

Licensing Act 2003

Cumulative Impact & Saturation

Analysis of data

Assessment

The report has examined data from Sutton's Police and Ambulance data between 1st September 2012 and September 2013. 8 key areas were identified as potential candidates for a licensing saturation policy these areas are Sutton Central, St Helier, The Wrythe, Nonsuch and Worcester Park, Stonecot, Wallington North, Wallington South and Beddington South.

Methodology

Police data was extracted from CRIS and mapped using the council Cartology software. The primary limitation is the quality of raw information input into the crime report. In addition Police CAD data is reliant upon both call centre operator and officers to correctly classify the incident. The analysis is set out under headings of the licensing act – the prevention of crime and disorder, public safety, the prevention of public nuisance and the protection of children from harm.

Licensed Premises

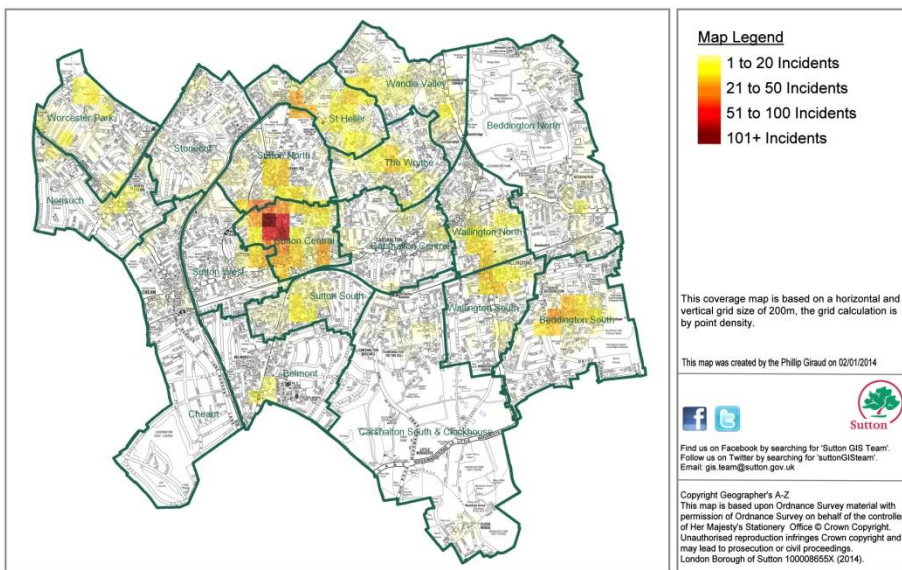
Sutton Council's records indicate that **Sutton Central** has the most licensed premises of all ward areas. However, it should be noted that not all these premises have licences to serve alcohol; some may be licensed to serve hot food throughout the night or to provide public entertainment.

Venue Type	Beddington North	Beddington South	Belmont	Carshalton Central	Carshalton South and Clockhouse	Cheam	Nonsuch	St Helier	Stonecot	Sutton Central	Sutton North	Sutton South	Sutton West	The Wrythe	Wallington North	Wallington South	Wandle Valley	Worcester Park	Information Not Available	Total
Unknown	3	1		6	2	3	2	1	1	4		1	3	3	3	3	2	1	1	40
Butchers										1										1
Cafe				1		1		1		2		1	2							8
Canteens														1						1
Church/Places of Worship						1														1
Cinema										1										1
Confectioners/Newsagents				2		2	3	1	2	4	1	1			2	1	4	1		24
Customer Service								1								1				2
Day Nursery														1						1
Delicatessen										1										1
Department Stores										1										1
Dry Cleaners										1										1
Factory - Non Food	1																			1
Garden Centres		1																		1
General Food Stores	2	3	2	5	7	1	3	4	6	6	5		3	4	5	5	5	2		68
Greengrocers																		1		1
Hairdressers																1				1
Hire Shops - Tool & Plant						1														1
Hospital			1															1		2
Hotel													1							1
Leisure premises - sports		4		1	1		2	1	1	3			2		1					16
Licensed Premises								1		1										2
Garages & Motor Vehicle				1																1
Office	1									5		1							1	8
Off Licence		1		1			1	1			2					1	2			9
Post Office				1																1
Petrol Filling Station				1			1													2
Public House	1			9	1	4	5			1			1		3	3	1	2		46
Restaurant	2		3	3	5	9	3	3	7	1	1	3	2	2	4	7	1	1		79
Retail Shop - Other	2				2	1	1	1	2	1	1	1			1		1	1		15
Sandwich Take-Away										1										1
Education Establishments		1												1						2
Supermarket				1		1	3		2	2	3	1		1		4			1	19
Take Away Food	1	1		1		2	4	2	2	6	2		3	4	2	2	1	3		36
Warehouse - Non Food																	1			1
Warehouse - Food	2																			2
Total	1	1	6	3	18	2	2	1	2	6	1	9	1	1	2	2	1	2	3	39

1. The prevention of crime and disorder

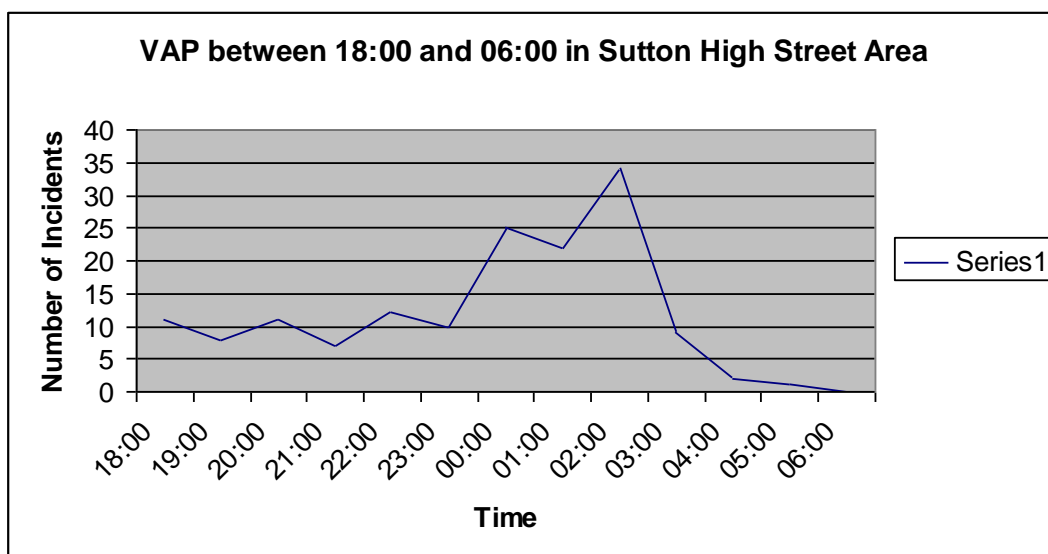
Violence against person (VAP)

VAP Crimes Sept 2013 to Sept 2014



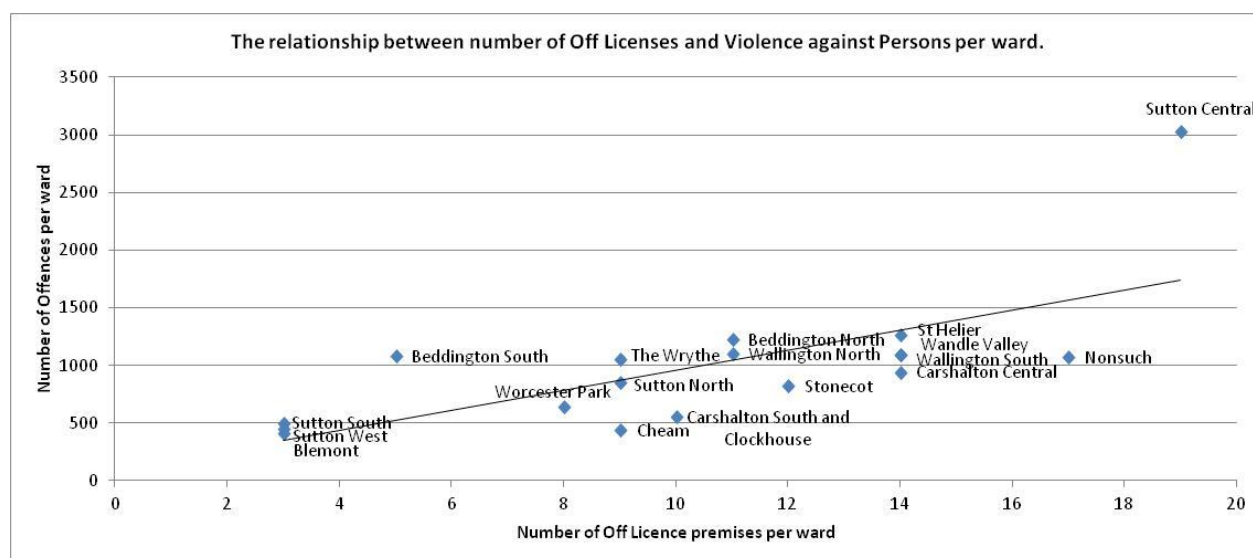
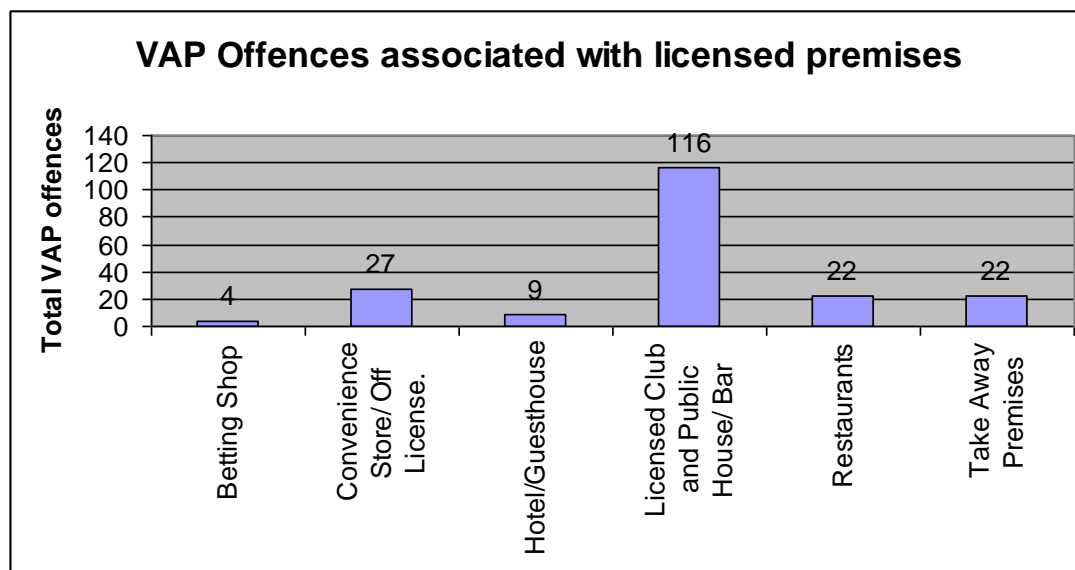
The above map shows the distribution of VAP Offences in Sutton between September 2012 and September 2013, excluding domestic VAP. The most significant location for VAP within the borough is on Sutton High Street.

To further investigate the causes for the high levels of VAP within Sutton High Street and the linkages of VAP to licensed premises, the graph below shows temporal analysis of Violence against Person offences between September 2012- September 2013 where location recorded as 'high street' or immediate surrounding roads that occurred between the hours of 18:00 and 06:00 and where the offence did not occur in a domestic property. A clear trend is visible towards late evening offending, particularly between the hours of 11:30 and 02:30. The peak around 12pm coincides with the closing times of popular pubs JD Weatherspoons and Sutton Arms where customers leave to move onto late night venues in the local area. The peak at 2.30am coincides with the closing times of Treasury and Wonderland the causality of which is high volumes of customers on the high street at the same time, sometimes in an intoxicated state.



The below graph again produced for the last rolling year (September 2012 and September 2013) shows the number of VAP offences recorded at licensed premises by category within the borough. It has been noted

some establishments report crime as 'near to' their venue and not 'on premises' through fear of increased scrutiny, therefore it is likely some suppression exists in the volumes below and actual occurrences. Licensed clubs and public houses account for 58% of all VAP offences and the off licensed premises and take-aways combined relates to 25% of all VAP recorded within the borough.

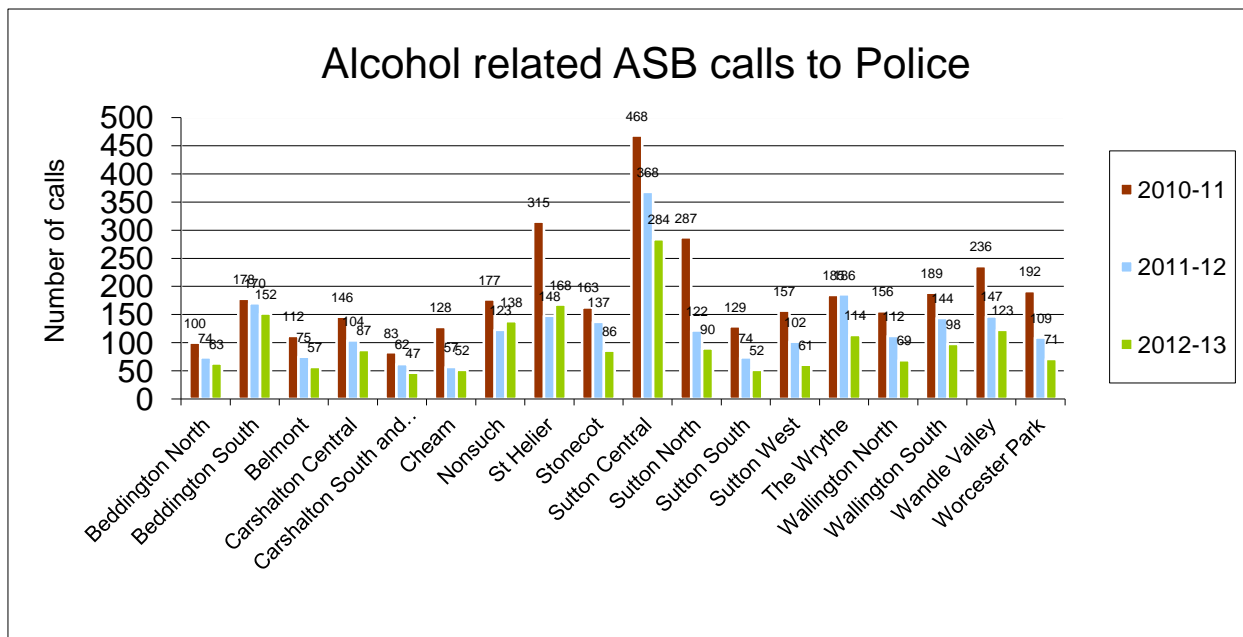


The above graph shows the number of Off Licence Premises per ward and how many VAP offences have occurred within the last rolling year (Sep 2012- Sep 2013), these VAP offences are ones that did not occur within private property, illuminating a number of domestic incidents. Although a direct causal relationship cannot be established as Off Licenses are not the only cause of VAP the graph shows the general trend that that the higher number of off-licenses that are present within a ward, the more VAP offences occur.

The ward with the highest number of VAP offences is Sutton Central, this is to be expected as there are a number of other premises that could contribute to the number of offences that occur, for example a number of licensed clubs and pubs. Nonsuch is the ward with the second highest number of off licenses however has a relatively low number of VAP offences. This could be explained by the location of the off licenses in the ward (mostly on the Northern border and in North Cheam) resulting in the potential for issues associated with these premises to move across into Kingston and Worcester Park ward. In the Roundshaw area of Beddington South there is also a high number of offences (171) compared to a relatively low number of off licenses (5).

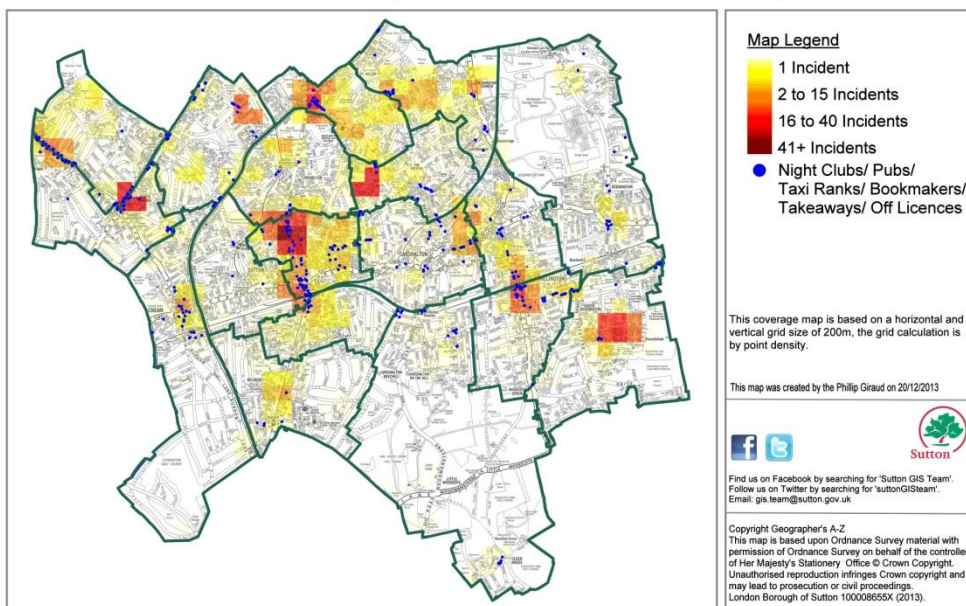
Rowdy or Inconsiderate Behaviour

Rowdy or inconsiderate behaviour is the type of anti-social behaviour most closely linked to the use of alcohol. The graph below shows that calls received by Police for Rowdy & Inconsiderate Behaviour have reduced by 47.5% across the borough over the last 3 years. Against the trend Nonsuch & St Helier wards have seen increases in the last year suggesting an unaddressed underlying issue within these areas.



The map below visibly identifies a co-relation between concentrations of licensed premises and high volume alcohol related ASB. Focal points for this type of disorder are Sutton Green (Sutton Central), Sutton High Street (Sutton Central), Tudor Shops (The Wrythe), Roundshaw (Beddington South), North Cheam High Street (Worcester Park/Nonsuch). Due to the proximity of Worcester Park Central road to the borough boundary it is likely that the resulting ASB is recorded in both Sutton and Kingston boroughs therefore crime in Worcester Park is likely to be under represented in this area.

Alcohol Related ASB (CAD) Sept 2012 - Sept 2013



2. Public safety

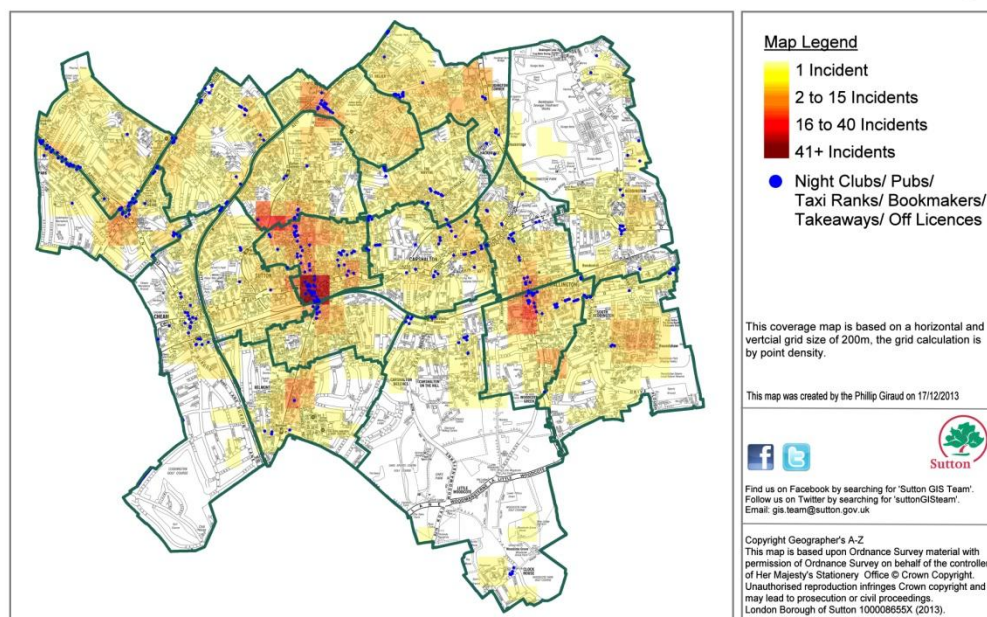
Ambulance data – Alcohol Related callouts

Between August 2012 and August 2013, there was a heavy focus on alcohol related assaults in Sutton Central. 81% of all alcohol related ambulance callouts in Sutton Central (175/215) took place between the hours of 6pm and 6am suggesting they were predominately related to the night time economy of the high street. The Institute of Alcohol Studies reports the cost of an ambulance to be £247 per callout and the cost of a bed within an NHS acute hospital at £569 per night. Assuming an average of one night's stay per patient the cost to local services was £175,440 over a one year period for Sutton Central callouts alone.

Ward	Total	% total
Sutton Central	215	20.4%
St Helier	87	8.3%
Wallington South	81	7.7%
Wandle Valley	80	7.6%
Sutton North	77	7.3%
Sutton West	58	5.5%
Beddington South	55	5.2%
Nonsuch	49	4.6%
Worcester Park	48	4.6%
Belmont	45	4.3%
Wallington North	45	4.3%
Stonecot	43	4.1%
Carshalton Central	37	3.5%
Sutton South	37	3.5%
Beddington North	30	2.8%
The Wrythe	26	2.5%
Cheam	21	2.0%
Carshalton South and Clockhouse	20	1.9%

The map below shows concentrations of alcohol related ambulance callouts against the locations of licensed premises operating in the borough. A correlation exists between clusters of licensed premises and ambulance callouts. This is most clearly visible in Sutton Town Centre, Wallington Town Centre and Rosehill Parade Shops

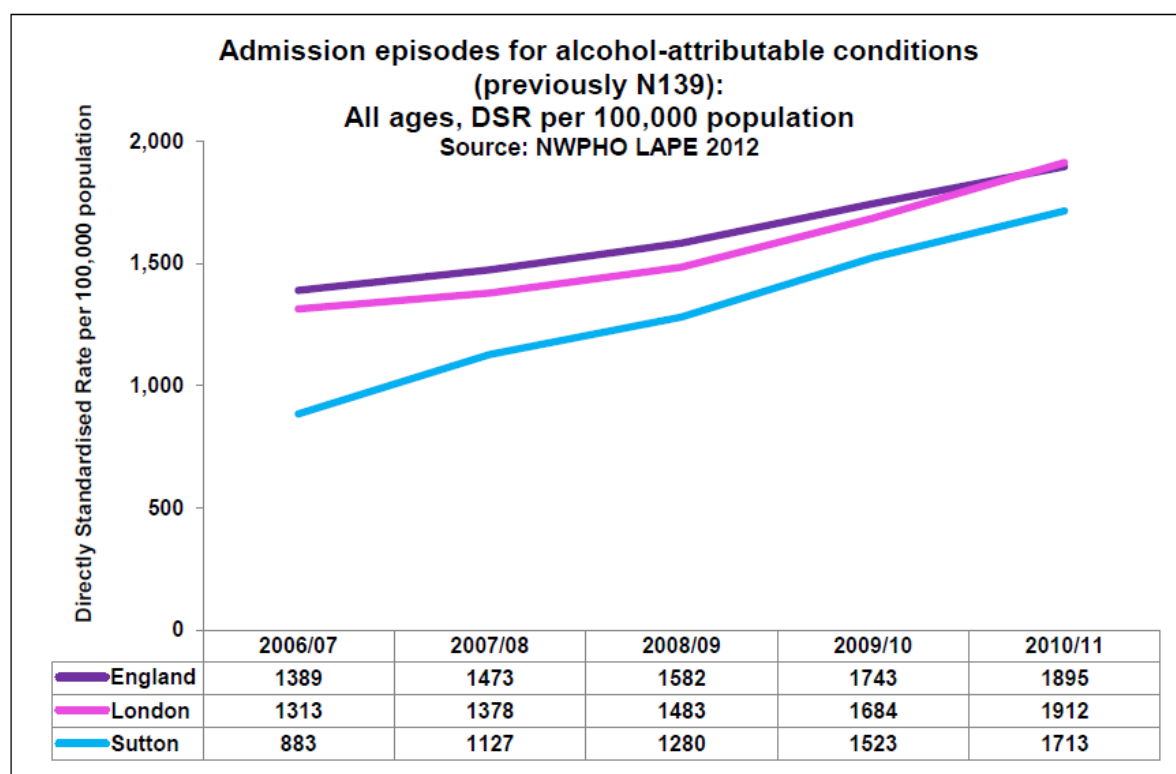
Alcohol Related Ambulance Callouts



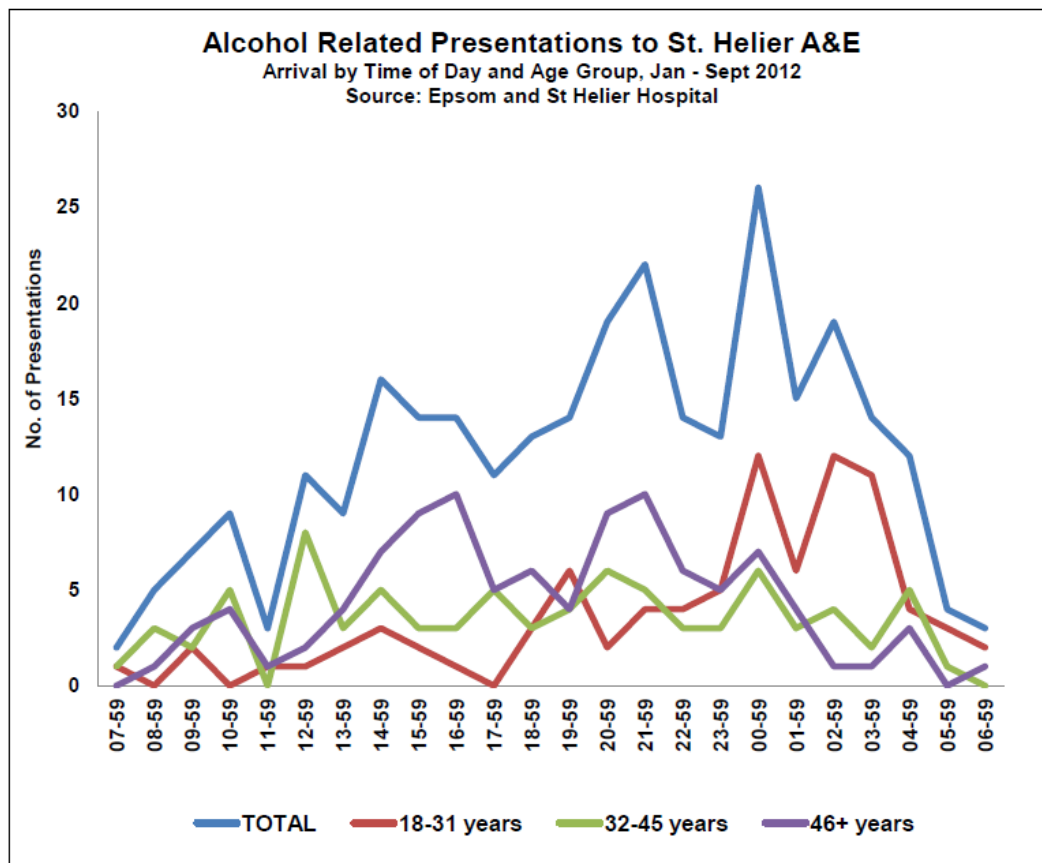
Ambulance data – Assaults

Between August 2012 and August 2013, there was a heavy focus on assaults where an ambulance was required in Sutton Central. 77.2% of all ambulance callouts relating to assaults (105/136) took place between the hours of 6pm and 6am. Using the same methodology as applied to alcohol related callouts, the cost to local services was £110,976 over a one year period for Sutton Central callouts alone.

Ward	Total	% total
Sutton Central	136	19.7%
St Helier	89	12.9%
Wandle Valley	53	7.7%
Wallington South	40	5.8%
Sutton South	39	5.6%
Worcester Park	37	5.3%
Wallington North	33	4.8%
Beddington South	30	4.3%
Sutton North	30	4.3%
The Wrythe	30	4.3%
Carshalton Central	28	4.0%
Belmont	26	3.8%
Beddington North	24	3.5%
Nonsuch	22	3.2%
Sutton West	21	3.0%
Carshalton South and Clockhouse	20	2.9%
Cheam	17	2.5%
Stonecot	17	2.5%



The above graph shows the admission episodes for alcohol attributable conditions per year in Sutton and how this compares to London and England, currently Sutton's admission levels are lower than both London and England's average levels, however, the current trend shows that Sutton's admission rates are increasing and at the current rate may surpass both London and English averages. This increase in admissions would negatively impact on the borough's public safety in terms of the associated health impacts of alcohol licensed premises.



In combination with the ambulance data, this shows the increase of the alcohol related admissions to St Helier A&E by time and how the peak admittance is between 00:00 and 01:00am, often related to closing times for many establishments.

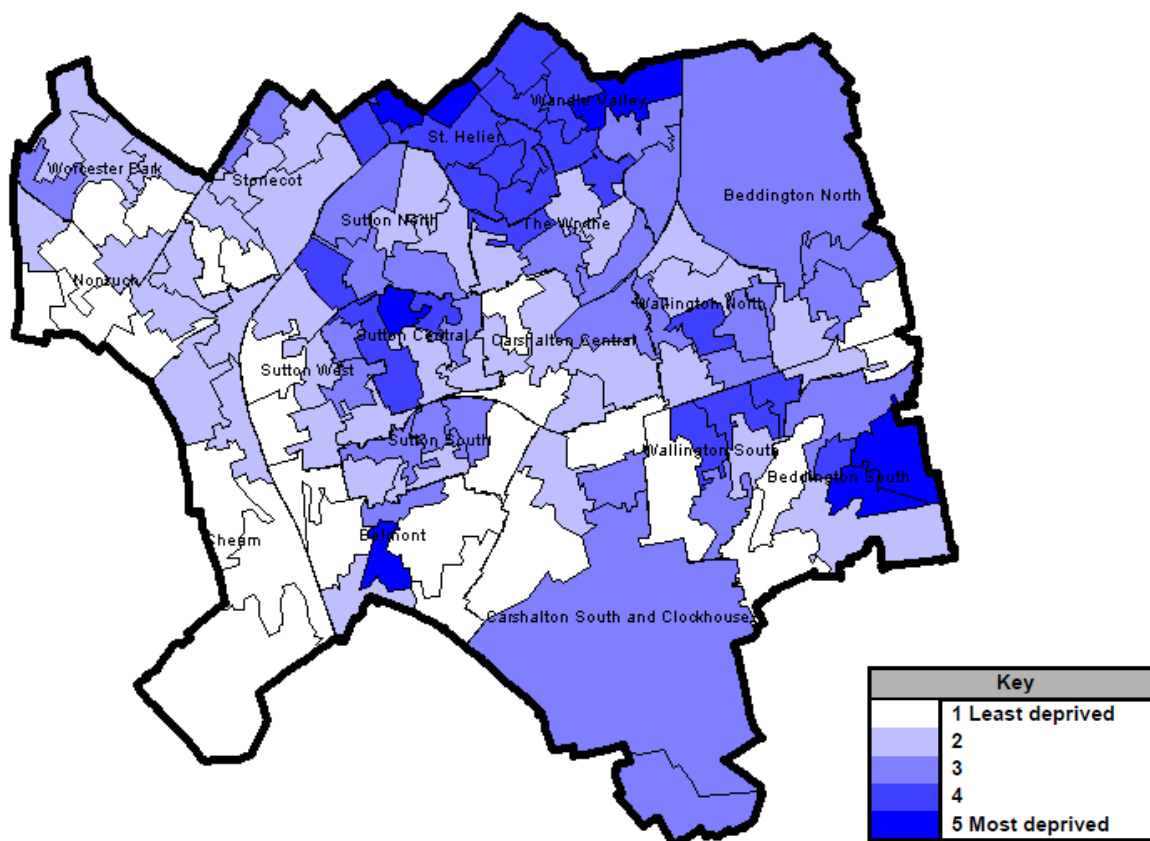
Statement from Sutton Street Scene services

The following statement was given to Sutton Police on the morning of 18th December 2012 as an example of the negative impact of the night-time economy on street cleaning services.

“I have worked as a street cleaner in Sutton for the past 13 years. I have worked the Sutton DCSS route for the last 2 years this route is the main area for the town centre team. I have contacted the Police due to the complete and utter mess and filth along the high street on the morning of 18th December 2012. The main rubbish dumped along the high street was flyers, advertising different venues and broken bottles. I spent almost an extra 2 hours a shift just dealing with the flyers and rubbish dumped outside Wonderland on Tuesday mornings. The vomit and urine and the church area net to the club make me wrench as the smell is unbelievable and I would consider this the worst part of my job and the thing I hate doing the most (cleaning up other peoples vomit and toilet waste). I will support the Police with this investigation including attending any future hearings.”

Indices of Multiple Deprivation 2010 Overall

Lower Super Output Areas (SOAs) by National Rank Quintiles



The Above map shows the Index of Multiple deprivation for Sutton by Lower Super Output Area (LSOA). It is recognised that in the UK there are statistically higher alcohol related mortality rates amongst those experiencing greater levels of deprivation.¹ From the above map Sutton Central, St Helier, Wandle Valley, Beddington south and Belmont as areas which are most deprived and may therefore be likely to suffer more alcohol related deaths, contributing to the general public safety of these areas.

Statement from the Sutton Street Pastors

Sutton Street Pastors are a group of Christians drawn from a number of local churches, either retired or working in normal professions and who are also residents in the borough and are committed to making a difference in their communities. They go out on the High Street of Sutton every Friday and Saturday night usually from 9pm to 3am. The aim is to be a visible presence on the streets contributing to a safer Sutton.

The testimony below was provided by Mark Tomlinson of the Sutton Street Pastors.

“The main problem we encounter in the night time economy is drink related issues whether causing violence, anti-social behaviour or self-inflicted harm to health. Probably the most common type we encounter are related to young adults who have drunk too much and are physically sick, unable to get to a taxi and are therefore vulnerable. Some of these are coming into Sutton already having drunk at home and others are drinking in the pubs and clubs of Sutton. Our role with them is to sit with them, try to sober them up, keep them warm and safe [space blankets], and try to get them to a taxi if they are able. If they are not in a position to get to a taxi we will seek to call their friends if they came with any or if they are still around; try to call a friend or family member on their mobile to collect them and as last resort we might call the paramedics/police. We get calls from clubs and sometimes the police to come and help such vulnerable people. The majority of such encounters happen in the pub/club area between “Bounce” and “Revolutions”. Occasionally we will come across a vulnerable person on their way to the bottom of Sutton albeit from the pub/club zone. “

Comments below from Street Pastor Team Leaders in the run-up to Christmas 2013.

“Again found a number of bottles between Moon-on-the-hill and the Methodist Church”

“Assisted K who SPs found slumped at the base of a tree during the second half; managed to re-unite her with friends who took her home.”

“Approached a group of 7 men who had just been refused entry to Wonderland; the men were quite threatening and seemed to be looking for trouble; referred to police who kept an eye throughout the evening.”

“In a significant engagement, managed to stop a fight before it started between three men against one man near the train station. SP’s managed to put themselves in the way and distract the one man long enough for the incident to dissipate. “

“On the way back for our coffee break SPs almost fell over a man lying across the path against a shop front. Took some time to rouse him, then another 5 minutes listening to a ramble liberally laced with f’s and c’s. We said we were concerned that he would freeze if he stayed all night on the floor and encouraged him to get him up. He eventually got up and SPs escorted him to the burger bar and left him buying a burger. “

Statement from the Town Centre Sergeant

“Friday and Saturday nights are patrolled by at least 10 or more police on foot, concentrating on the licensed premises particularly at closing. Venues, at closing, release hundreds of people at the same time into the High Street and police have to remain until they leave. There is often outbreaks of violence and disorder at this time and police are on full alert right until the cab queues go down when people are still happy to fight. There are often a number of arrests over the weekend from serious violence to simple public order offences; the violent offences often result in calling the LAS and tying up officers at hospital and on crime scenes. One incident recently involved a fight where about 30 people participated. At least 10 officers were used to split the groups up, take details, investigate, take to hospital the victim (as there was no LAS) and then complete the crime report. CCTV , statements etc still need to be done.

At the end of the night once everyone has gone home, the litter in the High Street from the fast food restaurants, the empty glass bottles and the bins kicked over, leaves the place looking very untidy.”

3. The prevention of public nuisance

Sutton Central INSI Analysis

In the 2013 INSI Survey (Analysis currently only available for Sutton Central and Worcester Park) there were two areas highlighted in Sutton Central where issues identified within the ward occurred most frequently, both in the Lower Road area and Sutton High Street.

The highest issue identified by respondents in the ward was that of ‘Groups of youths’. The Significant Location Definition description for these areas have been: “Such groups have been observed by shops, with one respondent feeling intimidated by youths trying to purchase alcohol and cigarettes. Other problems of social disorder linked to these groups are gangs and public drinking.” “Groups harass people in shops and tend to congregate outside McDonalds. The noise associated with these groups is a major issue, in particular loud music from a flat and people shouting.”. These findings are that respondents have witnessed and perceive ‘groups of youths’ to congregate around shops and in particular fast food restaurants and the issue of public drinking in these areas.

This observed behaviour contributes to Sutton Centrals Public Nuisance issues with noise and the associated strong language, litter and perceived threat of violence in the area. The increase in licensed venues (particularly fast food and off licences) is likely to increase the occurrence of groups of youths in Sutton central and may consequently result in an increase in these types of public nuisance issues.

When this information from the 2013 INSI is compared to the previous 2010 and 2011 survey's, groups of youths were still identified as a main issue for respondents, however the 2010 and 2011 surveys emphasised that the perceived issues occurred more in the evening and at night with the presence of night clubs and pubs being a contributing factor "We would not go into the High Street at night from about 7pm due to the nightlife and undesirable people. We find they are very loud and aggressive.". This night time prevalence of issues is not recorded in the 2013 survey. One potential explanation for this is the closing down of some of Sutton's night clubs in the last year, reducing the numbers of groups of youths congregating and supports the inclusion of a saturation zone to reduce the levels of public perception of public nuisance and anti social behaviour rising to pre 2013 levels again.

Worcester Park INSI analysis.

The top two significant problems identified by the respondents in Worcester Park ward in 2011 was speeding, groups of youths (both ranked first), litter and inconsiderate parking (both ranked second). There were very similar significant problems identified in 2013 with the respondents linking the groups of youths to other public nuisance issues such as litter. Both years respondents link the groups of youths to take away premises (giving KFC as examples in both years reports in Central Road). With examples of comments from respondents: "Groups of youths and undesirable groups are frequently reported in the locations of Central Road (outside KFC as well as other commercial premises) and Boscombe Road (outside residential properties). These groups cause disturbance and intimidation of members of the local community." These findings support the addition of a Cumulative Impact Zone in these areas to reduce the perceived public nuisance issues in the Worcester park areas.

St Helier Ward INSI analysis.

The key message which relates to licensed premises in the 2011 INSI report for St Helier ward is again youth activity in the area with "Young people gathering in the evening and weekends around shops and St Helier Open Space, with issues of youths drinking publically, smoking cannabis and harassing passersby to buy them alcohol and cigarettes." With the predominant area identified as Rosehill. Again these groups of young people tend to congregate around shops and licensed premises such as takeaways and off licenses. Similar trends are identified in the 2010 INSI survey for St Helier with the market at the junction of Wrythe Lane and Rosehill being the site of anti-social youth behaviour. The introduction of any further licensed premises in the area could add to these groups of youths and associated problems such as noise pollution from shouting, littering, and harassment.

Nonsuch INSI Analysis.

Similar to the other wards selected in the INSI analysis groups of youths are again identified as a key priority from respondents of the 2011 survey where it is the highest reported issue in the ward. The two highest problem areas within Nonsuch is on London Road, Malden Road and Fairlands park with youths gathering particularly in McDonalds and Sainsbury's car parks. 'Groups of youths congregating in [McDonalds] car park - they are sometimes drinking and rowdy in their behaviour. They can be intimidating and the respondent will avoid the location during the evenings.' Again this supports the relationship between undesirable groups of youths and take away and licensed premises.

Statements from Local Policing Teams

Sgt Mandy McGachie, Stonecot Ward – "The main problems are around ASB linked to licenced premises where we have small groups of youths that drink along Sutton Common Road and Stonecot Hill"

Sgt Barry Lauder, St Helier Ward – "Rosehill Shops is an issue for us with street drinkers and the surrounding open spaces. I have many a trader meeting in which I am asked what we are doing about the drinkers (who in their eyes are degrading the area, making it a place people don't want to go to thus

ultimately losing trade). We have conducted a few plain clothes OPS to combat this and issued some with FPN and another was arrested for an OFF WEP. The guys have also worked hard to ensure the off licences don't sell them the beer but I think this falls by the way side. We have in the past had benches removed to stop them from sitting down and are trying to have a telephone kiosk removed to stop them using it but BT are digging their heels money regarding this! In the main if they see us they move away but we can't be there 24/7 and I think the licensees should be held to account for selling them the beer. The actions of such drinkers is having an impact on local residents and traders alike as some are scared to walk along the road when a group of drinkers congregate which in turn means that traders are losing out on customer as residents choose to go elsewhere to obtain their goods.

Environmental Health Noise Complaints

Between January 2013 – October 2013 the council received 50 environmental health noise complaints regarding commercial premises. The vast majority were in relation to alcohol licensed premises with Carshalton Central and Sutton Central experiencing the highest volumes.

Ward	No. Noise Complaints
Carshalton Central	17
Carshalton South and Clockhouse	2
Cheam	1
Nonsuch	1
Sutton Central	11
Sutton North	5
Sutton South	1
Sutton West	1
The Wrythe	4
Wallington South	3
Worcester Park	4
Grand Total	50

4. The protection of children from harm

Alongside the Sutton RBNA Survey, a recent series of 12 'paired' depth interviews were carried out with parents of young people in Sutton. They were drawn from across the borough, their children ranging in age from 10 to 26, and there were parents with experience of fostering, special needs, CAMHS, JAS and other local support services. A number of significant themes emerged from these interviews which have particular relevance to an assessment of the risks faced by young people living in Sutton.

Risk in Sutton

This concern about alcohol-fuelled violence has a very obvious root: parental concern about life in Sutton. There is a general view that the area has 'gone downhill' ("Sutton used to be nice – I grew up in Sutton, we both did. Sutton used to be OK – Sutton is horrible now") and that many parts of the borough are uncared-for ("Sutton is very disjointed as a place – you don't feel it's a very protected community, I don't feel people look out for each other particularly"). Even some of the young focus group participants feel the same:

"Lower Sutton ... People know that once you get past ASDA, you don't carry on!"

This is a perennial complaint in many parts of the country, but in Sutton it has one clear manifestation – the High Street and the personal risks that it brings to young people:

"The borough seems to all geared up for getting people in their teens and early twenties roaring drunk"

“If they’re going to allow 20 nightclubs to be in 100 metre long strip selling what they like to who they like, there’s going to be trouble isn’t there?”

“The High Street has got pubs from top to bottom ... You get a lot of people coming in from a long way outside of Sutton ... and people come in for trouble”

Some parents and stakeholders feel that things have improved recently (“The police presence is very very strong in Sutton on Fridays and Saturdays”, “It used to be terrible – it used to have a lot more bars and clubs but a lot have been shut down”). There is also recognition that their perceptions may not necessarily be rooted in the reality of 2013:

“I’d probably be more worried about him going to a club in Sutton than in Croydon – and the crime statistics in Croydon are probably a lot worse than they are in Sutton!”

“We just don’t go into Sutton on a Friday or Saturday night”

“Sutton has got a lot worse since they opened all the pubs and the clubs ... I actually felt unsafe as an adult on a Friday night in Sutton”

“I’d be very unhappy about any of them going for a night out in Sutton”

“In actual fact my daughter goes to Croydon because personally I think Croydon’s safer than Sutton”

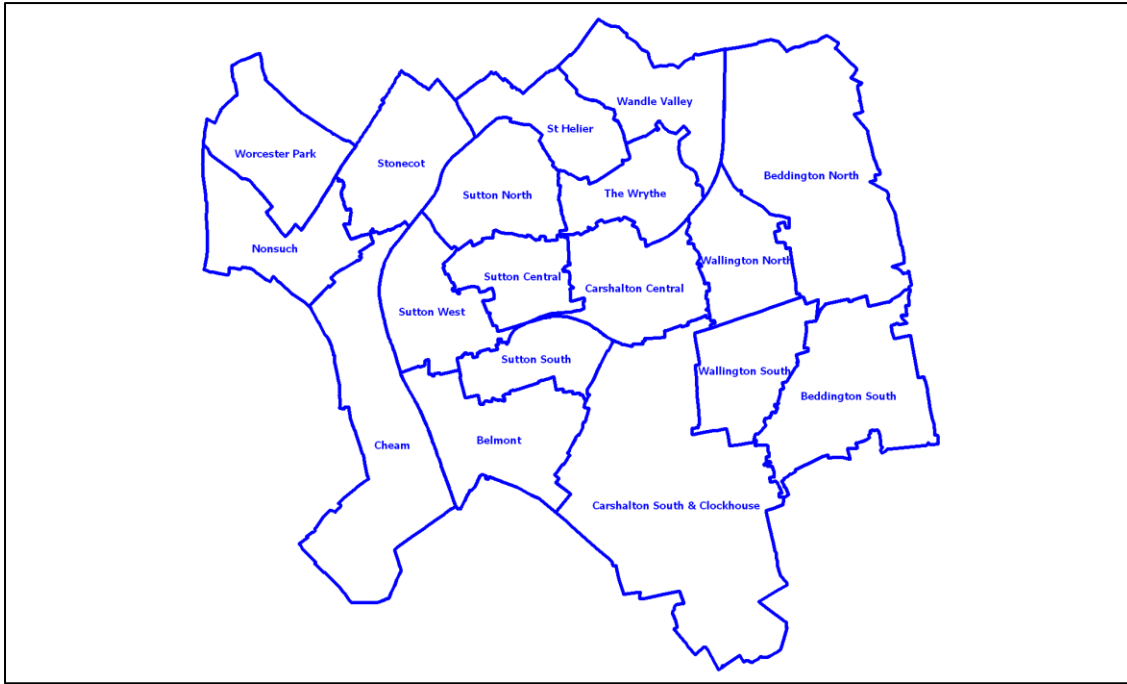
Trading Standards – Failed Test Purchases

Between April 2012 – December 2012 Sutton Trading Standards and the Police Licensing Unit conducted 91 Test Purchases across the borough for Alcohol and Firework sales. In 23 of these cases youngsters were able to purchase age-restricted goods. 14 of the 23 failed test purchases occurred within a road proposed for saturation policy (See Appendix B).

Conclusion

It is likely that increased trading hours and an increasing volume of off-licensed premises has had a detrimental effect on Sutton in general. The analysis demonstrates a strong relationship between concentrations of licensed venues and anti-social behaviour. The wards of Sutton Central, St Helier, Nonsuch, Worcester Park and The Wrythe are most afflicted by this and it must be noted that the same inference cannot be made for the wards of Cheam & Carshalton Central.

Appendix A - Sutton Ward Map



Appendix B – Proposed Saturation Areas

Worcester Park

Proposed Area:

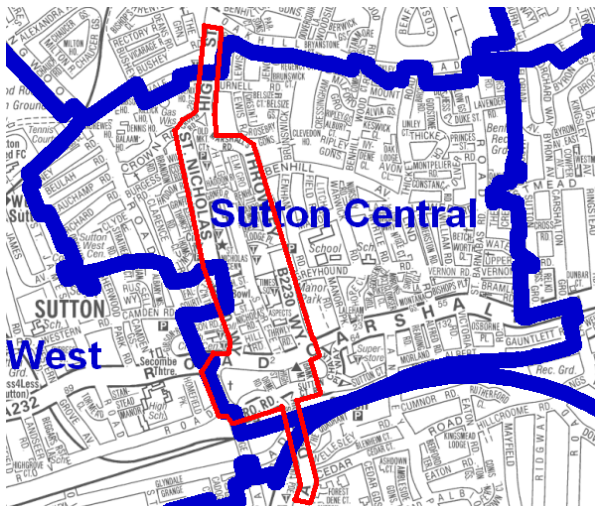


Alcohol related ASB hotspot

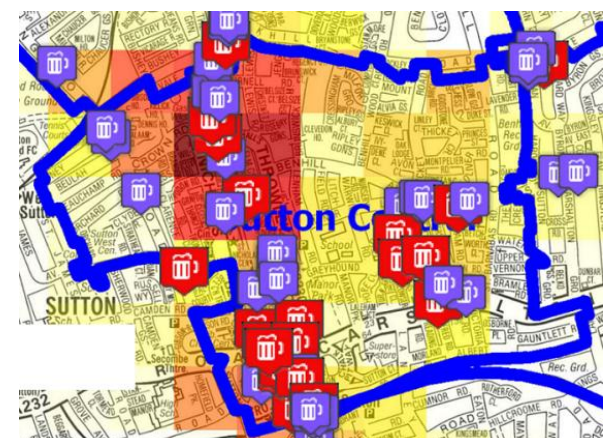


Sutton Central

Proposed Area:

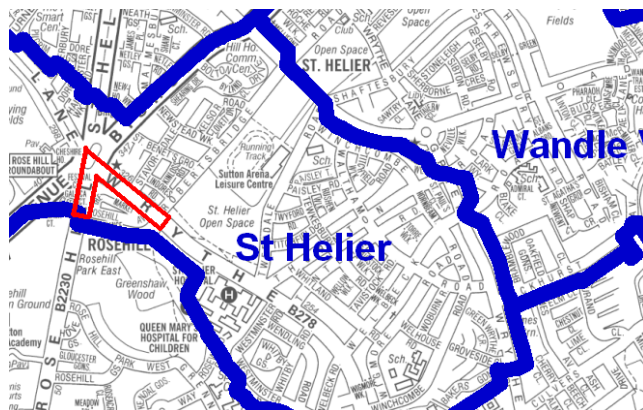


Alcohol related ASB hotspot

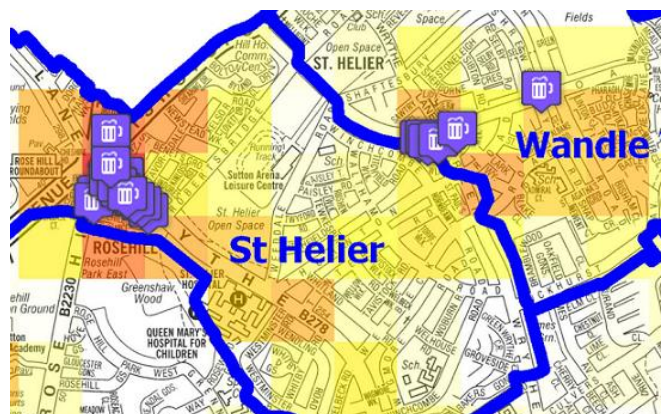


St Helier

Proposed Area:

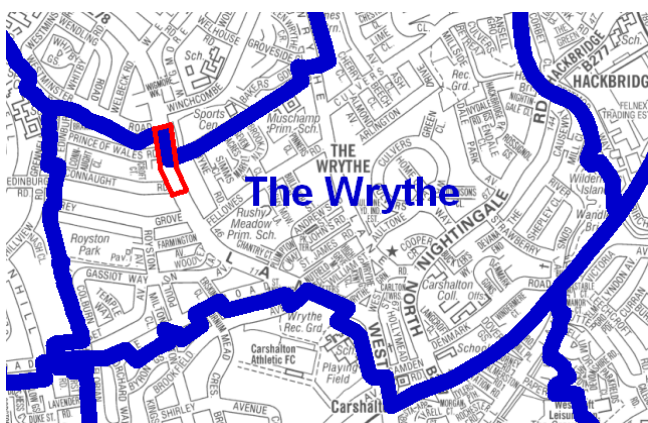


Alcohol related ASB hotspot

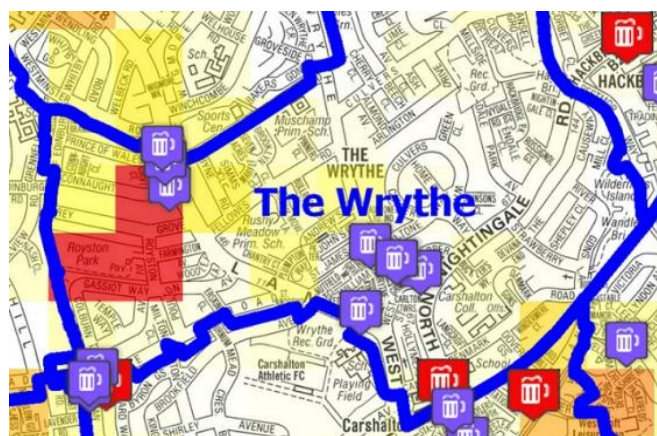


The Wrythe

Proposed Area:



Alcohol related ASB hotspot

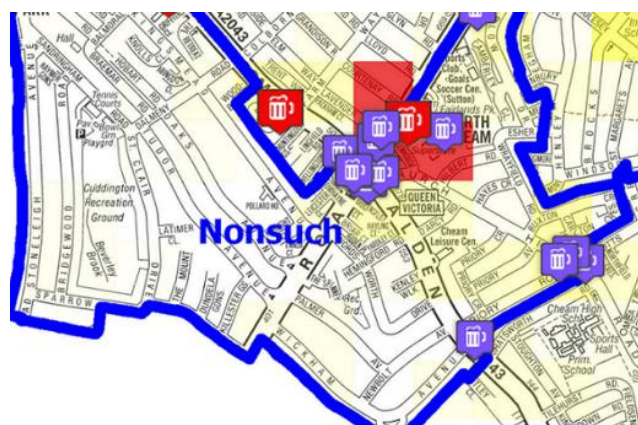


Nonsuch

Proposed Area:

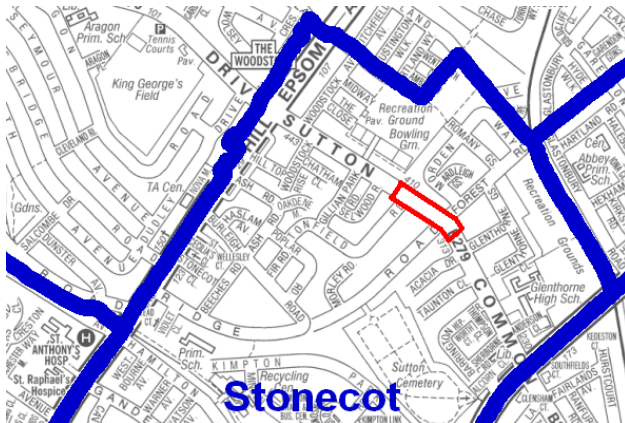


Alcohol related ASB hotspot

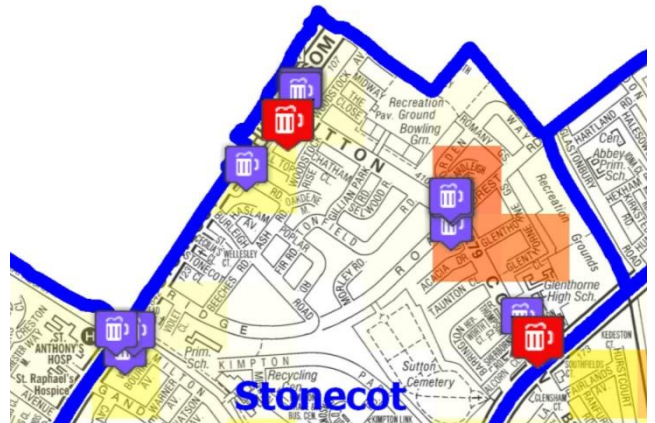


Stonecot

Proposed Area:

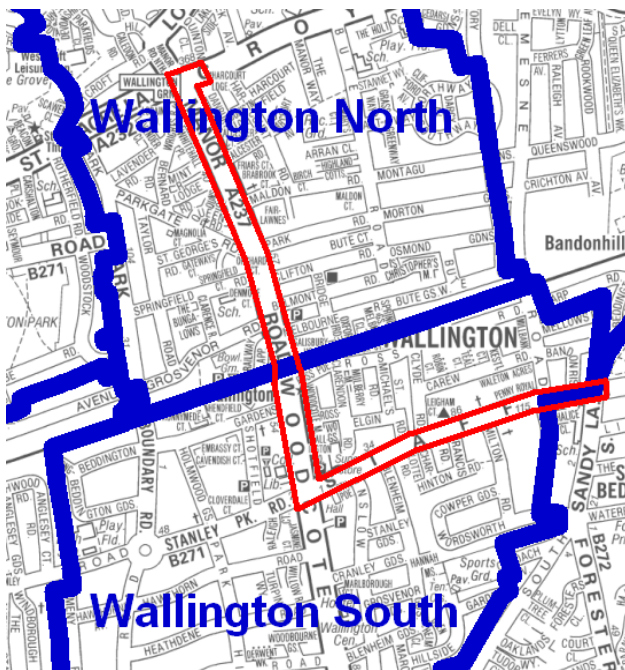


Alcohol related ASB hotspot

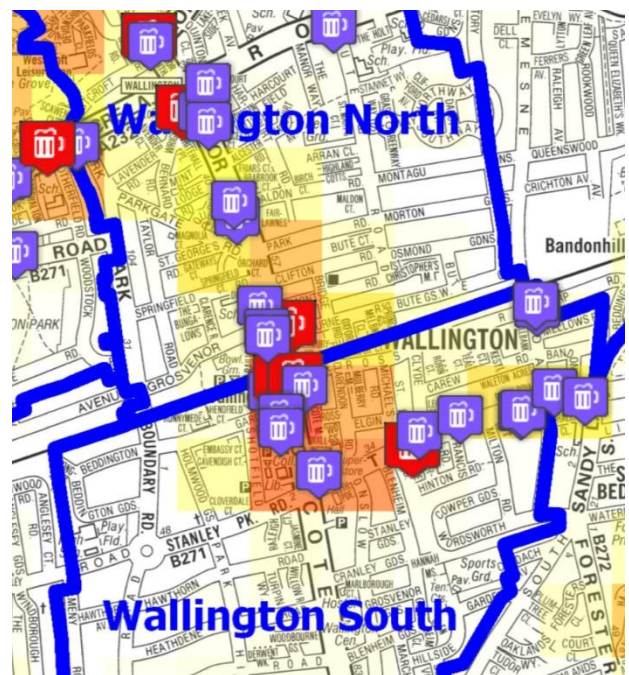


Wallington North / Wallington South

Proposed Area:



Alcohol related ASB hotspot



Beddington South

Proposed Area:



Alcohol related ASB hotspot



References

1. Erskine, S., Maheswaren, R., Pearson, T., Gleeson D. (2010) "Socioeconomic deprivation, urban-rural location and alcohol-related mortality in England and Wales." BMC Public Health. Available from:
<http://www.biomedcentral.com/content/pdf/1471-2458-10-99.pdf> [Accessed 06/01/2014].