

**Burton Proposed Cumulative Impact Zone**  
**Application information**

**2018**



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## East Staffordshire

Population - 117,600

Households - 47,300

Incidents Average - 81 per day

Crimes Average - 22 per day



## **Burton Proposed Cumulative Impact Zone Application information**

### **1. Introduction**

Under the Guidance issued under S.182 of the Licensing Act 2003, licensing authorities can adopt a special policy to deal with the cumulative impact of licensed premises in a particular area. Such a special policy forms part of the licensing authority's statement of licensing policy. The Guidance describes "cumulative impact" as meaning the potential impact on the promotion of the licensing objectives of there being a significant number of licensed premises concentrated in one area. The following are factors referred to in the Guidance:

- A high concentration of licensed premises selling alcohol.
- Problems of nuisance and disorder outside or some distance from those premises generally as a result of large numbers of drinkers being concentrated in an area.
- The impact on surrounding areas of the behaviour of customers of all the premises taken together is greater than the impact of customers of individual premises.

In essence, a special policy is intended to address the problems caused by the combined effect of a large number of licensed premises being concentrated in a particular town or city centre area.

Once adopted, the effect of a special policy is to create a rebuttable presumption those applications for the grant or variation of premises licences which are likely to add to the existing cumulative impact will normally be refused or subject to certain limitations, unless the applicant can demonstrate that there would be no negative impact on the licensing objectives. A licensing authority may consider whether it is justified in departing from its special policy in light of the individual circumstances of the case as the impact can be different for premises with different

styles and characteristics (for example nightclubs and public houses compared to restaurants and theatres).

Staffordshire Police feel that a Cumulative Impact Policy is an appropriate addition to the Licensing Policy of East Staffordshire Borough Council. We believe that this would assist the future control of an area that has significant issues connected to the activity of Licensed Premises that results in high levels of crime and disorder.

The following INFORMATION SUPPORTS OUR APPLICATION and will be listed as follows:

- Overview
- Current crime and disorder levels
- Environmental Issues
- What the partnership currently does to mitigate the issues
- Impact on levels of policing
- Area to be considered

## **2. Overview**

Burton On Trent Town Centre has developed over many years from a night time entertainment location and more recently there has been a growth in the number of licensed premises in the area. In particular neighbouring areas have seen an increase in food and alcohol take out premises. The change in communities around the area has also seen an increase in the drinking culture where there is a move from night time drinking into 24/7 drinking.

In summary the focus around these areas has become very focused on the amount of alcohol consumed rather than other entertainment offered or available. The issues of crime and disorder facing the town centre are directly linked to the activity of licensed premises as shown by the following data around levels of crime.

### **Current Crime and Disorder Levels**

#### **Violence against the Person (MSV, LSV & Other Violence)**

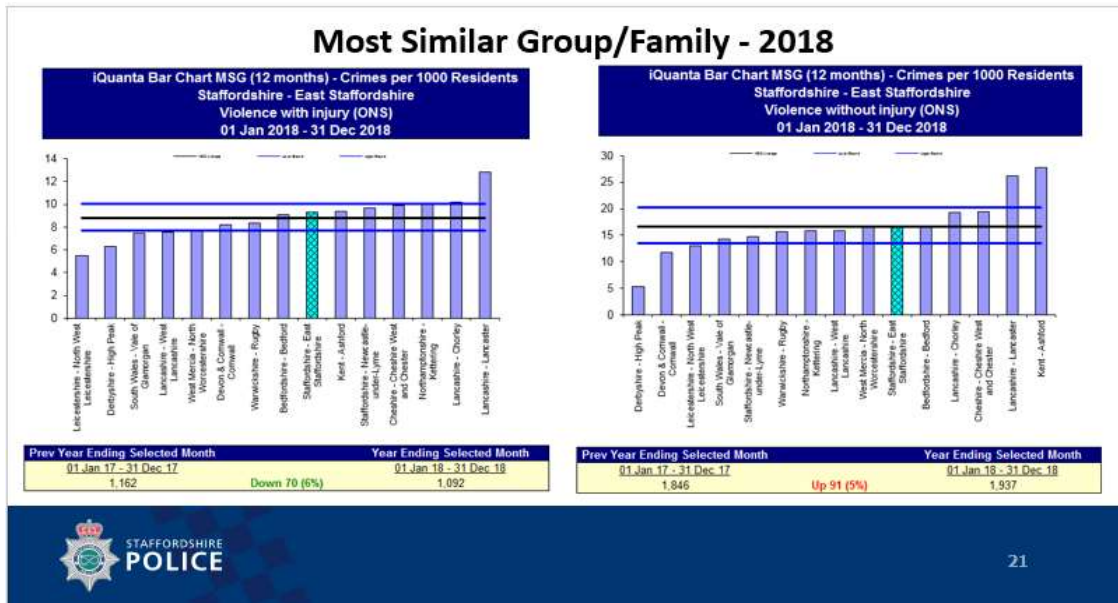
Between Jan-Dec 2018 a total of **2959** offences of violence were committed in East Staffs LPT. Of those **575** occurred in the proposed Cumulative Impact area – this represents **19%** of all violence that occurs across East Staffs LPT.

#### **All Violent Crime (Violence, Robbery, Sexual Offences & Public Order)**

Between Jan-Dec 2018 a total of **3727** offences of violence were committed in East Staffs LPT. Of those **765** occurred in the proposed Cumulative Impact area – this represents **20%** of all violence that occurs across East Staffs LPT.

Given that the proposed Cumulative Impact area is a small geographical area this is a considerable proportion of the overall level of violence.

It is necessary to put this into context nationally further showing that this is an area of significant risk.



**Supporting Info**

The Office of National Statistics Most Similar CSP (Community Safety Partnership) data is based on violence against the person which is a smaller crime basket than we have been referring to in the All Violent Crime slides. It includes Most Serious Violence, Less Serious Violence and Other Violence. They split this out by Violence with injury and Violence without injury.

**Violence with Injury**

East Staffordshire is now ranked 9th out of 15 in most similar CSP, they were ranked 14th out of 15 at the end of 2017 – improved by 5 positions.

Decrease of 6% compared to the same period the previous year (Jan-Dec 2017)

To put this into further context.....

Stafford CSP is ranked 9<sup>th</sup> and has decreased by 20%

Prev Year Ending Selected Month		Year Ending Selected Month
<u>01 Jan 17 - 31 Dec 17</u>		<u>01 Jan 18 - 31 Dec 18</u>
1,115	Down 226 (20%)	889

**Violence without Injury**

East Staffordshire is now ranked 10th out of 15 in most similar CSP, they were ranked 13th out of 15 at the end of 2017 – improved by 3 positions.

Increase of 5% compared to the same period the previous year (Jan-Dec 2017)

To put this into further context.....

Stafford CSP is ranked 10<sup>th</sup> and has increased by 3%

Prev Year Ending Selected Month		Year Ending Selected Month
<u>01 Jan 17 - 31 Dec 17</u>		<u>01 Jan 18 - 31 Dec 18</u>
1,721	Up 58 (3%)	1,779

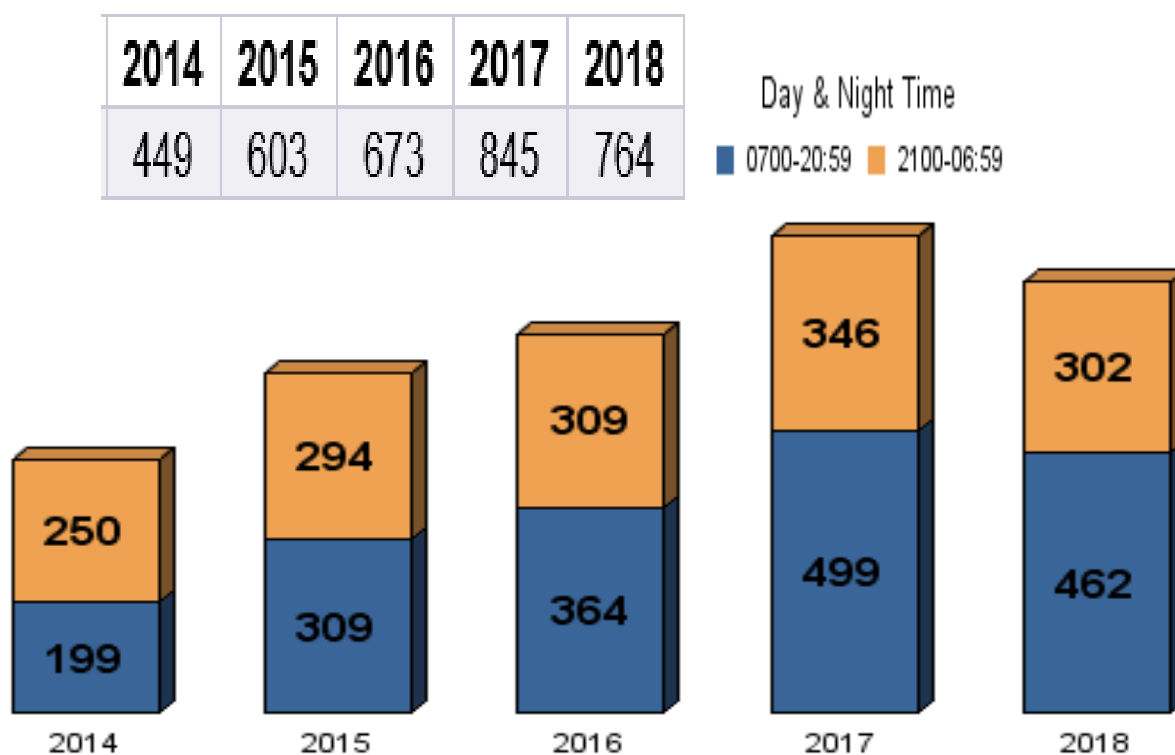
This is just a guide due to differences across forces in crime recording standards

## Appendix 1

To understand the issues directly affecting the proposed Cumulative Impact Zone area and how this links to licensed premises, it is necessary to consider what we reference by violent crime. This is a range of offences from serious assaults to public order offences where threats of violence are used.

Between Jan-Dec 2018, the below graph shows that the current level of violence affecting the proposed Cumulative Impact Zone area is **764** offences. This can be compared to previous years. As can be seen from the data below there are slightly more offences (**39%**) that have occurred in the evening between 9pm and 7am.

(Violence Against the person, Public Order, Robbery & Sexual Offences)



### Town Centres across Staffordshire

If we look purely at Town Centre locations for All Violence (this just includes Burton Town Centre FP15 and FP30. These are different from the CIZ figures which include FP16 and FP30)

- 9 out of the 18 Town Centres have increased overall (Burton TC has increased by 6 violent crimes 0.6% from 929 to 935)
- 7 out of the 18 Town Centres have increased in the Night Time Economy (Burton TC has decreased by 36 violent crimes -9.2% from 390 to 354)
- 9 out of the 18 Town Centres have increased in the Day Time Economy (Burton TC has increased by 42 violent crimes 7.8% from 539 to 581)

Appendix 1

Burton CIZ

Main volume is Less Serious Violence and Other Violence and this has been these case in previous years

Day time - The majority of local offence groupings have reduced in 2018 compared to 2017 with the exception of More Serious Violence and Other Violence Against the Person.

Night time – the most notable change is the increase in Public Order in 2018 compared to 2017

	0700-20:59					2100-06:59				
	2014	2015	2016	2017	2018	2014	2015	2016	2017	2018
<b>Personal Robbery</b>	6	12	8	14	6	5	13	7	12	13
<b>Business Robbery</b>	1	1	1	4	4				2	
<b>Public Order</b>	23	38	59	87	73	27	35	27	35	57
<b>Less Serious Violent Crime with Injury</b>	64	83	101	115	104	131	127	140	122	94
<b>More Serious Violent Crime with Injury</b>	1	6	9	7	13	7	14	17	26	18
<b>Other Violence against the person</b>	88	146	170	240	242	70	91	100	124	103
<b>Other Serious Sexual Offences</b>	7	12	8	15	5	6	5	7	8	7
<b>Other Sexual Offences</b>	3	6	6	12	9	3	2	2	6	4
<b>Rape</b>	6	5	2	5	6	1	7	9	11	6

## Appendix 1

To understand the type of offences that are included within the Home Office category of violence the table below shows the range of offences committed and how many cases were reported. As can be seen the majority of these are assaults or public order matters.

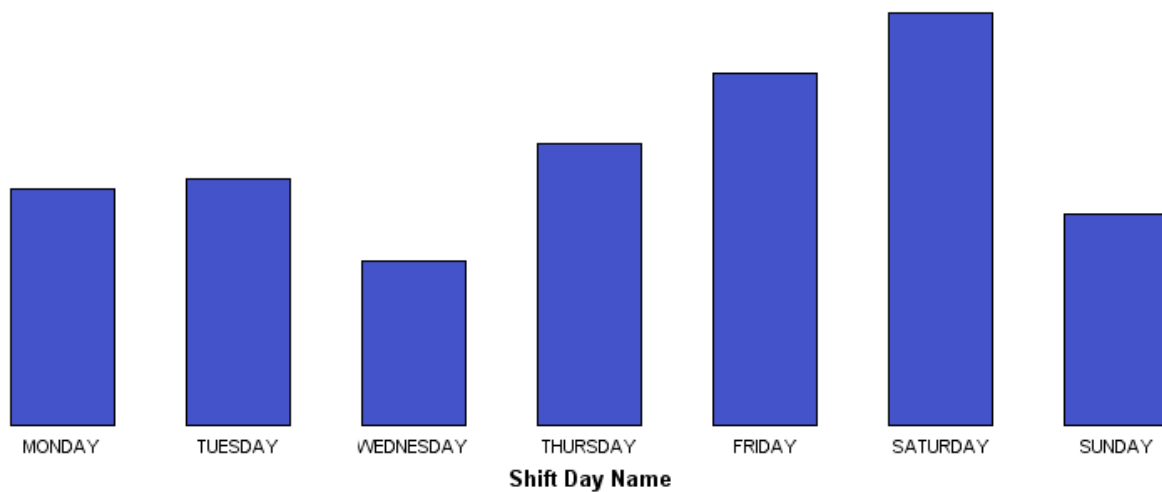
Between Jan-Dec 2018

	07	08	09	10	11	12	13	14	15	16	17	18	19	20	21	22	23	00	01	02	03	04	05	06	Sum:	
Assault With Injury	1	5	9		7	5	9	5	9	11	13	7	15	11	5	13	7	11	15	11	11	19	4	3	206	
Common Assault	3	9	9	6	5	9	5	10	7	6	16	15	10	8	2	15	9	9	14	3	3	6	2	1	182	
Public Order			1	4	2	4	5	2	8	7	1	3	3	1	1	7	2	1	6	8	8	4	2	1	81	
Malicious Communications	2	4	5	1	5	5	4	2	2	3	2	3	3	2	3	1		3							50	
Harassment	1	3	7	4	2	3		1			6	2					1			1	2				33	
Racially Aggravated Public Order	1			2	1	2			1	3	2	1		1	1	2	3	1	2	1	1					25
Other Offence Against The State Or Public Order		1	5	3		1	3	2			1		1	1	1					1		2	1		23	
Stalking		9	6			1			2		1			1	1	3										23
Assault On A Constable	1				1			1	1	1		1	1	1	4	1	1	1			4	2	1		22	
Robbery Of Personal Property			2		2							1		1		4	1		4	1	2		1		19	
Assault With Intent To Cause Serious Harm				1					1	3	1		2	2	1	1		1	1		1	2			17	
Racially Aggravated Harassment		1					2		1	2	1	1		1		2		1							12	
Threats To Kill	1	2			1					2	1		1		1	1		1							11	
Sexual Assault On A Female Aged 13 Or Over		2			1					1	1				1	1	1	1					1		10	
Rape Of A Female Aged 16 And Over			1	2					1			1				1		2			1				9	
Racially Aggravated Common Assault											1	1			1	1		1			2				7	
Racially Or Religiously Aggravated Assault With Injury	1																	1			1	1		1	5	
Sexual Activity Involving A Child Under 16					1			2							1			1							5	
Exposure And Voyeurism			1				1		1				1												4	
Modern Slavery			1		1								2												4	
Robbery Of Business Property	1	1		1						1															4	
Sexual Grooming												2			1										3	
Rape Of A Female Child Under 16						1										1									2	
Sexual Activity Involving A Child Under 13																		2							2	
Assault With Injury On A Constable																			1						1	
Attempt Murder																		1							1	
Familial Sexual Offences																		1							1	
Rape Of A Female Child Under 13																			1						1	
Violent Disorder																			1						1	
Sum:	8	38	50	23	29	31	30	25	34	40	47	38	39	30	23	54	25	41	43	26	36	36	12	6	764	



The main evenings when the Night Time Economy takes place are Thursday, Friday and Saturday. The following graph shows all violent crime and the days of the week on which these offences occur.

### All Violent Crime - Day of Week - 2018 Night Time Economy (21:00-06:59 hrs)

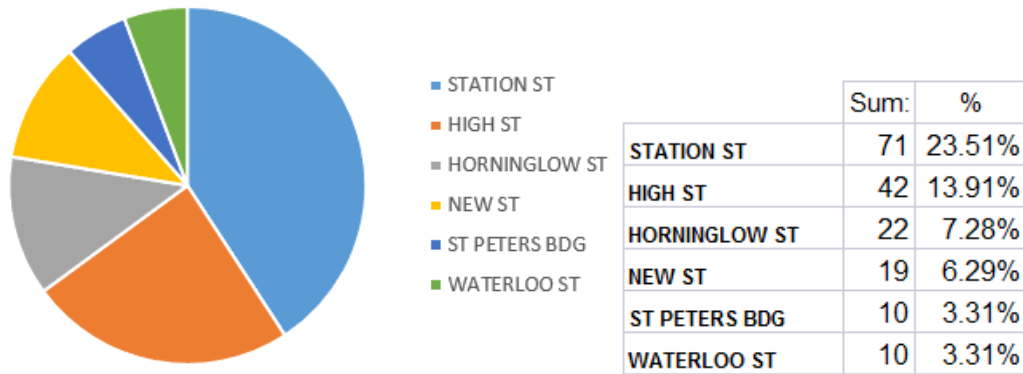


The main areas for entertainment economy centre around the area of High Street. The following information is a breakdown of the streets where offences have occurred. As can be seen the link to High Street is clear however it can also be seen that offences occur across the proposed Cumulative Impact Zone area as people disperse away from licensed premises, particularly Station Street. This data shows the level of violence offences reported to the Police between 9pm and 7am only.

### All Violent Crime - Top Streets (Night Time View 21:00-06:59)

Between Jan-Dec 2018

Appendix 1

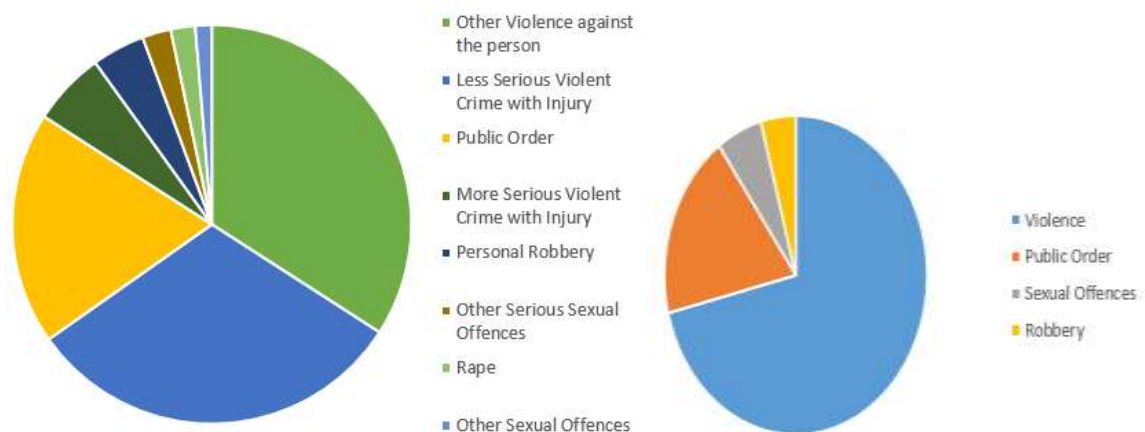


Of note, the RIA’s FP30 and FP16 (readily identified areas of the CIZ) also cover some residential areas and combined are a larger area than the CIZ. This is due to the way the force have aligned the RIA’s this is the lowest area level which we are able to obtain data for.

2018 compared to 2017

- Station Street increased by 16 violent crimes
- High St decreased by 50 violent crimes
- Horninglow St increased by 13 violent crimes (not included in top 3 last year)
- New St remained stable

## All Violent Crime Proportions - 2018 Night Time Economy (21:00-06:59 hrs)



The proportions of All Violence Crime have reduced year on year since 2016, there are fewer Violence offences and fewer sexual offences in 2018 compared to 2017, however Public Order has increased.

Appendix 1

The Violence proportion decreased from 79% to 71%

The majority of violence sits in Other Violence against the Person, and Common assault is the highest volume in this category and not the non-injury types of other violence i.e. harassment.

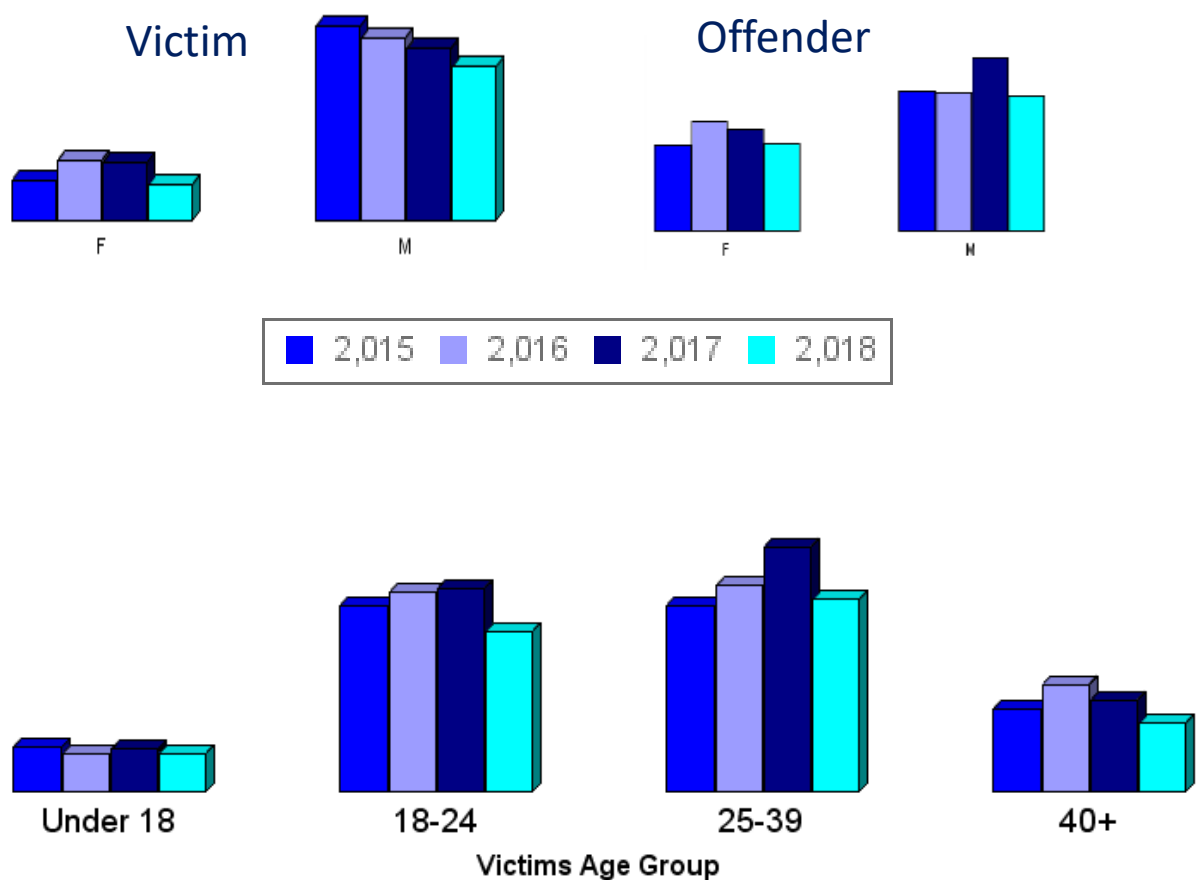
Sexual offences proportion decreased from 7% to 6%

Public Order proportion increased from 10% to 19%

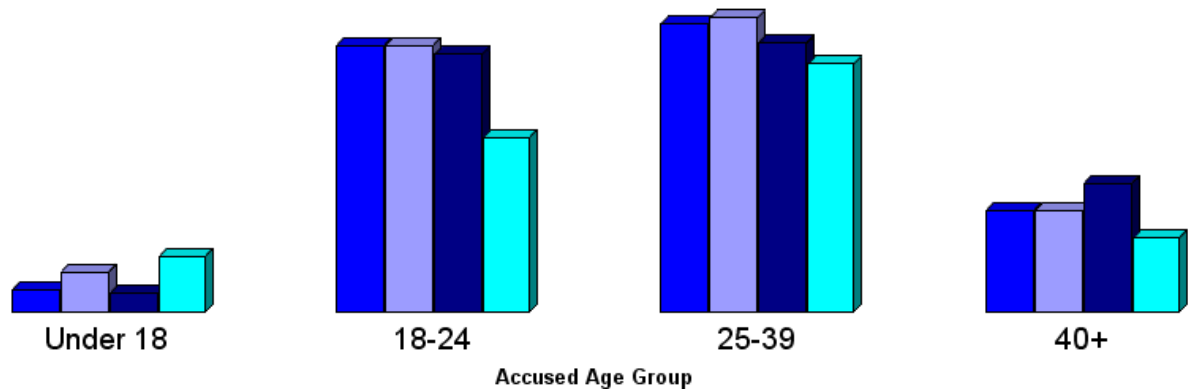
The Night Time Economy is focused towards a younger clientele. The following information relates to those who are involved in violence either as an offender or victim. As can be seen the majority of those involved in violent incidents are aged 18-24 and aged 25-39. Again this fits in with the focus of the entertainment offered by many existing licensed premises especially those with later hours of operation.

### Victim & Offender Profile - 2018

#### All Violent Crime - Night Time Economy (21:00-06:59 hrs)



Appendix 1



VICTIMS

More Male Victims than female victims, and this has been the case in previous years.

The proportion of female victims has increased slightly by 2%

Victim	F	%	M	%	Sum:
2015	103	37.87%	169	62.13%	272
2016	132	44.15%	167	55.85%	299
2017	122	37.08%	208	62.92%	330
2018	105	39.33%	162	60.67%	267

	Under 18	%	18-24	%	25-39	%	40+	%	Not Recorded	%	Sum:
2015	23	8.42%	95	34.80%	95	34.80%	42	15.38%	18	6.59%	273
2016	20	6.67%	102	34.00%	105	35.00%	55	18.33%	18	6.00%	300
2017	22	6.67%	104	31.52%	125	37.88%	47	14.24%	32	9.70%	330
2018	20	7.46%	82	30.60%	98	36.57%	35	13.06%	33	12.31%	268

Victim Age (where the age is known on Police systems)

- Under 18 – 13 and 15 is the main ages
- 18-24 – 18, 19 and 21 are the main ages
- 25-39 – 25 is the highest age
- 40+ – 46 and 49 are the main ages

Victim age groups 18-39 have the highest levels

ACCUSED

More Male accused than Female accused and this has been the case in previous years.

The proportion of female accused has reduced by approx. 6%

Accused	F	%	M	%	Sum:
2015	43	17.55%	202	82.45%	245
2016	63	24.90%	190	75.10%	253
2017	61	25.42%	179	74.58%	240
2018	38	19.19%	160	80.81%	198

	Under 18	%	18-24	%	25-39	%	40+	%	Not Recorded	%	Sum:
2,015	7	3.03%	87	37.66%	94	40.69%	33	14.29%	10	4.33%	231
2,016	13	5.46%	87	36.55%	96	40.34%	33	13.87%	9	3.78%	238
2,017	6	2.68%	84	37.50%	88	39.29%	42	18.75%	4	1.79%	224
2,018	18	9.68%	57	30.65%	81	43.55%	24	12.90%	6	3.23%	186

Accused Age (where the age is known on Police systems)

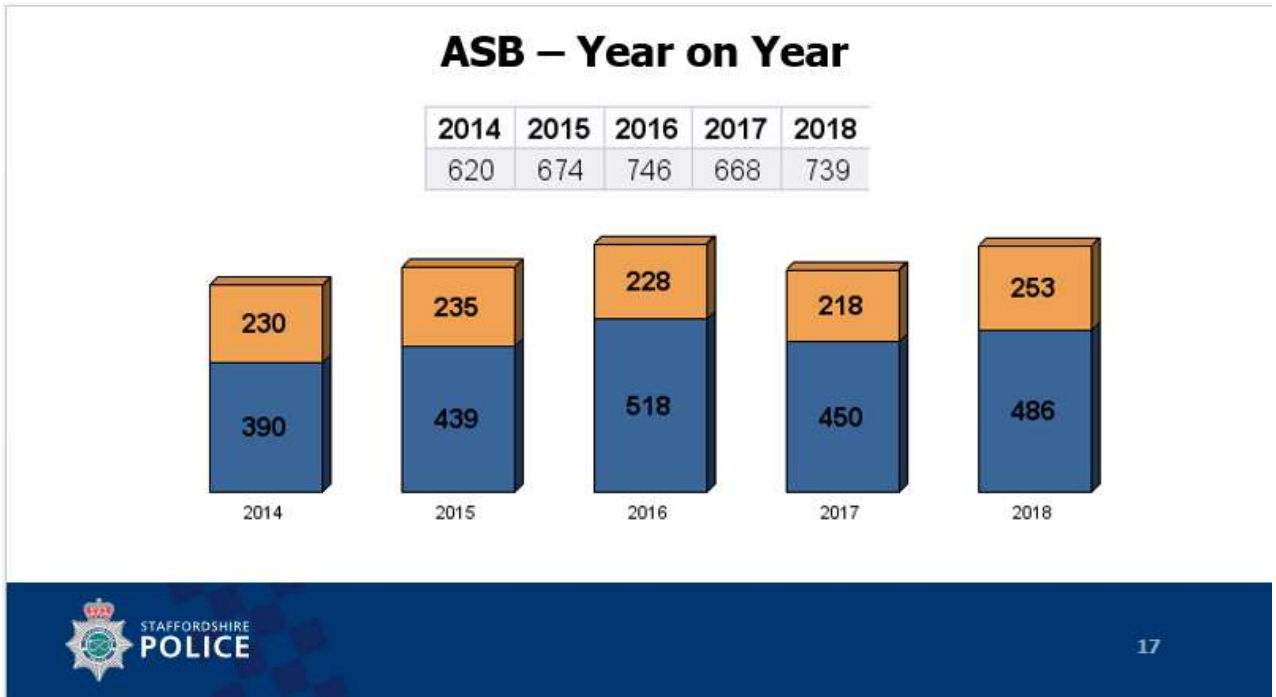
- Under 18 – 16 is the main age
- 18-24 – 24 is the main age
- 25-39 – spread across age group but 26 & 35 are the highest ages
- 40+ - 40, 46 & 49 are the main ages

Accused age groups 18-39 have the higher levels

### Anti-Social Behaviour

The issues caused by the Night time Economy are not only around violence but the level of reported anti-social behaviour is also a factor that should be taken into account.

As can be seen in the next chart between Jan-Dec 2018 we have received 253 incidents of anti-social behaviour reports in the evening the majority of which surround rowdy and inconsiderate behaviour (81%).

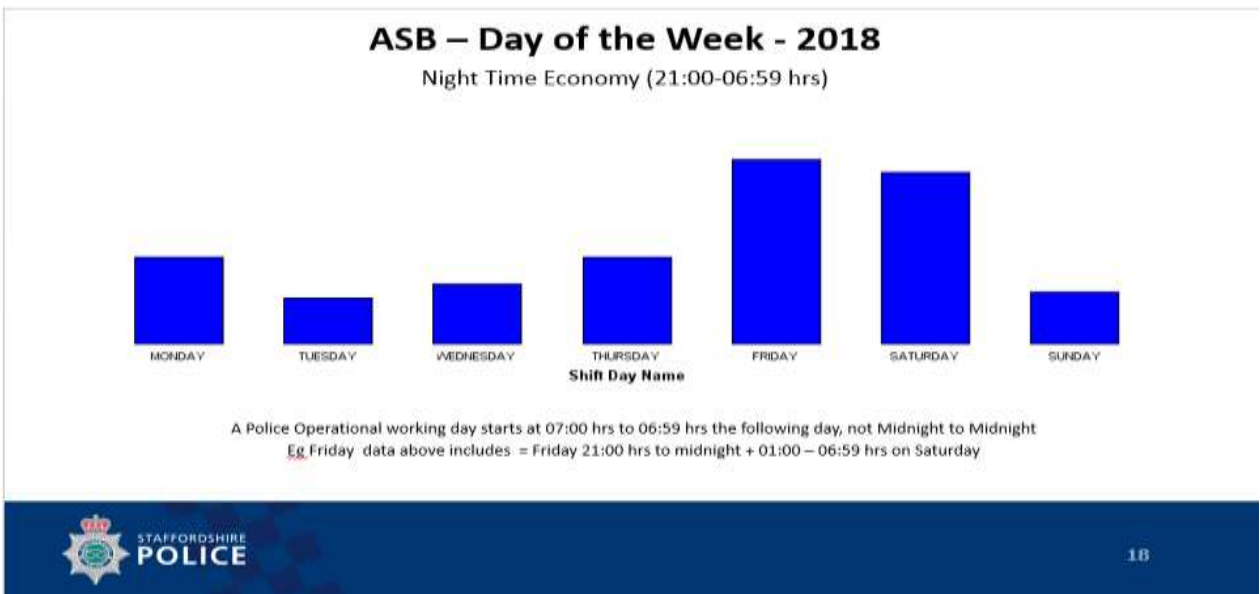


**Supporting Info**

Night time increased by 35 ASB incidents compared to 2017 and is the highest level in the last 5 years

Day time increased by 36 ASB incidents compared to 2017

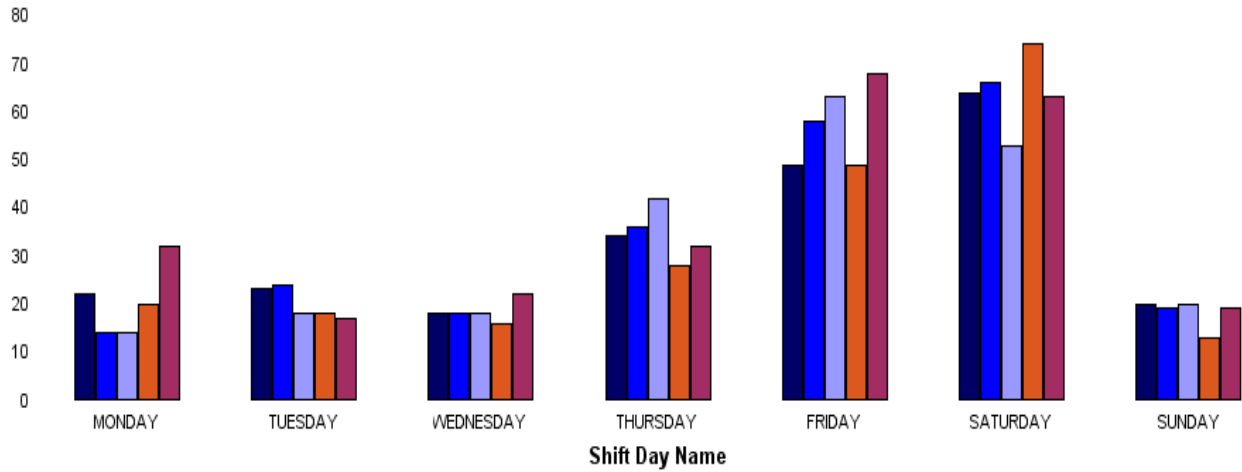
2015 levels were lower



**Supporting Info**

Higher levels on Friday and Saturday, similar pattern to All Violent Crime.

Monday, Wednesday, & Friday have increased compared to 2016 within the Night Time Economy hours 21:00 - 06:59

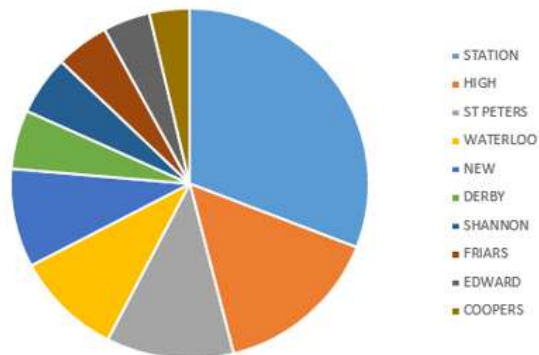


	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY	Sum:
2014	22	23	18	34	49	64	20	230
2015	14	24	18	36	58	66	19	235
2016	14	18	18	42	63	53	20	228
2017	20	18	16	28	49	74	13	218
2018	32	17	22	32	68	63	19	253

**ASB – Top Streets - 2018**

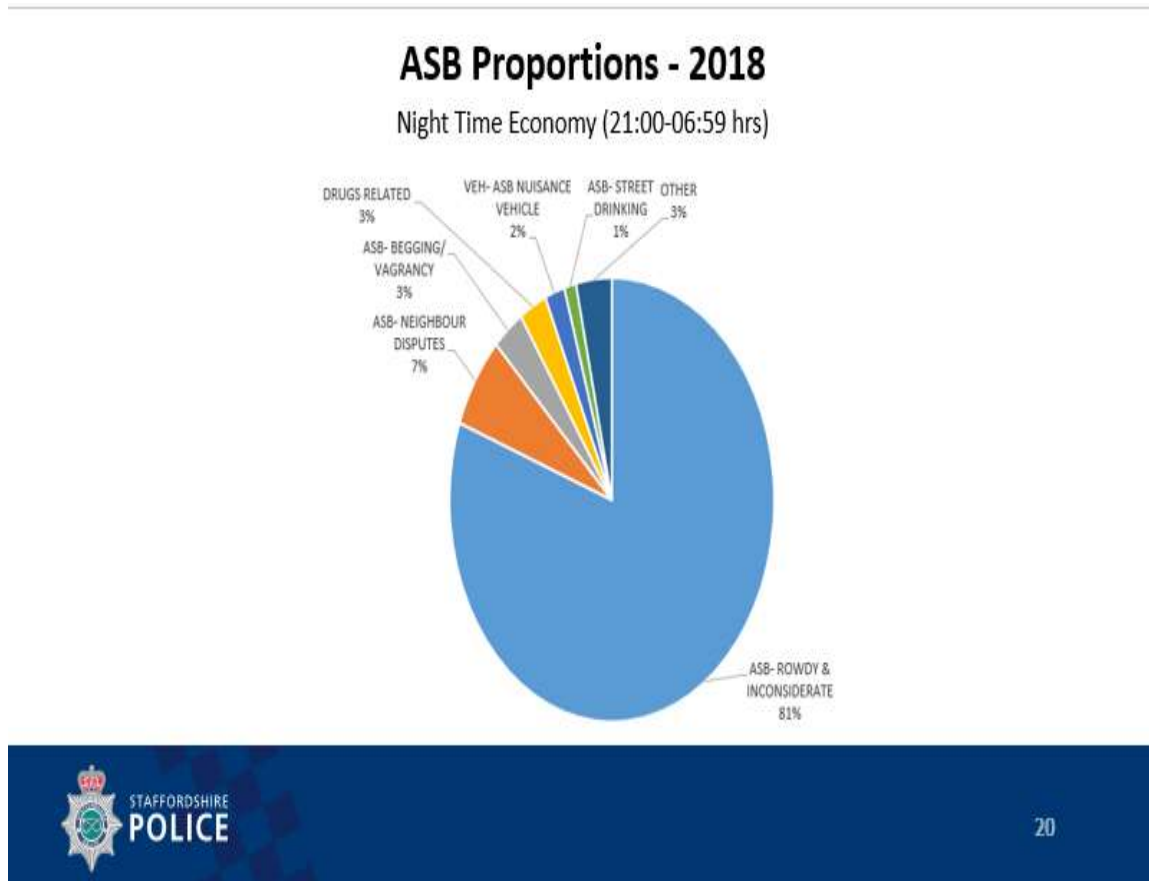
Night Time Economy (21:00-06:59 hrs)

	Sum:	%
STATION	51	20.16%
HIGH	25	9.88%
ST PETERS	19	7.51%
WATERLOO	16	6.32%
NEW	15	5.93%
DERBY	9	3.56%
SHANNON	9	3.56%
FRIARS	8	3.16%
EDWARD	7	2.77%
COOPERS	6	2.37%



**Supporting Info - 2018 Compared to 2017**

Station St	Increased by 15 ASB incidents
High St	Decreased by 11 ASB Incidents
St Peters	Increased by 11 ASB incidents
Waterloo	Decreased by 6 ASB Incidents



**Supporting Info**

Majority are Rowdy & Inconsiderate behaviour & Neighbour disputes (Please see chart overleaf for breakdown)



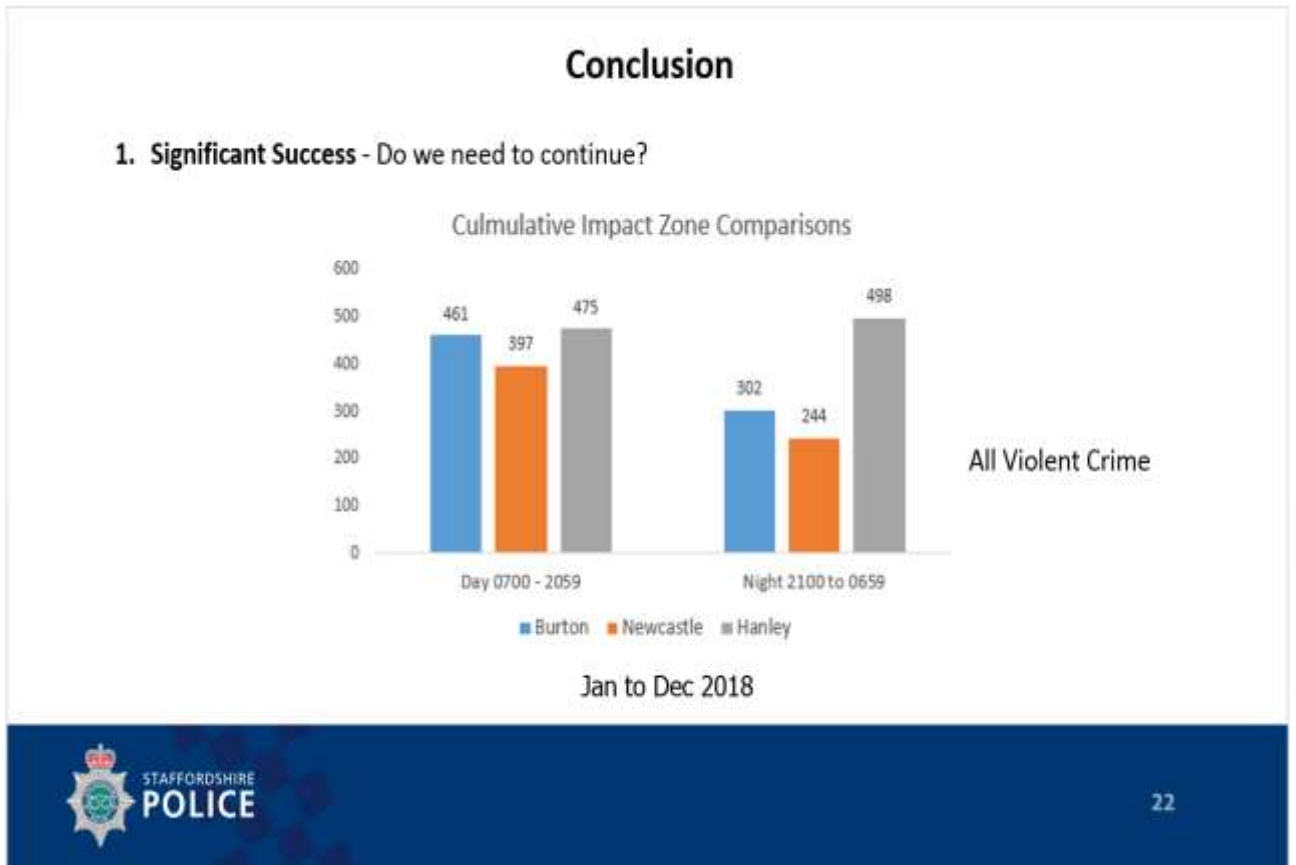
Appendix 1

	2015	2016	2017	2018
ASB- ROWDY & INCONSIDERATE	190	193	171	204
ASB- NEIGHBOUR DISPUTES	20	18	17	17
ASB- BEGGING/ VAGRANCY		4	7	8
VEH- ASB NUISANCE VEHICLE	3	1	7	5
ASB- STREET DRINKING	2	4	5	3
ASB- NUISANCE COMMS	9	1	1	2
DRUGS RELATED	1		1	7
ASB- NOISE NUIS. PUBS AND CLUB	4	2	2	
ASB- FIREWORKS	2	2	1	2
ASB- TRESPASS	1	1	3	
ASB- ENVIRON.DAM. LITTER/RUBB	3			1
ASB- SUBSTANCE MISUSE		2		2
FIRE - ASB			2	
PROSTITUTION NOT KERB CRAWLING			1	1
VEH- ASB ABANDONED VEHICLE				1
Sum:	235	228	218	253

2018

R&I mainly occurs between 21:00 & 03:00 hrs

	21	22	23	00	01	02	03	04	05	06	Sum:	%
ASB- ROWDY & INCONSIDERATE	31	26	20	22	23	25	27	17	9	4	204	80.63%
ASB- NEIGHBOUR DISPUTES	2	4	2	1	5		2	1			17	6.72%
ASB- BEGGING/ VAGRANCY	3	3	1							1	8	3.16%
DRUGS RELATED	1	3			2				1		7	2.77%
VEH- ASB NUISANCE VEHICLE	2		1							2	5	1.98%
ASB- STREET DRINKING		1			1					1	3	1.19%
ASB- FIREWORKS	1			1							2	0.79%
ASB- NUISANCE COMMS	1			1							2	0.79%
ASB- SUBSTANCE MISUSE	1					1					2	0.79%
ASB- ENVIRON.DAM. LITTER/RUBB								1			1	0.40%
PROSTITUTION NOT KERB CRAWLING				1							1	0.40%
VEH- ASB ABANDONED VEHICLE	1										1	0.40%
Sum:	43	37	24	26	31	26	29	19	10	8	253	



**Supporting Info**

We compared Burton to Newcastle and Hanley to evidence that if the CIZ is not continued, levels could escalate to similar levels like those at Hanley, the day time levels of violent crime is almost at the same level as Hanley in 2018. The data on the slide has been refreshed for 2018.

In 2018

- All Violent Crime (as per definition on slide) increased overall across Staffordshire by 3% from 37,819 to 39,140
- Violence against the Person (MSV, LSV, Other violence) increased overall across Staffordshire by 5% from 29,298 to 30,698
- Public Space Violence decreased overall across Staffordshire by 1% from 10,761 to 10,652

It is the submission of Staffordshire Police that the above data shows conclusively that we have an issue with levels of crime and disorder within the proposed Cumulative Impact area and that these issues are connected to the Night Time Economy. It is also relevant to look at other environmental issues that affect the area.

## Conclusion

### 2. Impact Factors

- Government Spending Plans
- Resource Demand
- Cost of Policing
- Impact in the Wider Community
  - CIZ is not a bar to opening of new premises and expansion of the night time economy



### 3. Environmental Issues

The area of Burton Town centre has not grown but has seen over many years the increase in a wider and more multi-cultural population. This has brought with it a change in lifestyles. Other influencing factors include:

- The close proximity of residential areas to the town centre.
- The large amount of like for like premises in and around the town centre
- Lack of a 'twilight' offer where people are in the town during a transition period
- The overall physical environment in which licensing establishments are situated

#### **4. What partners currently do to mitigate the issues**

The reduction of crime and disorder within the area is a true partnership between private, public and voluntary organisations. The area has either developed or adopted schemes that are seen as best practice and have a strong emphasis on prevention of crime. The efforts put in place so far include:

- Extensive use of CCTV which is monitored through the Borough Council facility. This is then linked directly with the majority of licensed premises via radio link and also to the police. This effectively provides an early warning system across the area of people who are or may become involved in crime or disorder.
- The use of street angels who are volunteers who offer a visible presence patrolling the streets helping those who are vulnerable or in need of support. They will also supply water, lollipops and even flip flops to help people in need.
- Direct liaison with venues and door staff covering a variety of issues.
- Under age sales schemes, awareness campaigns and also targeted operations to identify weakness in operating schemes.
- Media messages offering advice and support.
- Joint Agency visits between Police, local Authority, Trading standards to ensure compliance with the robust licensing conditions that are imposed.

In addition to the partnership activity that takes place the Police undertake the following work to reduce violence:-

- Strong representation on the licensing Forum for SPOC
- Regular reviews of the Policing Operation.
- Working with premises where issues are occurring to support them in preventing problems.
- Robust measuring and contact with premises that need to show improvement. In the majority of cases these actions are sufficient however where required challenges to licences are undertaken.
- Drug swabbing of premises.

## 5. Impact on Policing

A policing Operation takes place under 'Safer Nights' patrols. The primary aim of this operation is to bring a neighbourhood policing style approach to the late night economy providing crime prevention and reassurance. Officers are deployed in high visibility uniform on foot and patrol the area engaging with those who work and visit the area and also intervening early with those who are causing or likely to cause issues.

In order to achieve this, a significant deployment operation is undertaken as follows:

- The Policing aspect of the operation operates on the main nights and involves the deployment of officers from 9pm onwards. This amounts to a Sergeant and 6 Constables. This is considered to be the appropriate level of resource required, commensurate with both the volume and levels of incidents.
- The officers for these deployments are drawn from the Local Policing Team across East Staffordshire and reduce the number of resources policing the wider community.
- It goes without saying this becomes an ever greater challenge for the Police service due to reducing Police numbers, although we do respect that these challenges are not unique to our organisation.
- Officers deployed onto the operation are fully briefed and tasked. Despite this level of interaction it is still the case that Police have to proactively deal with people.

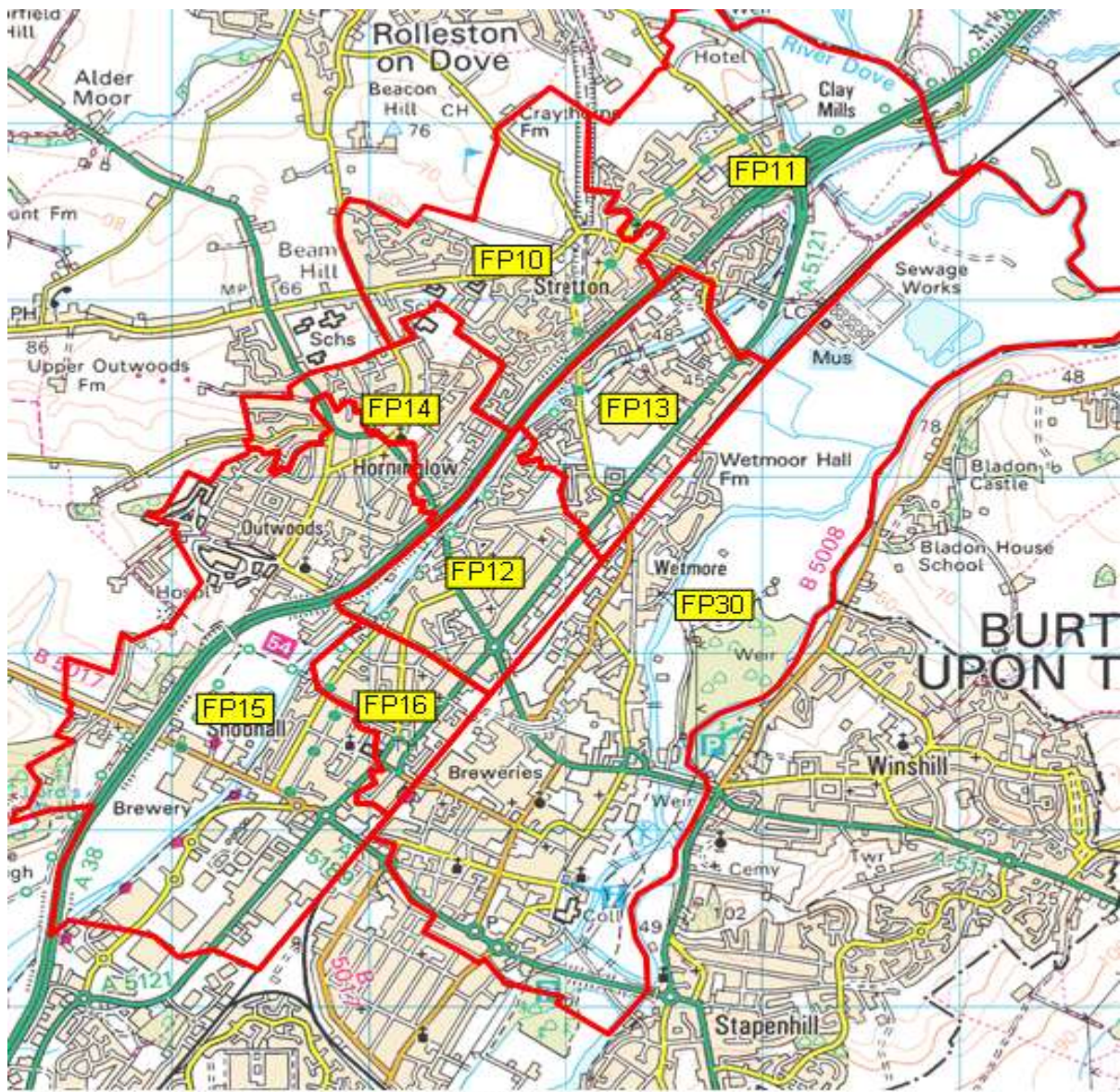
## 6. Area To Be Considered

There are over 100 licensed premises within the proposed area which is a significant number. These are spread across the zone with clustering's in the Town Centre area and Uxbridge. It is our view that the issues identified currently affect a much larger area than a few streets with potential to exacerbate the problem should it spread without control.

## 7. Summary

It our position that the use of a Cumulative Impact Zone as part of the Licensing Policy for the Borough Council would be a positive step forward for the area. The Policy should not be seen as a bar to future development but as a supportive measure to enable positive future growth that compliments what already exists. The use of a Cumulative Impact Zone would also send out a clear message of the high standards that are expected to be met from licensed premises. It would also encourage a more diverse range of licensed activity. As we have shown an increase in licensed venues across a relatively small geographical area increases the level of crime and disorder. This also a direct impact of the feelings of safety within a community and as the area attempts to increase its offer the use of diverse entertainment will aid in the mix of people being attracted to the area.

### Map of proposed Cumulative Impact Zone and surrounding RIAs



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### Map of proposed Cumulative Impact Zone

