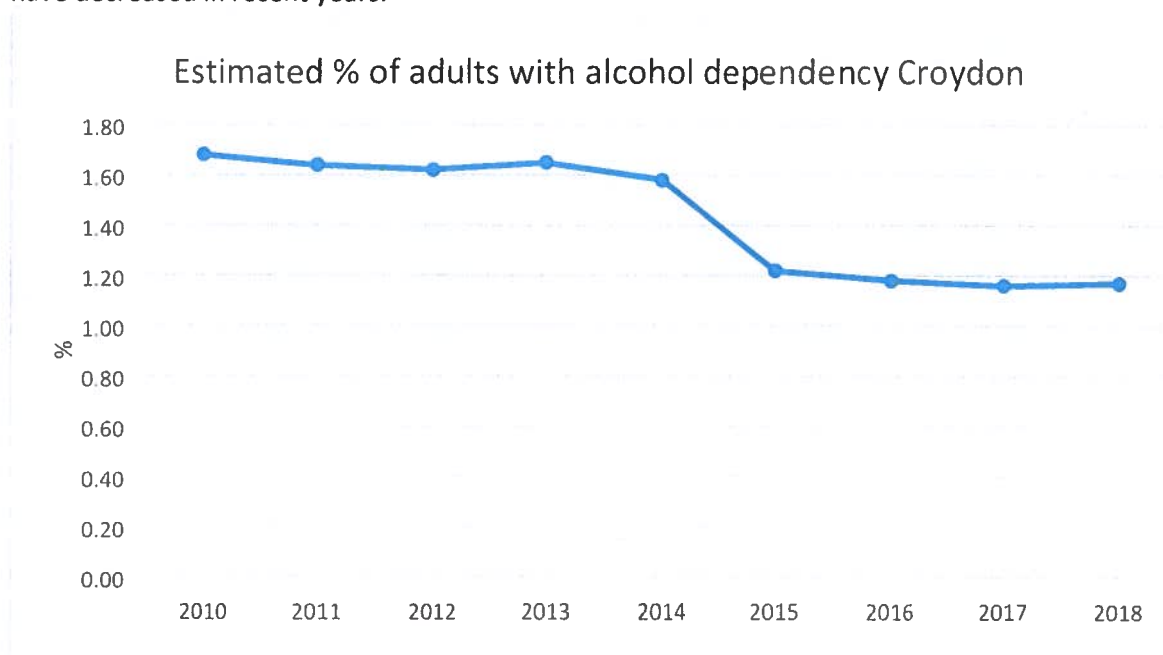
APPENDICES 2 - 5

Evidence and Data

Alcohol use

Between 2,718 and 4,485 adults in Croydon were estimated to be alcohol-dependent in 2018-19, between 0.9% and 1.5% of the adult population¹

When looking at trend data, the estimated percentage of adults with alcohol dependency appears to have decreased in recent years.



21% of adults in Croydon abstain from alcohol. 8.6% binge drink on their heaviest drinking day and 15.8% drink more than 14 units of alcohol a week as estimated by the Health Survey for England (2015-18).²

Between 2.4%-4.6% of 15-year-olds in Croydon were regular drinkers, as estimated by The What About Youth survey in 2015.³

Off licenses

As at June 2022, there are 473 premises in Croydon licensed to sell alcohol to drink off the premises (off-licenses). This is equal to a rate of 1.95 off-license premises for every 1,000 people estimated to be living in Croydon and 2.6 per 1,000 of the adult 18+ population.⁴

¹ Public Health England. 2018-19 Estimates of alcohol dependent adults, based on 2014 Adult Psychiatric Morbidity Survey. <https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

² OHID, Local Alcohol Profiles for England. <https://fingertips.phe.org.uk/profile/local-alcohol-profiles>

³ OHID, Child and Maternal Health. <https://fingertips.phe.org.uk/profile/child-health-profiles>

⁴ ONS. 2020 mid-year population estimates. Off-licence numbers taken from local council licensing team.

In 2014, a total of 1,398,180 litres of alcohol were through the off trade, this is equivalent to 4.9 litres per adult (aged 18+).²

PHE analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions. No association was found for on-trade sales.

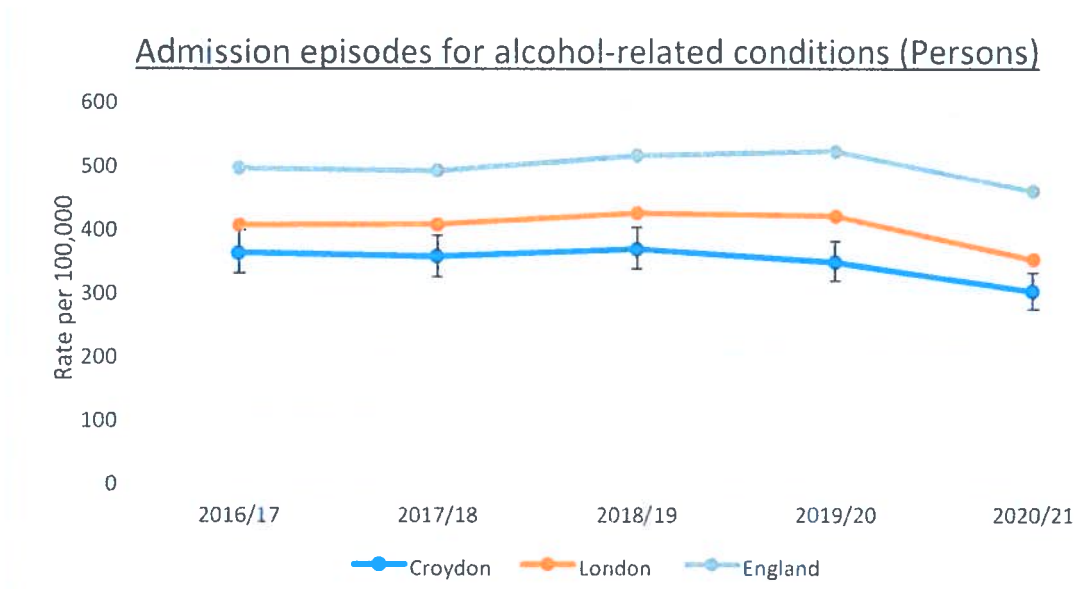
Alcohol-related Road traffic accidents²

26 road traffic accidents in Croydon in 2014-16 were alcohol related. This is a rate of 9.4 per 1,000 road accidents. This is a similar rate to London (10.7) and lower rate than England (26.4).

Hospital admissions²

In 2020/21 there were 1,051 admissions to hospital for alcohol-related conditions (narrow definition). This is a rate of 298 per 100,000 population, lower than the rates seen across England (456) and London (348). 22% of these admissions were in people under 40 years of age, 53% in people aged 40-64 years and 25% in people aged 65 or above. In all age groups the rate of hospital admissions for alcohol related conditions is higher in males than females.

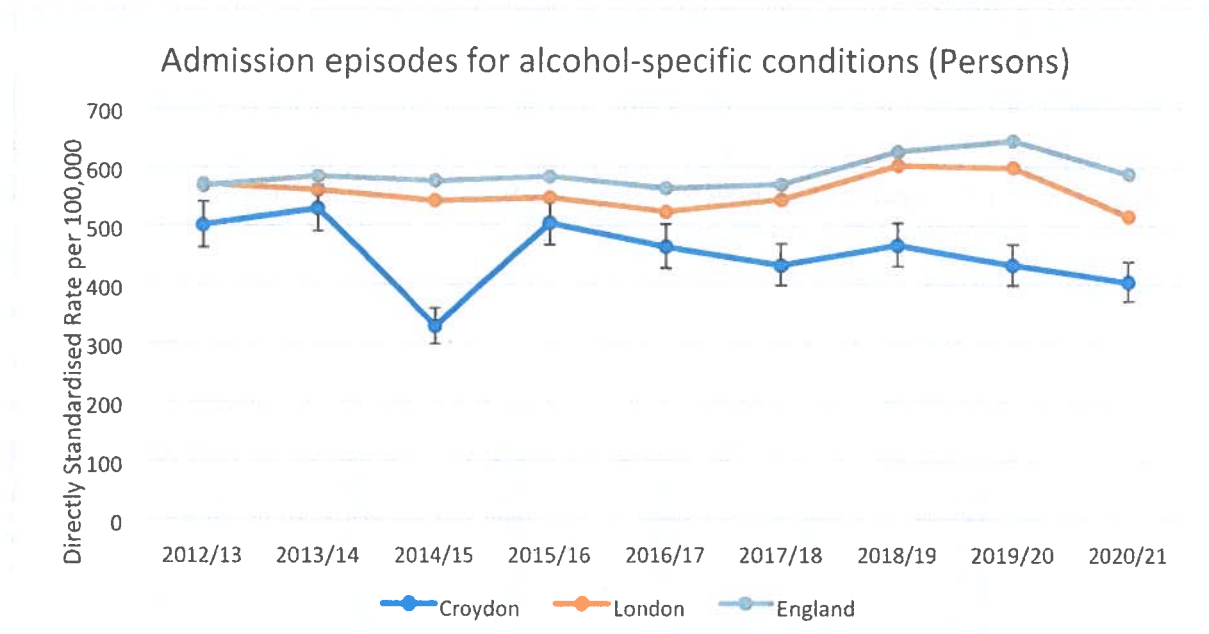
When looking at trend data admissions for alcohol related conditions in Croydon have been significantly decreasing and getting better in recent years.



<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/annualmidyearpopulationestimates/mid2019estimates>

A further 1,440 admissions occurred in the same year for alcohol-specific conditions. This is a rate of 403 per 100,000 population, again lower than the rates seen across England (587) and London (515).

When looking at trend data, admissions for alcohol-specific conditions in Croydon have been significantly decreasing and getting better in recent years.



Mortality²

Latest data (2020) shows that Croydon had an alcohol-specific mortality rate of 10.6 and an alcohol-related mortality rate of 31.3. Rates are directly standardised per 100,000 population. Croydon alcohol-specific mortality rates were similar to both England (13.0) and London (9.9). Alcohol-related mortality rates in Croydon were similar to both England (37.8) and London (32.2). Alcohol-related mortality rates in Croydon were higher in males (46.9) than females (17.9) which were also similar to England and London.

When looking at trend data for alcohol specific mortality and alcohol related mortality in Croydon there is no significant change over the recent years.

Crime

Data⁵ shows that there is a strong relationship between alcohol and a range of crimes including violence. Alcohol-related crime is measured by the Metropolitan Police Service as notifiable crimes which have at least one of the following flags:

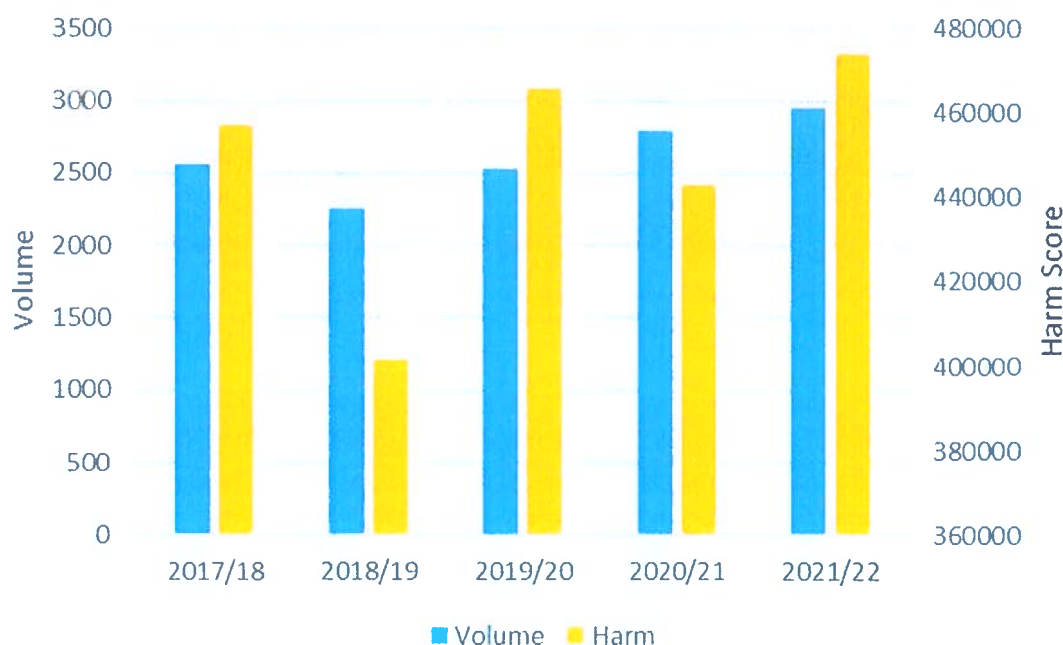
- Alcohol consumed at scene by suspect/accused.
- Suspect/accused had been drinking prior to committing offence.
- Victim had been drinking prior to the offence.

⁵ Crime Survey for England and Wales, nature of crime tables (violence)

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/natureofcrimetablesviolence>

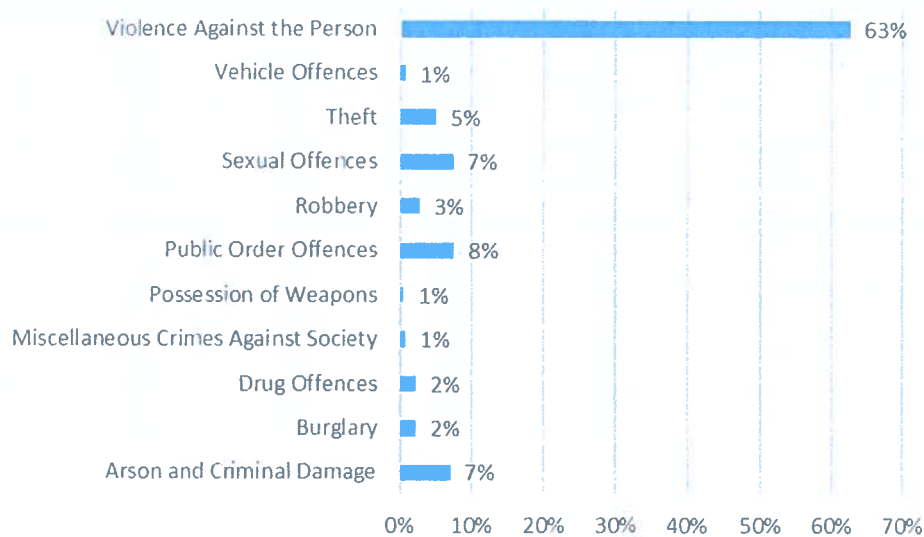
Also, there are specific alcohol-related crimes which are also included in the data (e.g., causing death by careless driving under influence of drink or drugs) and they are the only ones which are notifiable to the Home Office. As there is an issue of reliability of the above flags being recorded consistently, 'wildcards' are also used to identify crimes where alcohol featured e.g., searching for words including 'drunk', 'drinking alcohol' etc in the crime report. However, it must be emphasised that the following statistics on alcohol-related crime in the borough should be treated as the minimal number of crimes where alcohol featured.

The following graph shows the volume and harm⁶ of alcohol-related crime in the borough in the last five years. As shown there has been an overall increase in volume over the last five years and 2021/22 was the highest for alcohol-related crime. In regards to harm, even though this has fluctuated over the same period, 2021/22 was also the highest in five years.

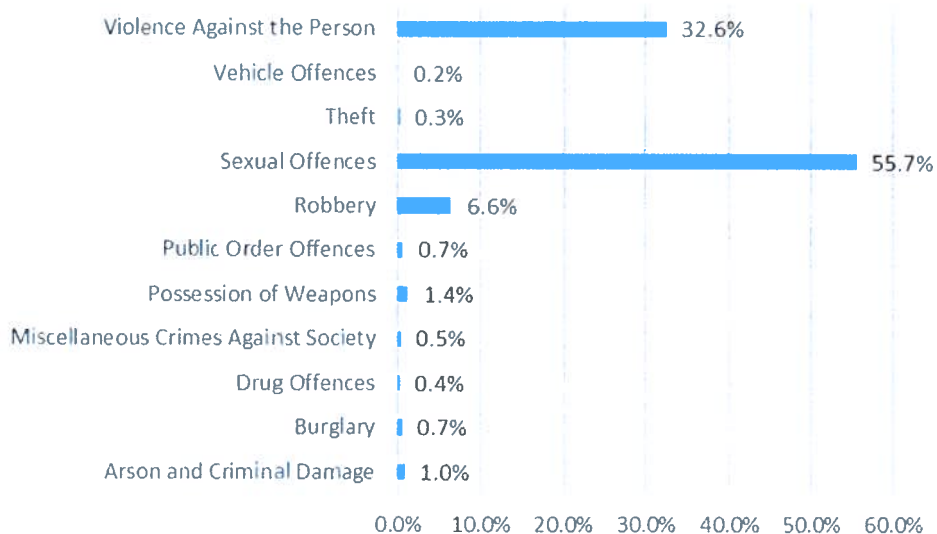


The following chart shows that over 60% of alcohol-related crime volume committed in the borough in 2021/22 was violence against the person. This is followed by 8% being public order offences.

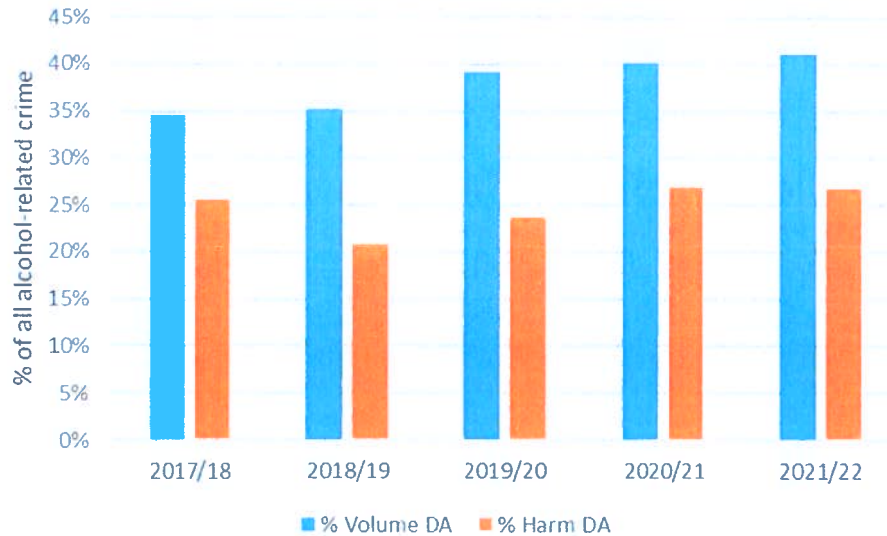
⁶ Crime Harm is measured using the Cambridge Crime Harm Index <https://www.crim.cam.ac.uk/research/thecambridgecrimeharmindex>



By looking at alcohol-related crime harm in the borough in 2021/22, over half of all harm committed were sexual offences and around a third was violence.



Alcohol-related crime is closely linked to domestic violence which has also seen higher levels of reported offences in Croydon. The following chart shows that the proportion of all alcohol-related crime volume which is flagged as domestic has been increasing year-on-year with over 40% of all crimes being domestic in 2021/22. In contrast, the proportion of all alcohol-related crime harm which was flagged as domestic as relatively stable over the last five years with it representing 27% in 2021/22.



In 2020/21, the Metropolitan Police Service recorded 34,068 crimes within Croydon, of which 11,645 were violence against the person (34.2% of all recorded crimes)⁷. The CSEW shows that, in 2017/18, 42% of the victims of violent incidents believed the offender(s) to be under the influence of alcohol. In Croydon this would result in a total of 4,891 offences of violence against the person were alcoholrelated.

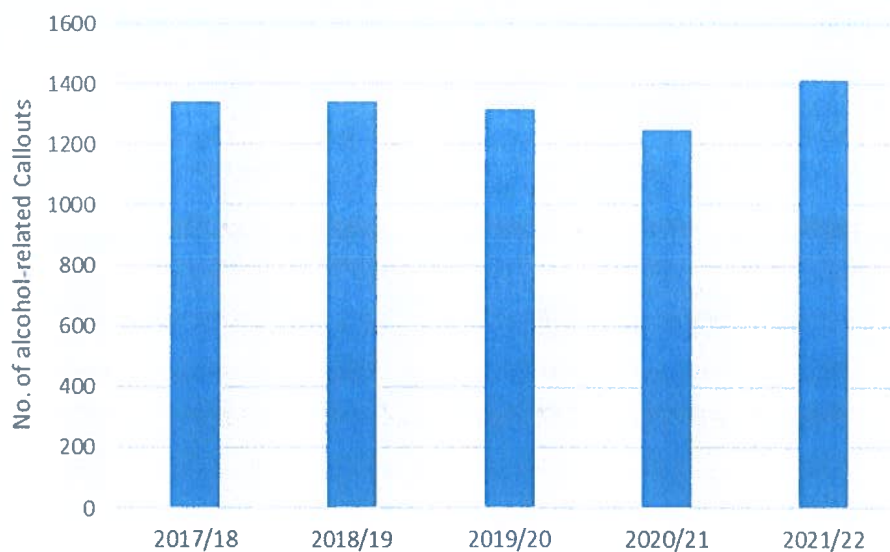
London Ambulance Service – Alcohol-related Callouts⁸

In 2021/22 there were 1,415 alcohol-related callouts to the London Ambulance Service – the highest in the last five years. Also, 2021/22 saw the only year-on-year increase over the same period with callouts rising to 13%. This large increase can be partly attributed to Covid-19 and the consequential government restrictions where many businesses were closed for substantial periods of time. Therefore, by comparing 2021/22 to 2019/20, there was still an 8% increase in callouts.

⁷ Crime Statistics in Croydon in 2021/22 published by the Metropolitan Police Service

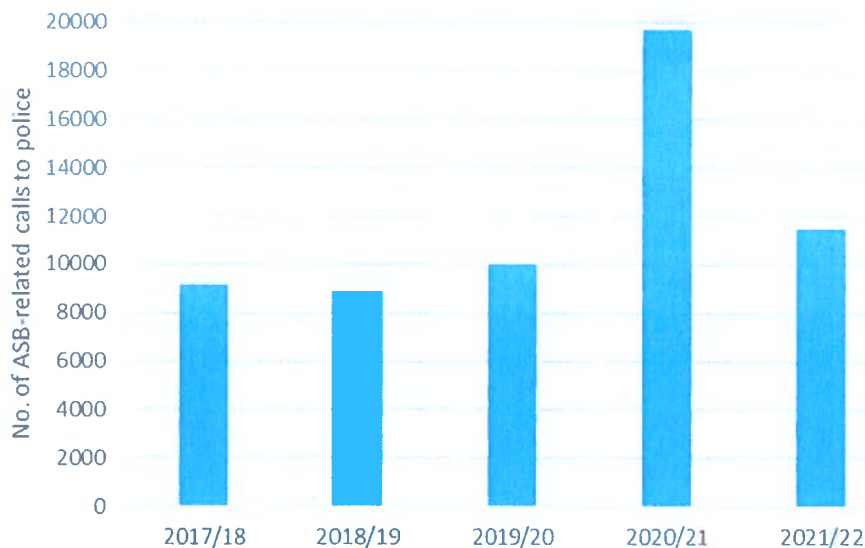
https://public.tableau.com/shared/RMW9PB8ZH?:display_count=y&:origin=viz_share_link&:embed=y

⁸ London Ambulance Service incidents and Dispatches figures from Greater London Authority SafeStats tool, <https://www.london.gov.uk/what-we-do/research-and-analysis/safestats?source=vanityurl>. The same tool used to identify antisocial behaviour incidents from London Ambulance Service, British Transport Police, London Fire Brigade, Metropolitan Police Service and Transport for London. SafeStats contains non-official data for the purposes of operational and strategic insight and is accurate only at the point in time that it is received by SafeStats therefore there are caveats regarding the accuracy of this data.



Anti-social Behaviour⁸

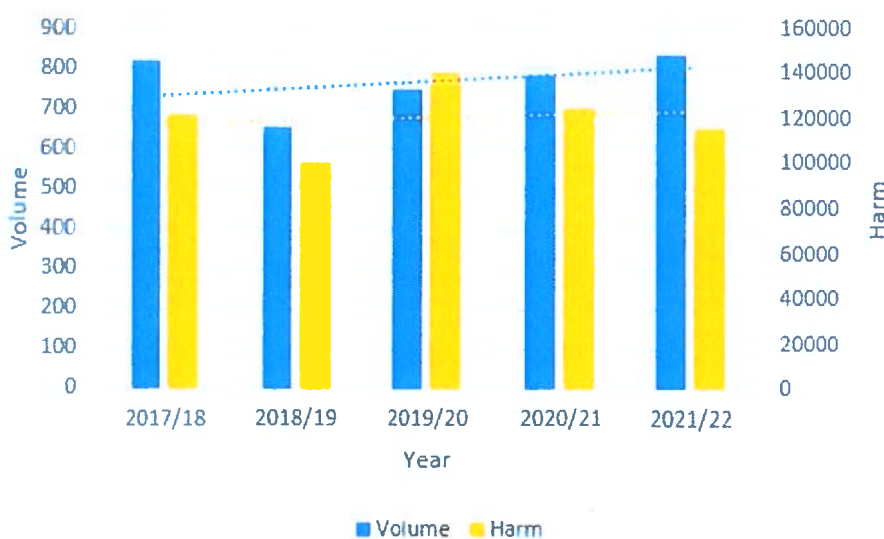
Another reliable indicator of identifying the level of alcohol-related nuisance or disorder is by looking at anti-social behaviour in the borough. In 2021/22 there were 10,087 calls of anti-social behaviour (ASB) made to the police in Croydon. This is a 42% decrease compared to the year before. However, it must be noted that incidents linked to Covid-19 restrictions are recorded as ASB (e.g. lack of social distancing, no mask wearing etc.) therefore this was the main contributor for the large number of calls in 2020/21 as shown in the following chart.



Even though Covid-19 related calls partly contribute to the number of calls in 2021/22, there were much less restrictions in place compared to the year before. Therefore, a fairer comparison is comparing 2021/22 to 2019/20, where there was a 15% increase in incidents.

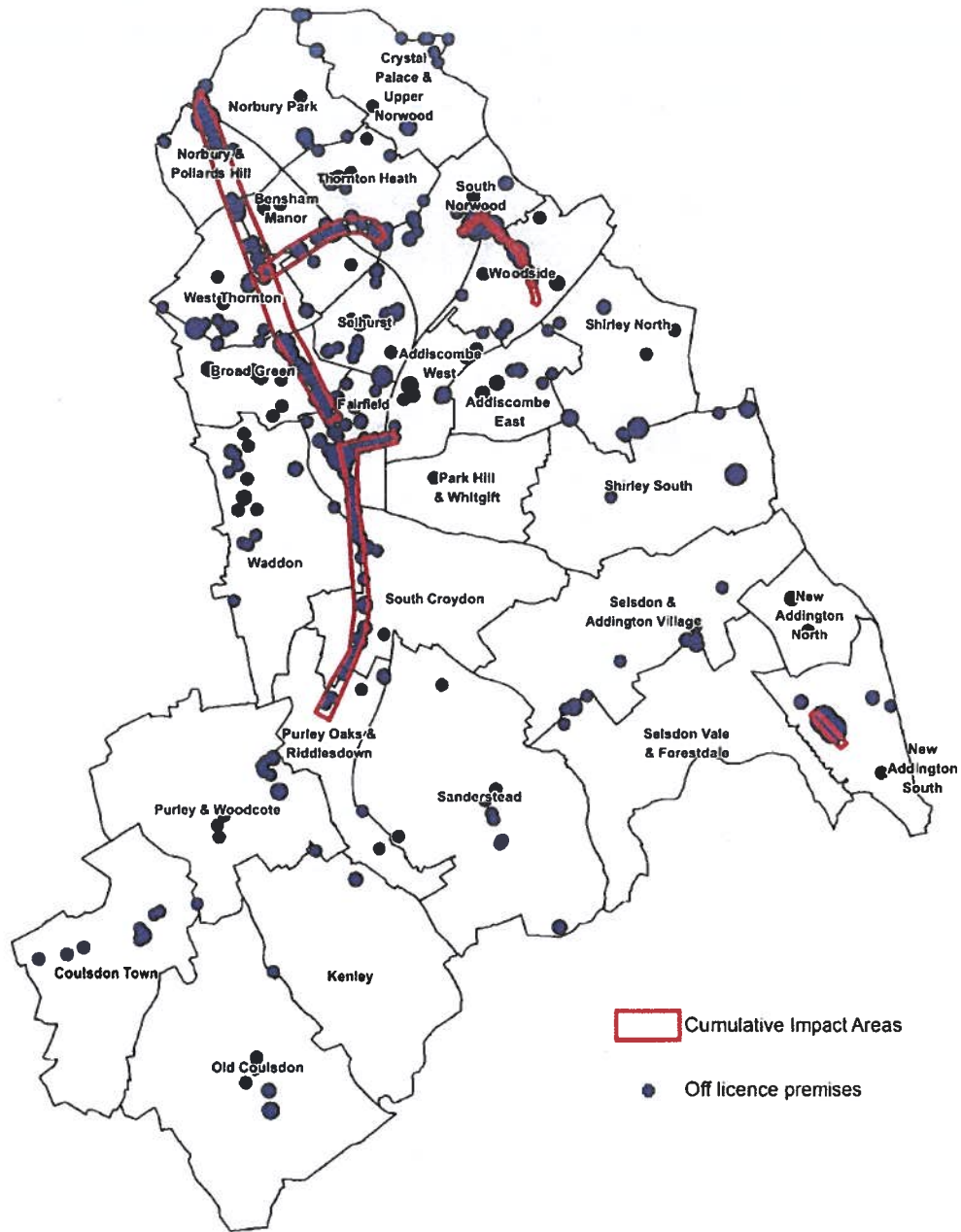
The current CIA's together have seen the highest volume of alcohol-related offences in 2021/22 in the last five years. This is measured by identifying the number of offences in a 150m area of the CIA's. The volume of offences has risen for the third consecutive year. By comparing 2021/22 to the year before there has been a 6% increase in the number of offences. By comparing 2021/22 to 2019/20 (pre-covid year) there has been an 11% increase.

By looking at harm in the current CIA's, it has fallen for the second consecutive year and it is at its second lowest in 2021/22 in the last five years. In 2021/22, alcohol-related harm dropped by 7% compared to the year and compared to 2019/20 (pre-covid year) it has dropped by a fifth (20%).



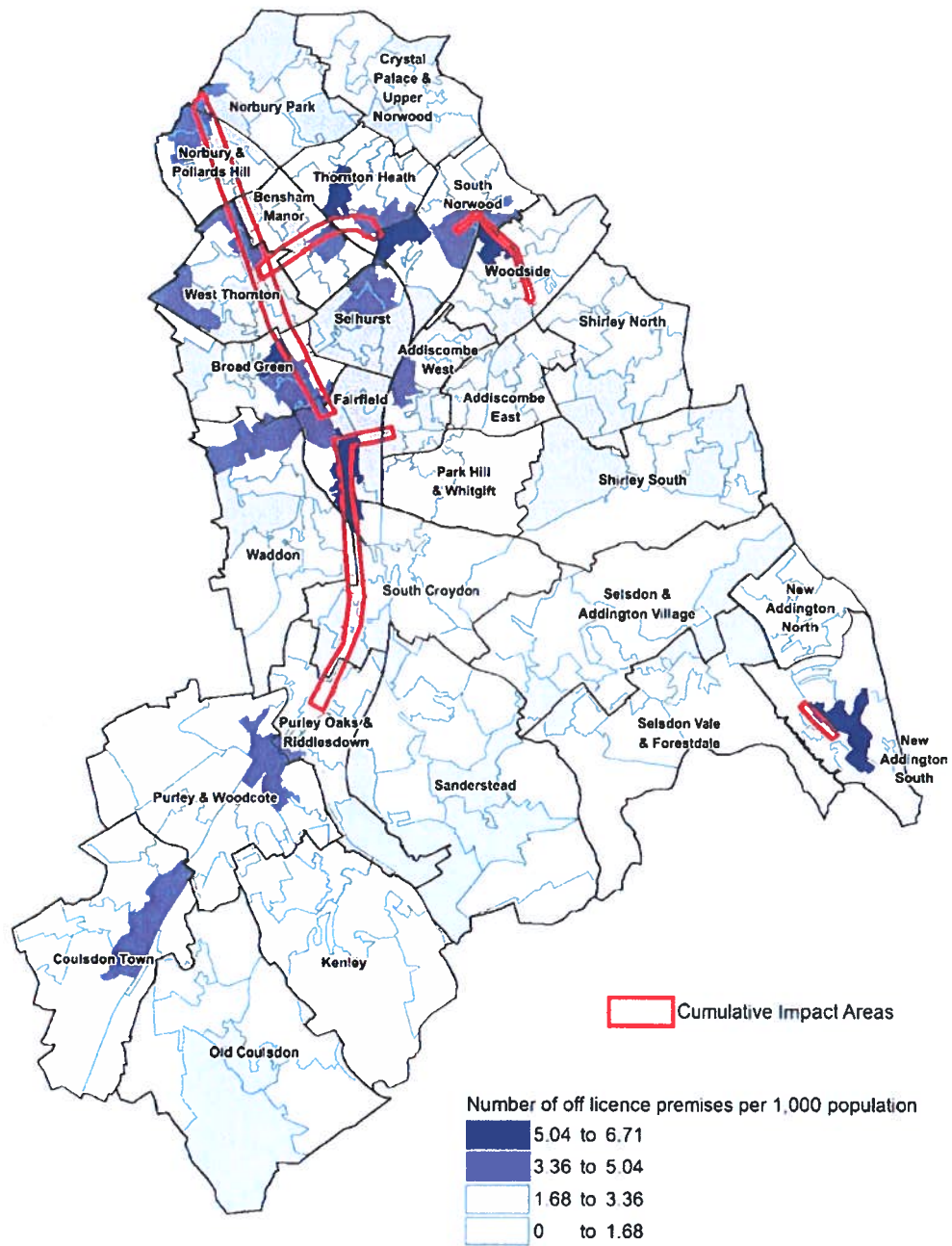
In respect of the proposed new South Norwood CIA, both alcohol-related volume and harm have been at their highest in this area in 2021/22 over the five year period. By comparing 2021/22 to the year before, volume has gone up 62% and harm has gone up 294%. By

Off Licence Premises in Croydon



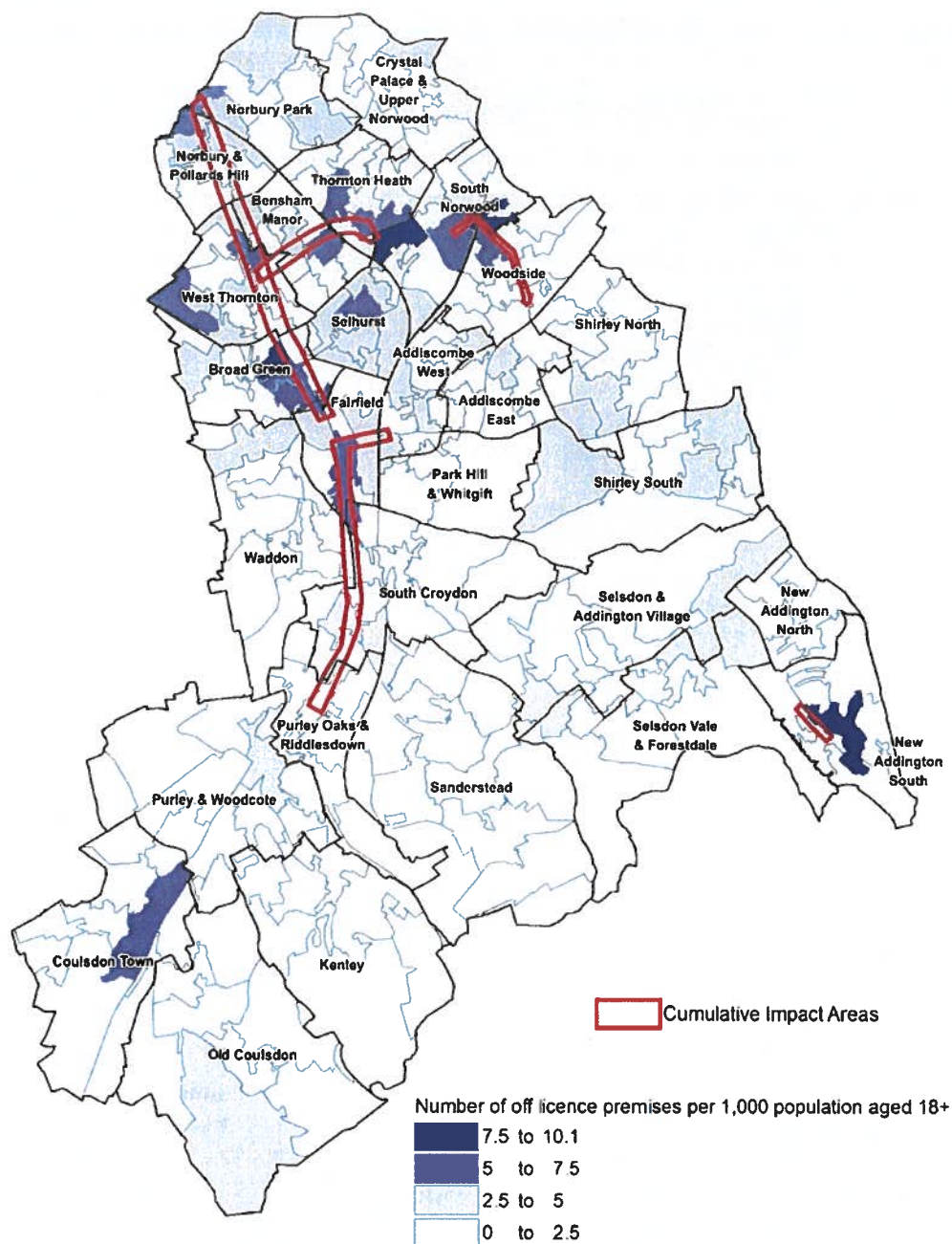
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Off Licence Premises in Croydon: rate of premises per 1,000 population

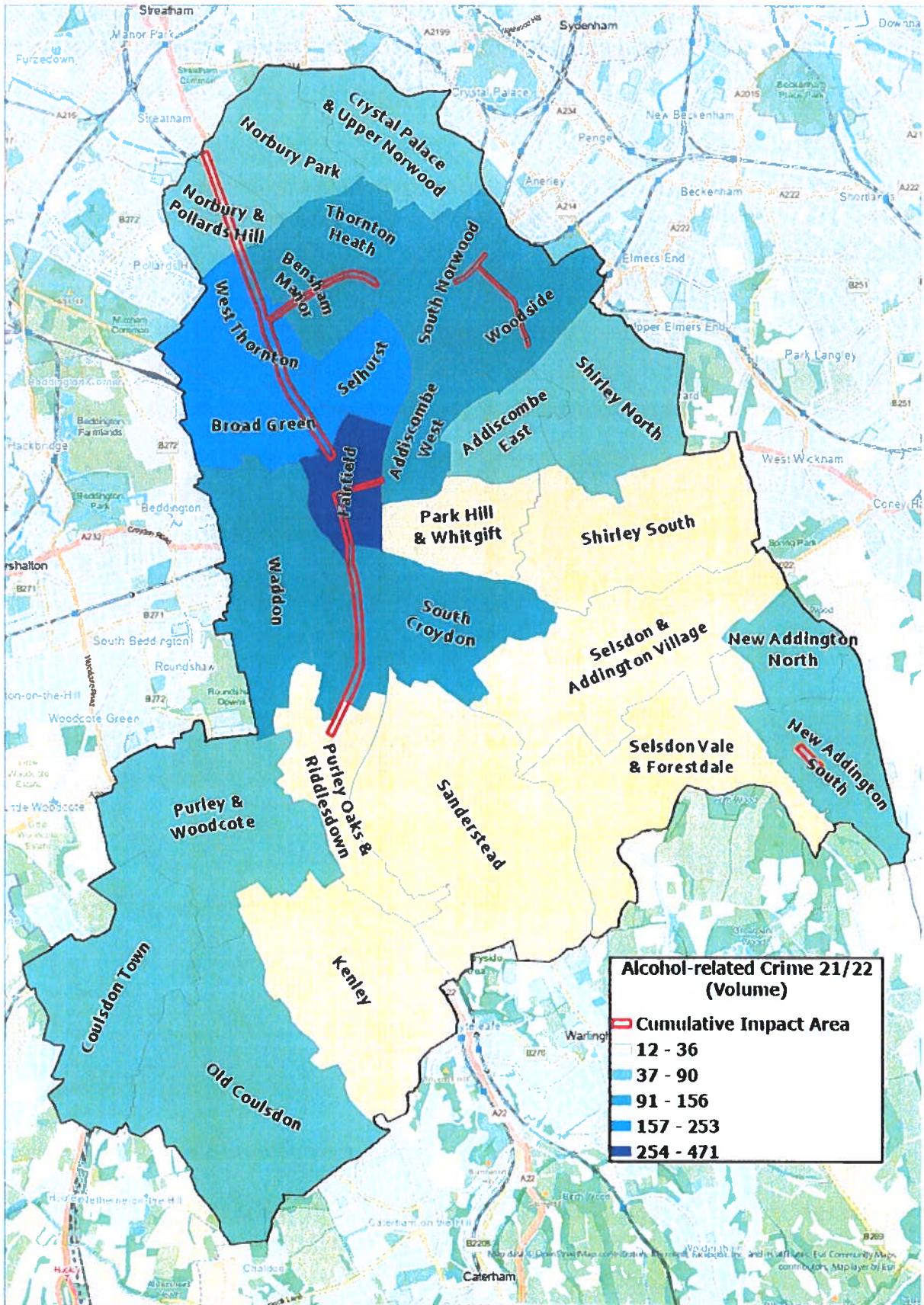


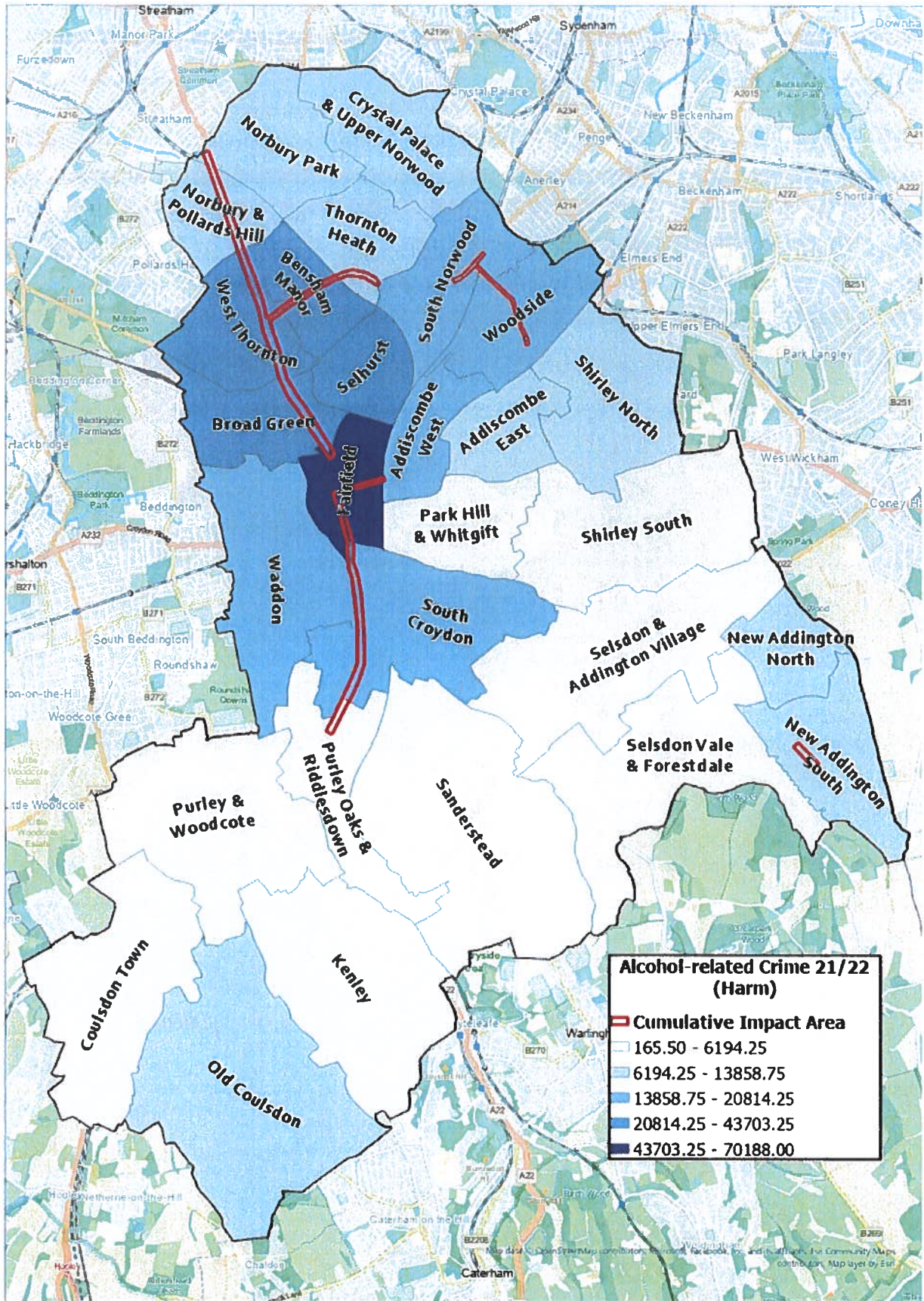
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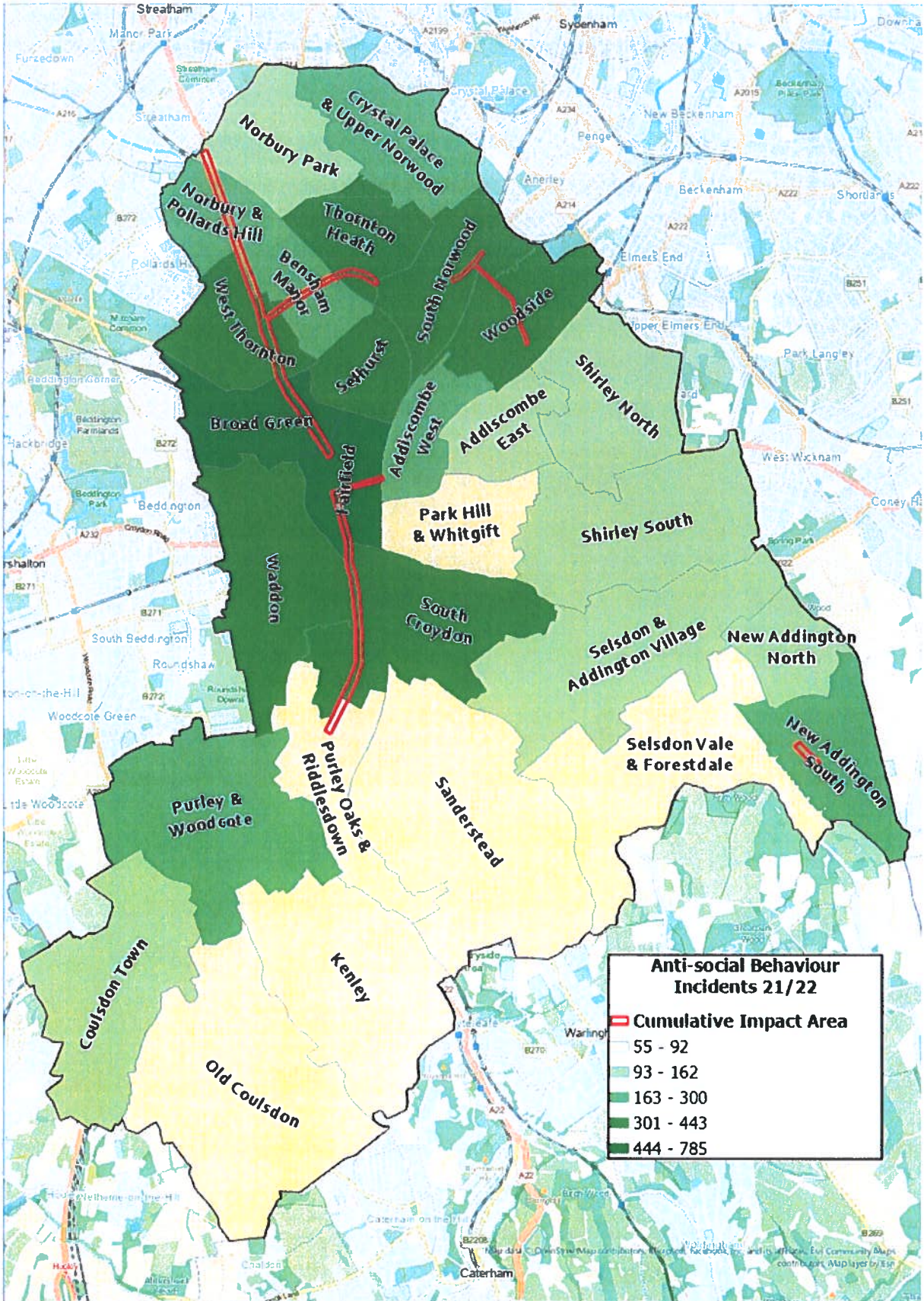
Off Licence Premises in Croydon: rate of premises per 1,000 population aged 18+

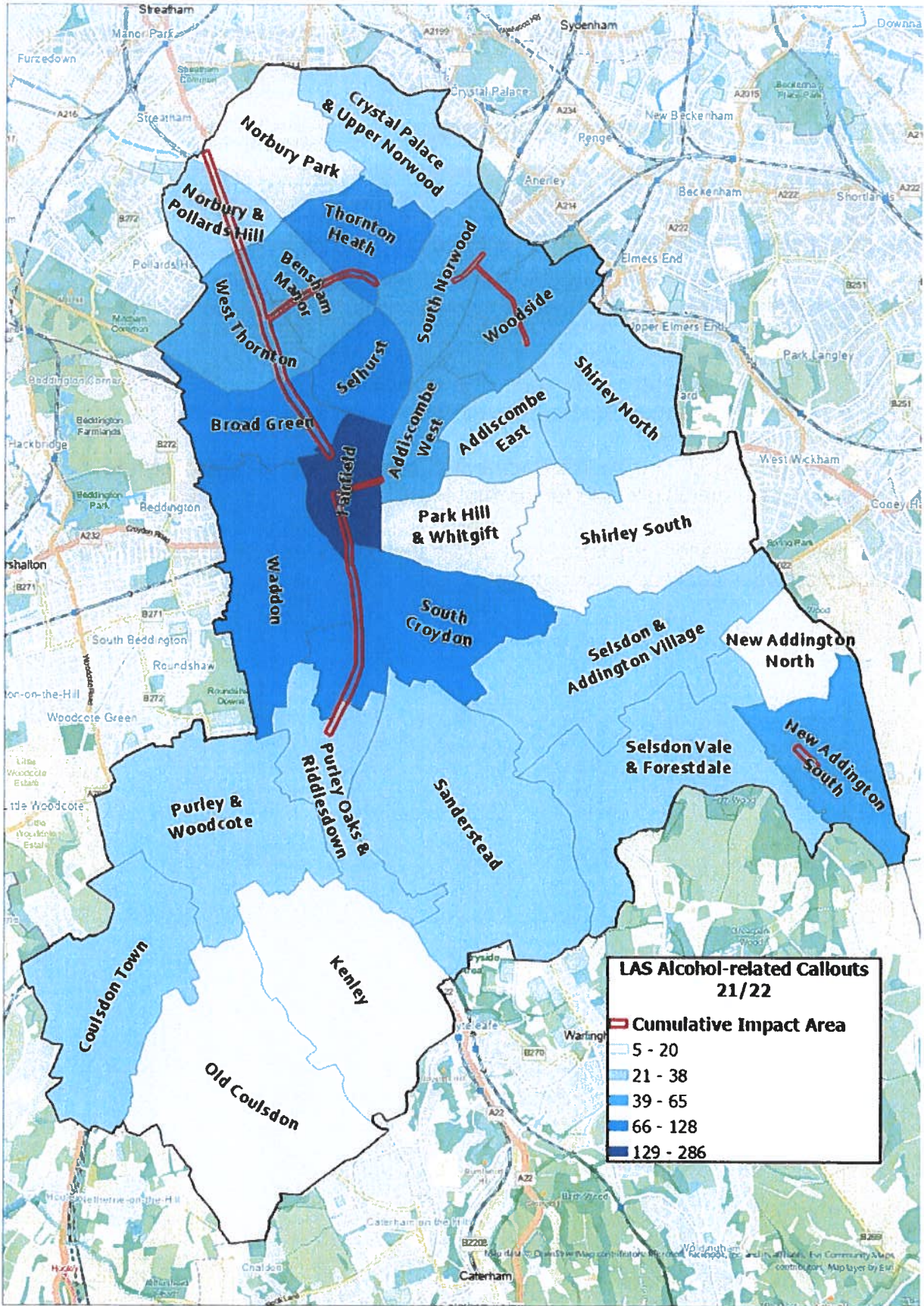


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APPENDIX 6**CONTACT DETAILS, ADVICE and GUIDANCE**

If you require advice on making an application or about making representations on an application or about seeking a review of a licence or certificate, please contact the Council's licensing team on 020 8760 5466 or at licensing@croydon.gov.uk .

Application forms are also available from the licensing team and details of:

- The names and addresses of Council, police and fire contacts able to give advice
- The responsible authorities under the legislation
- Advice on preparing operating schedules
- Pools of conditions
- Other guidance – for instance regarding personal licences, designated premises supervisors and temporary event notices

Alternatively, information, guidance and application forms can be obtained from the Home Office website at www.homeoffice.gov.uk .