

LICENSING COMMITTEE (LICENSING ACT 2003 FUNCTIONS)

Agenda Item 4
Brighton & Hove City Council

Subject: Review of Cumulative Impact Zone
Date of Meeting: 23 June 2011
Report of: Head of Planning and Public Protection
Contact Officer: Name: **Tim Nichols** Tel: **29-2163**
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Wards Affected: All

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 The Council, as Licensing Authority, has a statutory duty to review its Statement of Licensing Policy (SoLP) every three years. This process was completed in 2007 and the revised SoLP adopted came into effect on 7 January 2008.
- 1.2 Part of the review process included the creation and adoption of a Cumulative Impact Zone and Special Policy. Following a public consultation process for this, feedback, legal opinion and analysis of the proposal went to Full Council on 13 March 2008 and it was decided to adopt a cumulative impact zone and special stress area.
- 1.3 It was further agreed that the cumulative impact zone and special stress areas are reviewed regularly and as such we have reviewed data year on year from the implementation of the CIA and SSA's.
- 1.4 At Full Council on 17 December 2010 the policy was adopted and it was recommended that the Committee receive a report as part of the Annual Review of Licensing Policy following consultation with Ward Councillors and the Police and having regard to the concerns of local residents reviewing evidence with a view to the possible inclusion of the Special Stress Areas (SSA's) in the Cumulative Impact Zone. The merits of a matrix approach were also to be explored (Appendix F).
- 1.5 At Licensing Committee on 10 February 2011, committee called for a report on the annual review of licensing policy following consultation with Ward Councillors and the Police, reviewing evidence, having regard to resident concerns with a view to possible inclusion of special stress areas in the Cumulative Impact Zone. The merits of a matrix approach to licensing decisions would also be explored.

- 1.6 At Full Council on 24 March 2011, a petition was received from 371 residents concerned about the licensing of further establishments in Brunswick and Adelaide. In Licensing Strategy Group, North Laine Community Association have consistently requested to be included in the Cumulative Impact Zone. This was confirmed at the last Licensing Strategy Group meeting.

2. RECOMMENDATIONS:

- 2.1 That members resolve to adopt one or more of the following recommendations for the purposes of authorising officers to follow the procedure set out in the statutory licensing guidance to create a special policy, consulting with those specified in 5.3 of the 2003 Act (including Ward Councillors).
- 2.1.1 To maintain the current Cumulative Impact Area (CIA) and Special Stress Areas (SSA's) as defined in Appendix B and to continue to adopt the special policy (as defined in Appendix B) in relation to that CIA and SSA's and to continue to include these within the current statement of licensing policy.
- 2.1.2 To expand the current CIA to incorporate the current SSA's and to expand the SSA's as shown in the map at Appendix G.
- 2.1.3 To apply the decision making matrix at Appendix F to the current CIA and SSA's.
- 2.1.4 To apply the decision making matrix at Appendix F to the areas referred to at 2.1.2 above and in the map at Appendix G.
- 2.2 That officers are duly authorised to follow the consultation procedure described at 2.1 above.
- 2.3 Subject to the outcome of the consultation, that officers report back to committee.

3. RELEVANT BACKGROUND INFORMATION/CHRONOLOGY OF KEY EVENTS:

- 3.1 Cumulative impact is not mentioned specifically in the 2003 Act but is detailed in the S.182 National Guidance. It means the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. At 13.25 the Guidance states: In some areas, where the number, type and density of premises selling alcohol for consumption on the premises are unusual, serious problems of nuisance and disorder may be arising or have begun to arise outside or some distance from licensed premises.
- 3.2 Guidance also states that there should be an evidential basis for the decision to include a special policy within the Statement of Licensing Policy (SoLP). For instance, Crime and Disorder Reduction Partnerships may have collated information which demonstrates cumulative impact or

Environmental Health Departments may be able to show concentrations of valid complaints relating to noise disturbance.

3.3 National Guidance states at 13.28: the steps to be followed in considering whether to adopt a special policy within the statement of licensing policy are summarised below:–

- Identify concern about crime & disorder or public nuisance
- Consider whether there is good evidence that crime & disorder or public nuisance are happening and are caused by the customers of licensed premises, or that the risk of cumulative impact is imminent
- Identify the boundaries of the area where problems are occurring
- Consult with those specified in section 5(3) of the 2003 Act, and subject to the outcome of the consultation
- Include and publish details of special policy in licensing policy statement

3.4 The Licensing Authority should ensure that there is good evidence, not only that crime and disorder or public nuisance are happening, but that they are caused by customers of licensed premises. The borders defined then need to identify the boundaries of the area where problems are occurring – not where they might occur at some time in the future, unless that is imminent.

3.5 The council's Environmental Health and Licensing section provides an advice and enforcement service in respect of noise nuisance from commercial premises. The report on noise in the city centre is appended (Appendix D).

3.6 Sussex Police have analysed performance figures and have submitted their views (Appendix A).

3.7 Sussex Police recommend that the cumulative impact and special stress areas are incorporated and that the Special Stress Areas are expanded. This position is supported by the Council's Environmental Health Officers dealing with pollution, prevention and minimisation.

3.8 The analysis also shows that problems are centred around West Street, East Street, St James's Street, Western Road and King's Road / Marine Parade but again there is little definitive evidence of higher levels of nuisance in other concentrated areas. There are limited disturbance complaints recorded in the Lewes Road and London Road areas.

3.9 The views of all interested parties, including those detailed in section 5 of the Licensing Act 2003 were sought from Licensing Strategy Group and community meetings such as LATs. Community groups looked to extend the cumulative impact zone to London Road and Lewes Road.

4. CONSULTATION

4.1 Consultation involved the Licensing Strategy Group which includes businesses via City Centre and Hove Business Fora, Police, Tourism, Events Office, Seafront Office (including Seafront Trader Association), Trading Standards, Legal and Finance, residents via residents associations and Community Associations including the North Laine Community Association. There appear to be declining

noise complaints from licensed premises although total noise complaints are expected to rise by about 5% this year. If members were minded to change the statement of licensing policy, officers should undertake the statutory consultation exercise outlined in Section 5 of the Act and Full Council alone can exercise the function of revising the authority's policy.

- 4.2 The PCT tell us research showed that high numbers of attendances are Queen's Park and East Brighton residents and could be the basis for developing an argument towards expanding CI zone Eastwards, if desired.

5. FINANCIAL & OTHER IMPLICATIONS:

5.1 Financial Implications:

The Licensing Act 2003 provides for fees to be payable to the licensing authority in respect of the discharge of their functions. The fee levels are set centrally by government. The recommendations in this report would only affect new applications and variations to existing premises licenses, and would not impact on current levels of income from renewals of applications

Finance Officer Consulted: Karen Brookshaw

Date: 31.05.11

Legal Implications:

- 5.2 These are set out in the report. The SoLP should follow the fundamental principles set out in the Licensing Act 2003 and statutory guidance. Adoption of a Special Cumulative Impact Policy is a major step and one which must be taken in accordance with proper procedure and legal advice in order to avoid legal challenge.

Lawyer Consulted: Rebecca Sidell

Date: 31.05.11

Equalities Implications:

- 5.3 A rebuttal presumption against new licensed premises in a CIA may reduce the ability for small businesses to open as off-licences. Affected businesses may often be operated by members of minority ethnic groups.

Sustainability Implications:

- 5.4 Licensed premises throughout the city rely on local licensing policies in ensuring there is clear guidance on the continued operation of local businesses. Maintaining a regularly reviewed policy, which has undergone public consultation, will ensure a consistency of support to licensed premises, members of the public and other stakeholders affected by these activities.

Crime & Disorder Implications:

- 5.5 CIA proposals are geographically based around evidence of crime and disorder, etc. and should assist in the council's overall aim in reducing current levels. The Special Policy promotes the four licensing objectives: public safety, the

prevention of crime and disorder, the prevention of public nuisance and the protection of children from harm.

Risk and Opportunity Management Implications:

- 5.6 Failure to meet this statutory duty would lead to uncertainties in decision making, loss of business continuity and an inability to meet customer care standards.

Corporate / Citywide Implications:

- 5.7 The policy promotes the licensing objectives and sets out a general approach to making licensing decisions. The licensing authority must carry out its functions with a view to promoting the licensing objectives and this Special Policy is framed around those objectives.

Proposals for new licensed premises, or for certain variations to existing ones, within a CIA will normally be refused following relevant representations unless it can be demonstrated that there will be no negative cumulative impact.

SUPPORTING DOCUMENTATION

Appendices:

- Appendix A – Sussex Police
- Appendix B – CIA and SSA
- Appendix C – Letter from Director of Public Health and supporting evidence
- Appendix D - Environmental Health – noise complaints regarding licensed premises
- Appendix E - Partnership Community Safety Team analysis of Licensed premises location, perceptions of drunk and rowdy behaviour, Police recorded violent crime hotspot map, Police recorded alcohol incidents.
- Appendix F - Matrix approach
- Appendix G - Proposed Cumulative Impact Zone and Special Stress Areas

Documents In Members' Rooms:

None

Background Documents:

None

Sussex Police

Review of Public Place Violent Crime in Brighton and Hove

PPY 01 April 2010 to 31 March 2011

Compared With Previous 4 Years

Purpose and Method

The purpose of this review is to establish the level of public place violent crime in Brighton and Hove over the last full Performance Year (April 2010 to March 2011 inclusive) compared with the previous 4 Performance Years to establish what change / shift in activity there has been in the hotspot areas. Levels and changes in offence categories will be examined together with the impact of alcohol and Domestic Abuse. The results of the above will inform decisions on whether the policy focussed on the Op Marble area is an ongoing requirement and whether the specified area needs to be adjusted in size. The data will also assist in defining the appropriate boundaries for the CIZ and Special Stress Area. **An executive summary and commentary is provided on page 16.**

In previous reports the public place=y flag has been used, however closer study identified that many records had a blank or an N where the location type should be flagged as public place. On this occasion those locations which are deemed to be public place have been filtered (by taking out any connected with domestic or dwelling plus the unknown as these are largely Course Of Conduct Harassment offences Beat Zero). **In addition just those offences which fall between 2000 and 0600 hours are measured in order to better facilitate the purposes of this report.**

All results in this report are based on searches carried out using Business Objects. The Yearly date parameters are 01 April to 31 March for Performance Plan Years 2006/07 to 2010/11 inclusive, with input date used as the search criteria for recorded crime in accordance with all Police generated figures.

A map of the Division at Beat level is contained in the Appendix for reference.

Findings

1. Recorded Levels For The Three Violent Crime Subgroups

The table below shows the yearly level of Public Place Violent Crime between the above times for the whole of Brighton and Hove broken down into the three sub groups, together with the actual and % year on year change.

Violent Crime Sub Group	Recorded PPY 2010/11	Recorded PPY 2009/10	Change Between 2009/10 % 2010/11		Recorded PPY 2008/09	Change Between 2008/09 & 2009/10		Recorded PPY 2007/08	Change Between 2007/08 & 2008/09		Recorded PPY 2006/07	Change Between 2006/07 & 2007/08	
			Actual Change	% Change		Actual Change	% Change		Actual Change	% Change		Actual Change	% Change
PP Violence Against The	1973	1940	+33	+1.7%	1768	+172	-9.7%	2279	-511	-22.4%	2702	+423	+15.6%
PP Sexual Offences	113	78	+35	+44.9%	94	-16	-17.0%	82	+12	+14.6%	77	+5	-6.5%
PP Robbery	248	228	+20	+8.8%	246	-18	-7.3%	199	+47	-23.6%	230	+31	+13.5%
Total	2334	2246	+88	+3.9%	2108	+138	+6.5%	2560	-452	-17.6%	3009	+449	+14.9%

The main points arising from the table above are

- PP Violence Against The Person forms by far the highest proportion of total PP Violent Crime, with the average across the five years being 87%. This proportion dropped below the average to 84.5% of the total in 2010/11. PP Robbery forms the second highest proportion with an average of 9.4% of the five year total. This rose to 9.4% in 2010/11. PP Sexual offences on average form 3.6% of the total, this area also rising above the average in 2010/11 to 4.8%.
 - Large overall decrease occurred between years 2006/07 and 2007/08 and 2007/08 and between 2008/09. This was as a result of a huge change in Violence Against The Person, with decreases particularly in Public Order Harassment (especially between the latter two years) responsible. This is linked very closely to the level of Fixed Penalty Notice issued. Actual Bodily Harm and Assault Without Injury also saw a decrease.
 - Between 2008/09 and 2009/10 there was an overall rise in Public Place Violence of 138 offences, due entirely to an increase of 172 offences of Violence Against The Person (It should be noted however that the Division still recorded 762 fewer offences (-28.2%) in 2009/10 than in 2006/07). The main contributor to this rise was the increase of 130 offences in Actual Bodily Harm.
 - A further (but smaller) increase has taken place between 2009/10 and 2010/11, with Public Order Harassment seeing the greatest rise, but with increases of ten offences or more also in Assault on a constable and Possession of weapon.
- Public Place Sexual Offences have increased by 36 offences (46.7%) since 2006/07, with levels rising above the five year average in 2010/11 as mentioned above.

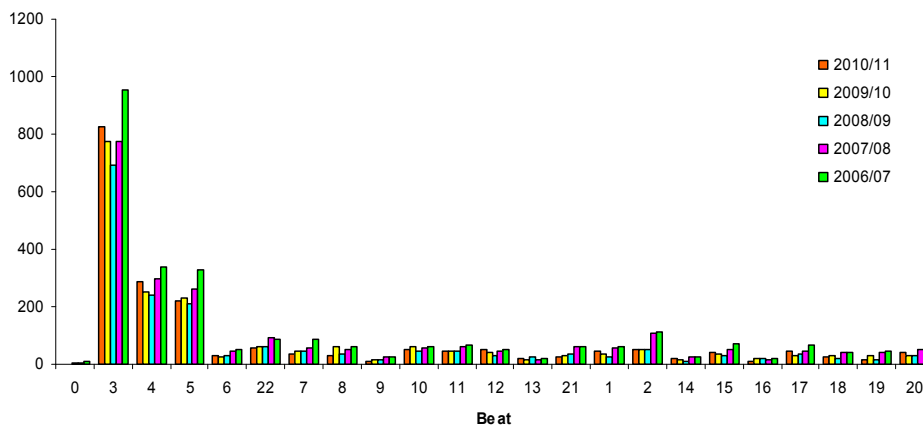
Robbery has increased by 18 offences (7.8%) since 2006/07, with a rise above the five year average in 2010/11 as mentioned above.

2. Violence Against The Person

a. What are the recorded levels and proportions per Beat and how has this changed over the years?

The following chart illustrates change in the recorded levels per Beat of Public Place Violence Against The Person across the five years

Please see map in the appendix for Beat reference



(For actual levels per beat and year, please see chart in the Appendix)

As Violence Against The Person is the subgroup of Violent Crime forming the highest proportion (87%), it has the most impact on the overall performance of this crime group.

Beats 3, 4 and 5 consistently record the highest proportion in the City, with any change/movement in these areas being most impactful.

The chart above is showing that:

Beats 3, 4 and 5 are the ‘hotspot’ areas, accounting on average over the five year period for 63% of the Division’s PP Violence Against The Person.

- Beat 3 records the highest level of offences (see table below), with an average of 38% of the total PP Violence Against The Person offences across the five years.
 - Between 2006/07 and 2010/11 this Beat has seen a decrease of 129 offences (13.5%)
 - A decrease of 181 offences (19%) between 2006/07 and 2007/08
 - A decrease of 80 offences (10.3%) between 2007/08 and 2008/09
 - An increase of 83 offences (12%) between 2008/09 and 2009/10

- A further increase of 49 offences (6.3%) between 2009/10 and 2010/11
- Beat 4 records the second highest level for the City, with an average across the five years of 13.3% of the Division's total PP Violence Against The Person.
 - Between 2006/07 and 2010/11 levels on this Beat have decreased by 48 offences (14.3%)
 - A decrease of 38 offences (11.3%) between 2006/07 and 2007/08
 - A decrease of 55 (18.4%) between 2007/08 and 2008/09
 - An increase of 9 offences (3.7%) between 2008/09 and 2009/10
 - A further rise of 36 offences (14.3%) between 2009/10 and 2010/11
- Beat 5 records the lowest proportion of offences of the 'hotspot' Beats, accounting for 11.8% of the Division's five year average PP Violence Against The Person. It is also the only one of the three Beats to see a decrease in offences in 2010/11 compared with the previous year.
 - Between 2006/07 and 2010/11 the Beat had a decrease of 107 offences (32.5%)
 - A decrease of 65 offences (19.7%) between 2006/07 and 2007/08
 - A reduction of 56 offences (21.2% between 2007/08 and 2008/09
 - An increase of 22 offences (10.6%) between 2008/09 and 2009/10
 - A decrease of 8 offences (3.5%) between 2009/10 and 2010/11

Those non 'hotspot' Beats to see a change in 2010/11 of 10 or more offences since the previous year are as follows:

- Beat 12 +12 offences (30%)
- Beat 17 +16 offences (55%)
- Beat 20 +10 offences (33%)
- Beat 7 -10 offences (23%)
- Beat 8 -35 offences (55%)
- Beat 16-15 offences (65%)
- Beat 19 -15 offences (51%)

It should be noted here that whilst the proportional change in these non hotspot beats is greater than on the hotspot beats, the actual numbers are so significantly lower to begin with that any change is going to be more impactful on the % increase / decrease.

The actual proportion of crime recorded on Beats 3, 4 and 5 have changed as follows across the five Performance Plan Years. *(To view how the proportions per Beat for the whole Division and per area of Brighton have altered between PPY 2010/11 and the five year average, please see charts in the Appendix 1)*

	2010/11	2009/10	2008/09	2007/08	2006/07
Regency Beat 3	41.8%	40%	39.2%	33.9%	35.3%
St Peters & North Laine Beat 4	14.6%	13.0%	13.7%	13.1%	12.4%
Queens Park Beat 5	11.3%	11.9%	11.8%	11.6%	12.2%

This shows that Beat 5 is the most stable across the five year period, also being the only 'hotspot' beat to see a reduction in its proportion of PP Violence Against The Person in 2010/11. Beat 3 not only continues to record by far the highest proportion of offences but is also the Beat to see a steady rise since 2007/08. Beat 4 levels were fairly stable up until the increase in 2010/11.

- b. How have the levels of Violence Against The Person changed over the years per offence type?

The following table outlines the changes in recorded public place Violence against the person for the whole Division between the five years, broken down to offence type.

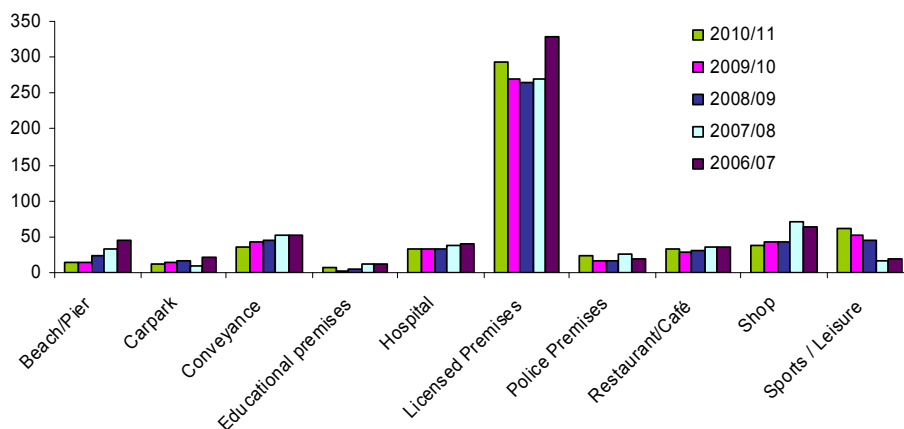
PP Violence Against The Person Offence Type	Recorded PPY 2010/11	Recorded PPY 2009/10	Change Between 2009/10 % 2010/11		Recorded PPY 2008/09	Change Between 2008/09 & 2009/10		Recorded PPY 2007/08	Change Between 2007/08 & 2008/09		Recorded PPY 2006/07	Change Between 2006/07 & 2007/08	
			Actual Change	% Change		Actual Change	% Change		Actual Change	% Change		Actual Change	% Change
Actual Bodily Harm	815	871	-56	-6.4%	741	+130	-17.5%	843	-102	-12.1%	1039	-196	-18.9%
Assault On A Constable	110	89	+21	+23.6%	92	-3	-3.3%	126	-34	27.0%	108	+18	+16.7%
Assault Without Injury (Common)	524	517	+7	+1.3%	493	+24	+4.9%	530	-37	-7.0%	507	+23	+4.5%
Possession Of Weapon / Firearm	63	52	+11	+21.1%	62	-10	-16.1%	78	-16	-20.5%	94	+16	+17.0%
Murder	0	0	0	0	2	-2	-100%	0	+2	+100%	1	-1	-100%
Attempt Murder	0	0	0	0	0	0	0	0	0	0	0	0	0
Manslaughter	0	0	0	0	0	0	0	0	0	0	0	0	0
Threats To Kill	4	4	0	0	3	+1	+33.3%	3	0	0	8	-5	-62.5%
Wounding / GBH	97	93	+4	+4.3%	88	+5	+5.7%	62	+26	+41.9%	84	-22	-26.2%
Public Order Harassment	315	275	+40	+14.5%	255	+20	+7.8%	598	-343	-57.3%	809	-211	-26.1%
Course Of Conduct Harassment	40	33	+7	+21.2%	27	+6	+22.2%	33	-6	-18.2%	50	-17	-34.0%
Other	5	6	-1	-16.7%	5	+1	+20.0%	6	-1	-16.7%	2	+4	-200%
Total	1973	1940	+33	+1.7%	1768	+172	+9.7%	2279	-511	-22.4%	2702	-423	-15.6%

The main points arising from the table above are

- Large overall decreases took place between both 2006/07 and 2007/08 and 2007/08 and 2008/09 due to a huge change in Violence Against The Person. Reductions in ABH and Public Order Harassment contributed most.
- An overall increase in Public Place Violence took place between 2008/9 and 2009/10, with the Violence Against The person element responsible. This was almost solely due to a rise in ABH offences.
- 2010/11 has seen a further (albeit smaller) overall rise compared with 2009/10, with PP Violence Against The Person, Sexual Offences and Robbery all contributing to this. Public order harassment has seen the largest rise for the former, followed by Assault on a constable. Sexual assault on a female aged 13+ is the offence mainly responsible for the increase in Sexual Offences (see relevant section below)

c. Which Location Types are affected?

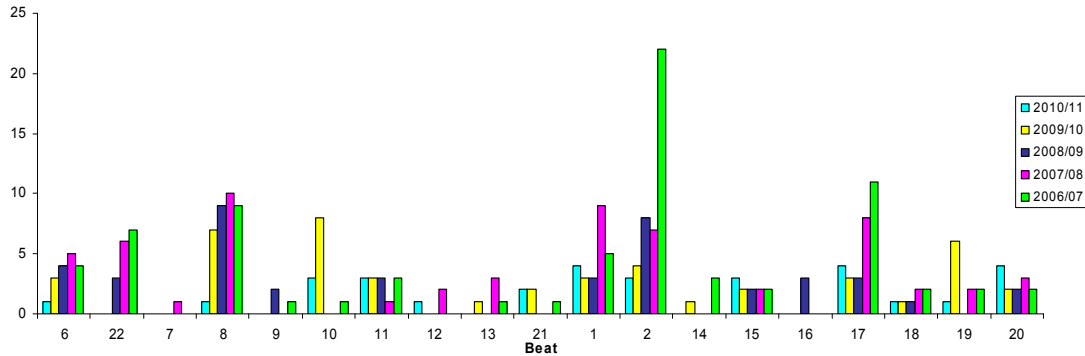
The following charts illustrate changes in Public Place Violence Against The Person by location type over the five years. Location Road / Highways Byways has been removed from the first chart and shown separately as offences at this location type form such a high proportion of the total, that it renders the others insignificant if shown together.



Location Type Without Location Road / Highways Byways

The last two years have seen an increase in offences within licensed premises, rising by just 6 offences (2.3%) in 2009/10 and by 24 offences (8.9%) in 2010/11. This accounts for 73% of the Division's increase in PP Violence Against The Person in 2010/11. Levels are still 35 offences (10.6%) lower than they were in 2006/07 however. A rise in offences was also seen in Police Premises, Restaurants/Cafes and Sports/Leisure venues (although the actual numbers are small).

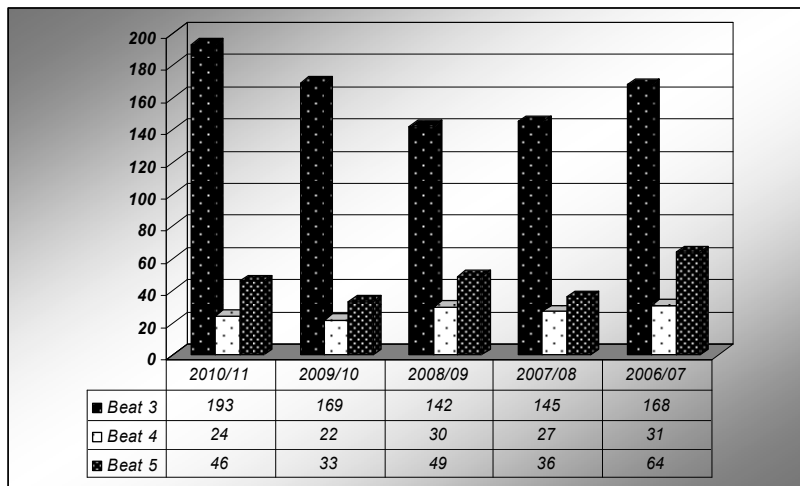
The charts below show firstly the levels in Licensed Premises for the Divisional non hotspot Beats and secondly just for the 'hotspot' Beats 3, 4 and 5 across the 5 years.



Location Type Licensed Premises For Non 'Hotspot' Beats

The numbers are relatively low compared with the 'hotspot' Beats, but reductions can be seen in licensed premises across a number of Beats, in particular

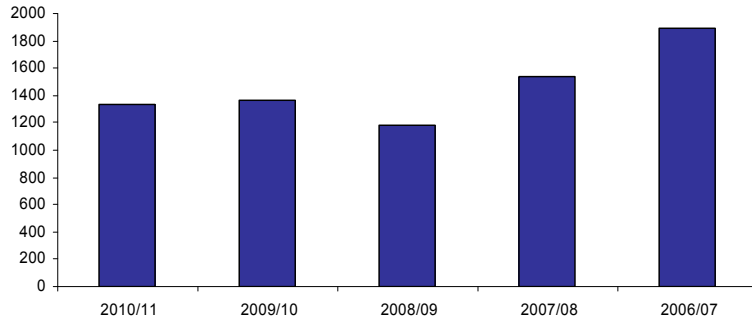
- Beat 8
- Beat 10
- Beat 2 (compared particularly with 2006/07)



Location Type Licensed Premises For Beats 3, 4 & 5

This shows each of the three Beats to have had a rise in the last PPY, with levels in Beat 3 licensed premises rising above those of 2006/07.

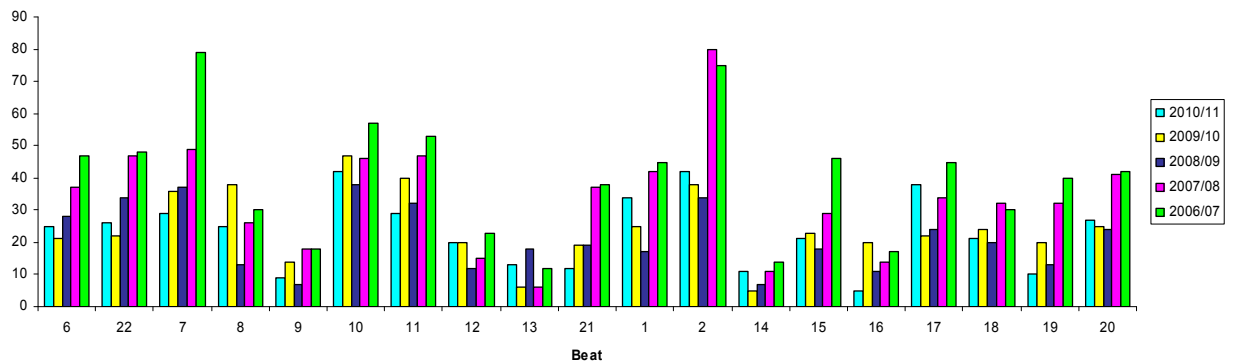
The following shows just those PP Violence Against The Person offences in a Highways/Byways location across the five year period.



Location Type Road / Highways Byways

In this location a steady reduction was achieved between 2006/7 and 2008/09, with a slight rise in 2009/10. Levels dropped again in 2010/11 by 29 offences (2.1%) with that year recording 563 fewer offences (30%) in this location than in 2006/07.

The following show those offences in a highways/byways location firstly for the non hotspot Beats and secondly just for Beats 3, 4 and 5.



Location Type Highways/Byways For Division minus Beats 3, 4 & 5

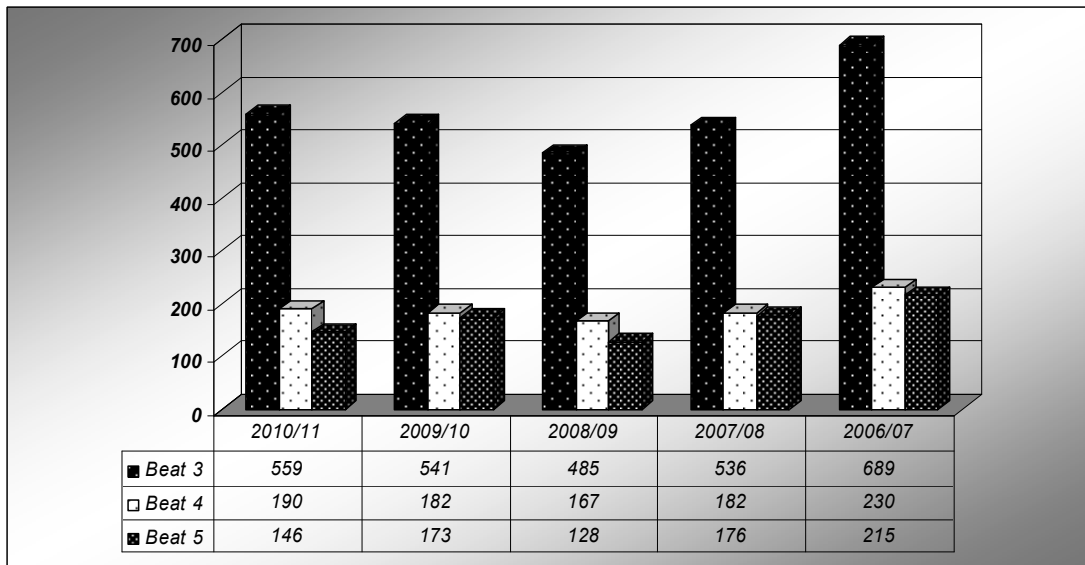
Although the numbers concerned are obviously much lower than on the hotspot Beats, there have been changes to the above between PPY 2009/10 and 2010/11, the main ones being:

Main increases

- Beat 17, increasing from 22 to 38 offences
- Beat 1, increasing from 25 to 34 offences

Main decreases

- Beat 16, decreasing from 20 to 5 offences
- Beat 19, decreasing from 20 to 10 offences
- Beat 11, decreasing from 40 to 29 offences
- Beat 8, decreasing from 38 to 25 offences

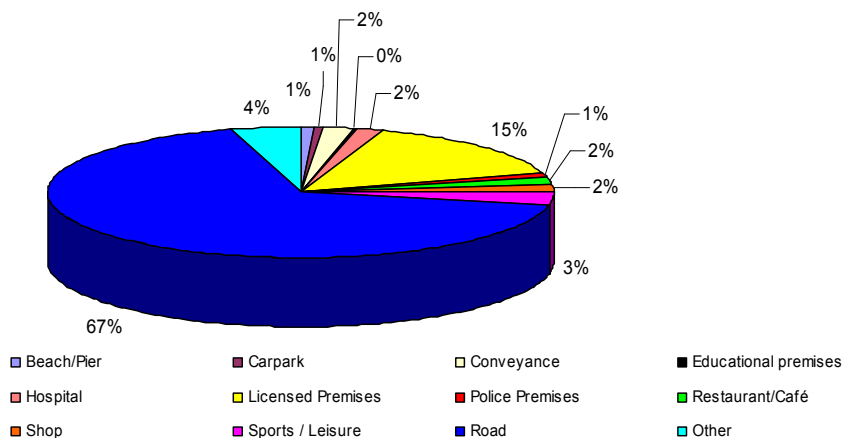


Location Type Highways/Byways For Beats 3, 4 & 5

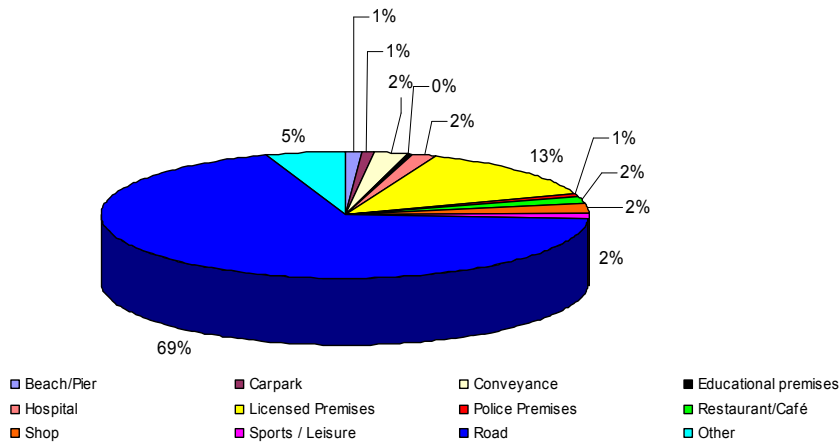
Levels have risen slightly in this location on Beats 3 and 4, but 130 offences (18.9%) fewer than in 2006/07 for the former and 40 offences (17.4%) fewer for the latter. Beat 5 has seen a decrease of 27 offences (15.6%) since the previous year (counterbalancing the increase on the other two Beats) and recorded 69 fewer offences (32.1%) than in 2006/07.

The following charts show the proportion that each location type forms of the total PP Violence Against The Person, firstly for the year 2010/11 and secondly as an average across the five year period.

Proportion Each Location Type Forms Of The Total For 2010/11



Average Proportion Each Location Type Forms Of The Total Across 5 Years

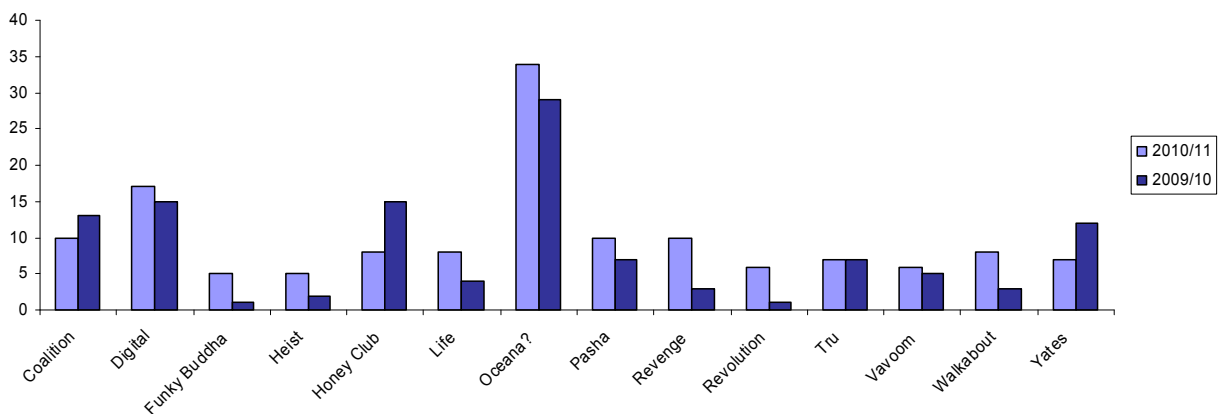


These charts show that whilst the highest proportion of offences still take place in the road location, this proportion has reduced in 2010/11 compared with the 5 year average, whereas the proportion taking place in licensed premises has risen.

d. How have levels in key roads and venues changed in 2010/11 compared with the previous year?

The following chart shows the levels within those venues recording 5 or more Violence Against The Person offences in 2010/11 compared with the previous year. There are a couple of caveats connected with this:

- The venues listed are based on the last available licensing listing of Nov 2010
- The listing of Oceana is tenuous in that it is a venue we would expect to see recording some offences, but no listing given either by name or address. The 34 offences listed under this venue appeared as 'West Street' postcode 'BN1 2RE' both of which match this venue.



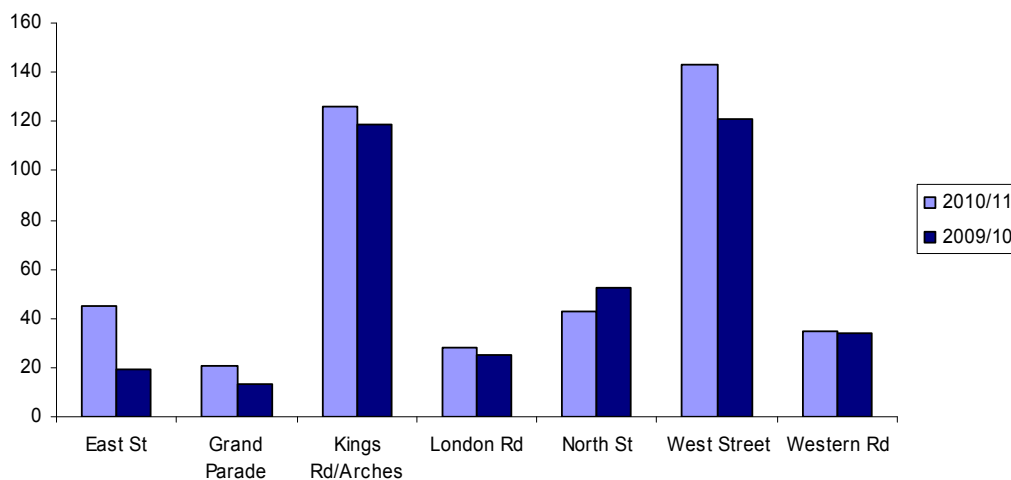
Year on Year change in Offences In Key Licensed Premises

A number of venues have experienced increases over the last year as follows (taking Oceana out of the equation due to the above ambiguity and just listing those venues recording a level of ten or more offences)

- Revenge
- Pasha
- Digital

The Honey Club and Yates (both recording more than 10 offences in 2009/10) have both reduced offences below this level in 2010/11.

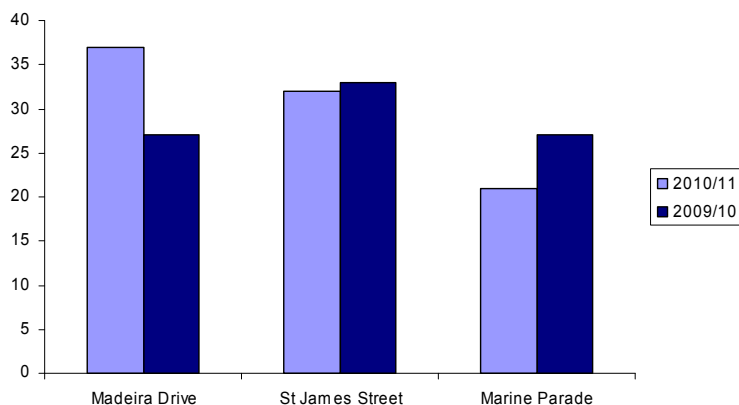
The following shows those key Highway / Byway locations (recording 20 offences or more) for just Beats 3 and 4 as these Beats not only record the volume but saw the increase in 2010/11.



Year on Year change in Offences In Key Location Highway/Byway On Beats 3 & 4

This charts shows that increases took place in all bar one of the key road locations, so with the exception of North Street, locations elsewhere in the City were responsible for the reduction in Violence Against The Person offences in this location type during 2010/11.

Even though Beat 5 did see a reduction in 2010/11, it was not solely the key volume crime locations responsible (with offences on Madeira Drive actually increasing) as per the chart below



Year on Year change in Offences In Key Location Highway/Byway On Beat 5

The above needs to be placed into context here as levels of change overall and in the locations road and licensed premises were relatively small. For example, the reduction in North St and Marine Parade would account for 50% of the overall reduction in a road location. Likewise, the increases in Revenge and Pasha alone would contribute 42% to the rise in licensed premises.

e. Proportion of PP Violence Against The Person offences perceived to have taken place under the influence

The issues associated with accurately measuring this remain, with a huge proportion of records either containing no indication as to whether the incident was perceived to be under the influence, or containing a 'U' for uncertain entry.

The first table below shows the total number of PP Violence Against The Person offences recorded, the number with a blank or 'U' as an entry and the number with a 'Y' or a 'N' entry.

The second table shows the proportion of the total recorded which have a blank/'U' and a 'Y'/'N', followed by the proportion of those records with a conclusive entry which are either 'Y' or 'N'

	Total PP VAP Recorded	No Of Blank Records	No Of Records With 'U'	No Of Records With 'Y'	No Of Records With 'N'
2010/11	1973	1007	241	598	127
2009/10	1940	477	400	906	157
2008/09	1768	677	307	687	97
2007/08	2279	0	566	1141	572
2006/07	2702	0	335	1731	636

The presumption from the above is that CIS did not have the option of leaving a field blank hence the zeros under years 2007/08 and 2006/07. The level of blank records has increased hugely in 2010/11 making any form of trend identification exceedingly difficult.

	Proportion Of Those Records With A Conclusive Entry Which Were Marked 'Y'	Proportion Of Those Records With A Conclusive Entry Which Were Marked 'N'	Proportion of Total Recorded Left Blank Or Uncertain	Proportion of Total Recorded With Either A 'Y' Or 'N' Entered
2010/11	82%	18%	63%	37%
2009/10	85%	15%	45%	55%
2008/09	88%	12%	56%	44%
2007/08	67%	33%	25%	75%
2006/07	73%	27%	12%	88%
Five Yr Average	76%	24%	38%	62%

Given that this report is based purely on those offences which occur between 2000 and 0600 hours, it is likely that a high proportion took place whilst under the influence. The fact that 63% of records do not have a conclusive indicator in 2010/11 (a large increase on previous years) makes this impossible to confirm.

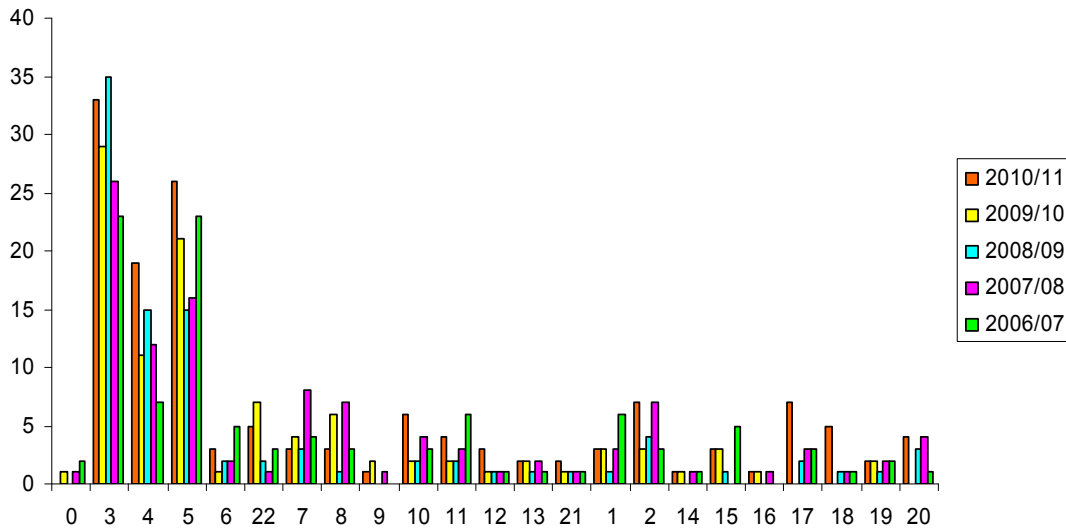
f. Proportion of Public Place Violence Against The Person Flagged As Domestic Abuse

Finally, the table below illustrates the proportion of Public Place Violence Against The Person which is flagged as Domestic Abuse, to see firstly whether the actual numbers have changed over the years and secondly how this affects the proportion of the yearly totals.

	Total Recorded PP Violence Against The Person	Number flagged with a 'Y' for Domestic Abuse	Proportion of total PP VAP recorded flagged as Domestic Abuse	Number flagged with a 'N' for Domestic Abuse	Proportion of total PP VAP recorded flagged as Non Domestic Abuse
2010/11	1973	143	7.2%	1830	92.8%
2009/10	1940	103	5.3%	1837	94.7%
2008/09	1768	93	5.3%	1675	94.7%
2007/08	2279	107	4.7%	2172	95.3%
2006/07	2702	104	3.8%	2598	96.2%

The table shows that actual levels were fairly stable until 2010/11, which saw an increase of 40 offences compared with the previous year. Public Place Domestic Abuse has increased as a proportion of the total Public Place Violence Against The Person recorded pretty much year on year, with levels being highest in location Highways/byways, followed by Licensed Premises and then Hotels.

The following chart illustrates the change in PP Domestic Abuse Violence Against The Person over the five years per Beat



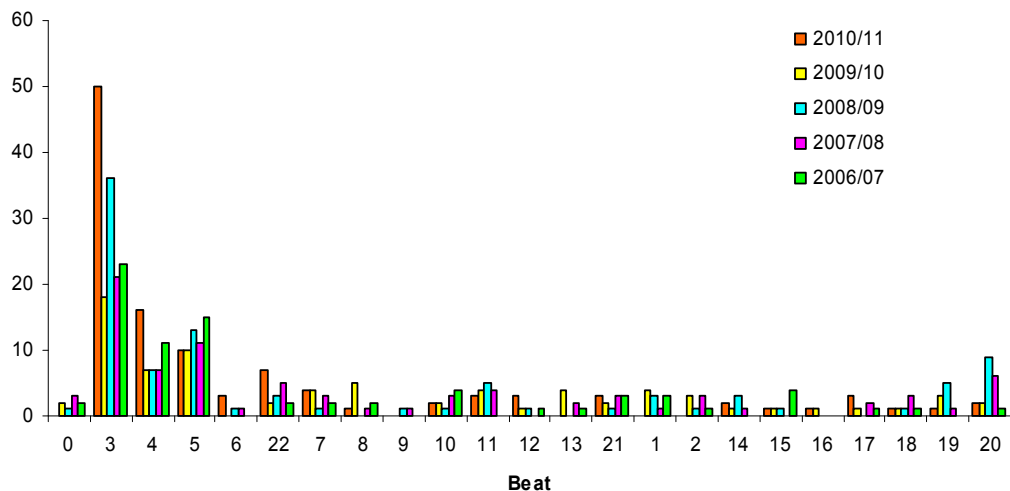
Year on Year change in PP Domestic Abuse Violence Against The Person Per Beat

The actual numbers concerned here are relatively small, but the majority of Beats on Division saw a rise in 2010/11 compared with the previous year. Six Beats recorded the same level and 4 a decrease. Those Beats seeing a rise of 5 or more PP Domestic Abuse offences were

- Beat 4 (+8)
- Beat 17 (+7)
- Beats 18 & 5 (+5 each)

3. Public Place Sexual Offences

The following chart shows the recorded levels of PP Sexual Offences across the five years measured.



Year on Year change in PP Sexual Offences Per Beat

As mentioned above, the number of recorded Public Place Sexual Offences for the Division as a whole is relatively very low, forming an average across the 5 years of just 3.6% of the Division's total Public Place Violence. This has increased to 4.8% in the last full PPY, with increases on

Beat 3 contributing most. Levels here have risen by 27 offences (117%) since 2006/07 and by 32 offences (178%) since 2009/10. Beat 4 has seen the second highest rise of 9 offences (128%) compared with last year.

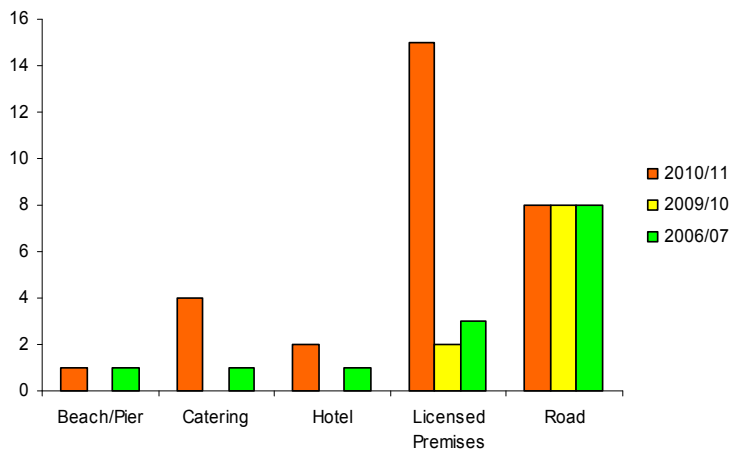
Given the huge rise on Beat 3 between 2006/07 / 2009/10 and 2010/11, the following table will just concentrate on offences **for these years on this Beat** to identify what offences have caused this increase.

PP Sexual Offence Type	Recorded PPY 2010/11	Recorded PPY 2009/10	Change Between 2009/10 % 2010/11		Recorded PPY 2006/07	Change Between 2006/07 & 2010/11	
			Actual Change	% Change		Actual Change	% Change
Rape of a female 19A	1	0	+1	+100%	0	+1	+100%
Rape of a female aged 16 and over 19C	9	2	+7	+350%	5	+4	+80%
Rape of a male aged 16 and over 19F	0	0	0	0	1	-1	-100%
Sexual assault on a female aged 13 or over 20A	32	11	+21	+190.9%	16	+16	+100%
Causing sexual activity without consent 22A	1	0	+1	+100%	0	+1	+100%
Sexual assault on a male aged 13 and over 17A	0	2	-2	-100%	0	0	0
Sexual assault on a female child under 13 13	0	0	0	0	1	-1	-100%
Sexual activity involving a child under 16 22B	1	0	+1	+100%	0	+1	+100%
Exploitation of prostitution 24	1	0	+1	+100%	0	+1	+100%
Other miscellaneous sexual offences 88C	3	0	+3	+100%	0	+3	+100%
Exposure and voyeurism 88E	2	3	-1	-33.3%	0	+2	+100%
Total	50	18	+32	+177.8%	23	+27	+117.3%

It is clear from the above, that the offences resulting in the increase on Beat 3 are

- Sexual assault on a female aged 13 or over +21 offences (190.9%) compared with 2009/10, accounting for 68% of the Divisions rise in this offence type and +16 offences (100%) compared with 2006/07
- Rape of a female aged 16 or over +7 (350%) compared with 2009/10 and +4 (80%) compared with 2006/07.

The following chart shows levels in key location types for Sexual assault on a female aged 13 or over on Beat 3 over the 3 years in question



Year on Year change in PP Sexual assault on a female aged 13 or over in key location types

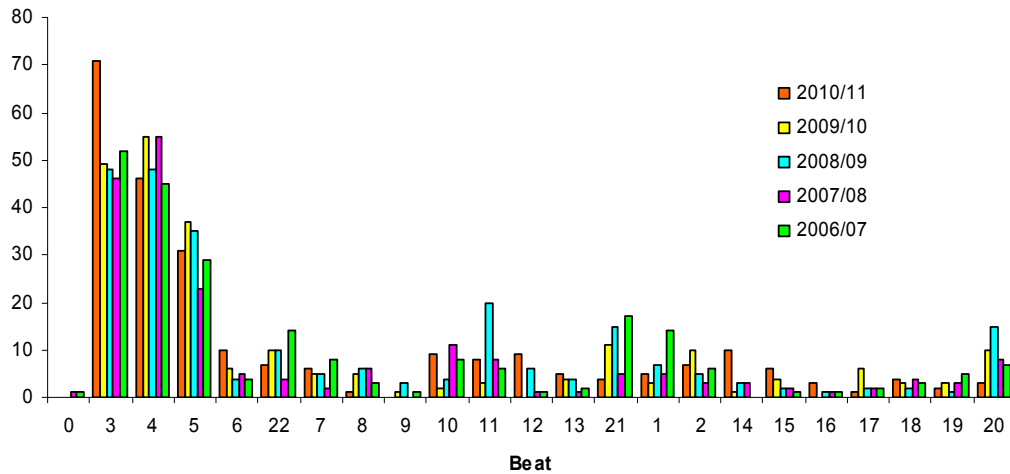
Offences in this category on Beat 3 have remained stable in a road location, with North Street appearing most frequently, but West Street, Western Road and Kings Road / Arches also showing multiple offences. Offences in 2010/11 occurred mainly between 2200 and 0400 hrs, but with most offences taking place around 0330 hrs.

The location type very to see the greatest rise in 2010/11 in this offence is in licensed premises. West Street was by far the most prevalent road mentioned, with offences in Tru, Yates, and the club tentatively noted as Oceana mentioned most frequently. Offence times ranged between 2100 and 0220, but with most occurring between 0100 and 0220 hrs.

The levels of recorded Rape of a female aged 16 or over are relatively very small, but the location to see the increase is Beach / Pier, with Kings Road Arches appearing most frequently. Offences are between 0200 and 0500 hrs.

4. Robbery

The following shows levels of Robbery per Beat across the five years measured.



Year on Year change in Robbery Offences Per Beat

Beat 3 has clearly seen the greatest increase in 2010/11, rising by 22 offences (44.9%) compared with 2009/10 and by 19 offences (36.5%) compared with 2006/07. The other two 'hotspot' Beats (4 & 5) both saw a decrease of 9 (16.4%) and 6 (16.2%) respectively compared with 2009/10.

Those Beats elsewhere in the City to see a change of 5 or more offences were

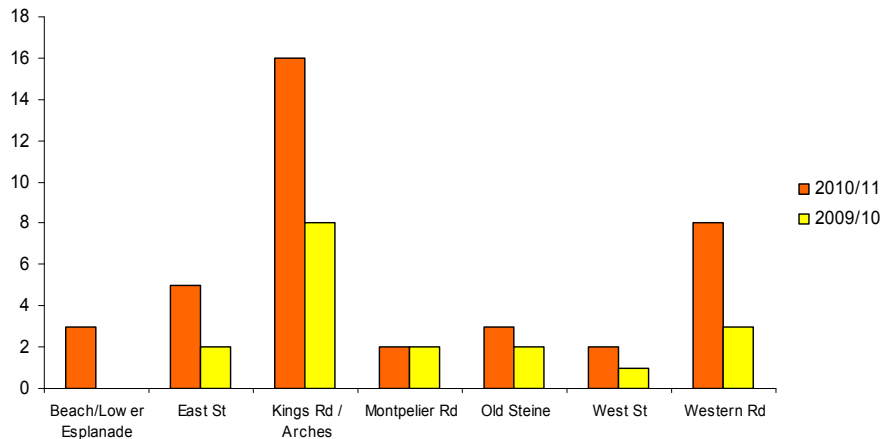
Increases

- Beat 10 +7
- Beat 14 +9
- Beat 12 +8
- Beat 11 +5

Decreases

- Beat 21 -7
- Beat 17 - 5
- Beat 20 -7

The increase on Beat 3 is in Robbery of personal property, with the chart below showing those roads which have recorded duplicate offences in 2010/11 compared with the level the previous year.



Year on Year change in Personal Robbery Offences Per locations recording more than one offence

The above shows that a number of locations have recorded more than one Personal Robbery in 2010/11 and seen an increase against 2009/10. Kings Road / Arches has recorded the highest rise, with offences increasing from 8 to 16 year on year (100%). Of the 16 offences recorded at this location in 2010/11, 7 of them occurred on a Sunday with the time ranging from 2330 and 0500 hrs, the most prevalent time being between 0230 and 0330 hrs (this time range was true for 7 out of the 16 offences across all days) 10 of the 16 offences took place between 0100 hrs and 0500

The numbers recorded in Western Road in 2010/11 are lower, but half of the 8 offences occurred on a Tuesday, with 3 of the 4 taking place between midnight and 0300 hrs.

Executive Summary and Context

The key points arising from the analysis are as follows:

- Overall Public Place Violent Crime has increased by 88 offences (3.9%) in 2010/11 compared with the previous year, due to a rise in each of the 3 subgroups
 - Violence Against The Person +33 (1.7%)
 - Sexual Offences +35 (44.9%)
 - Robbery +20 (8.8%)

There were also reductions as follows:

- Total assaults resulting in injury - 6.7% (largely due to reductions within the home)
- Assaults resulting in ABH within licensed premises - 15%
- The increase in Violence Against The Person has been due to a rise in Public Order offences primarily, but with increases of 10 or more offences also seen in Assault on a constable and Possession of a weapon. The main increases overall in this subgroup have been on Beats 3 and 4, particularly within licensed premises. Offences in a road location experienced a decrease compared with 2009/10.
- The increase in Sexual Offences is due primarily to a rise in Sexual assault on a female aged 13 or over, with increases on Beat 3 being responsible. Offences in licensed premises saw the greatest rise. This has been the subject of a press campaign setting out what is unacceptable behaviour and the consequences which may result.
- The rise in Robbery was due to increases in Personal Robbery, with Beat 3 again seeing the highest rise. Offences on the Beach / Esplanade not only record the volume of offences, but also saw the highest rise.
- The proportion of records with an entry in the field to indicate whether an incident was perceived to be under the influence fell to 37% in 2010/11, making identification of trends virtually impossible. (This is against the five year average proportion of 62%). It is safer to rely of the Association of Chief Police Officers data which suggests that alcohol is a factor in 50% of all violent crimes.
- The proportion of public place Violence Against The Person offences which were flagged as a Domestic has risen in 2010/11 to 7.2%, against a proportion of 3.8% in 2006/07.

The above adds weight to the theory that drinking habits and the social landscape have been affected by the recession. Weekends in the city centre

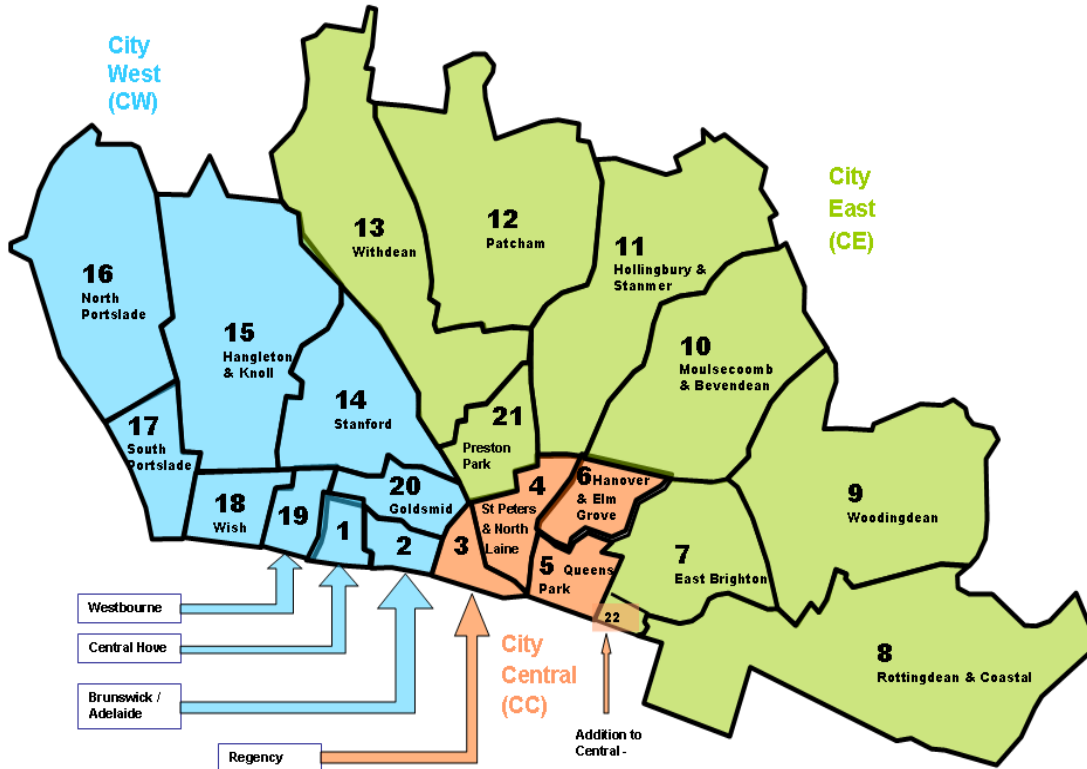
continue to offer a high level of risk which is largely mitigated by the partnership measures in place, however the link between place of purchase and impact is now often blurred by distance and time. Pre-loading and public space drinking after the purchase of alcohol from off-licences, creates new challenges within any acceptable walking distances of the city centre, and this applies to the end of a night out when further purchases of food and alcohol are made, as well as the start.

It is also useful to recognise that different forms of licensed premises currently present differing levels of risk: in fact, the on-trade is often left to manage the consequential impact of the new routines mentioned earlier. We experience a high level of cooperation from a majority of the existing licence holders who know that they will be subjected to increased scrutiny should intelligence demand it, but the affordability and availability of alcohol as well as other cultural issues present an ongoing threat of harm. A proportionate and balanced response by the partnership assists in managing that threat while also supporting the local economy and social choice. At present there are no clear incentives, other than punitive measures, for business excellence and trade community engagement, and we are keen to explore opportunities as to how we might promote this.

Simon Nelson

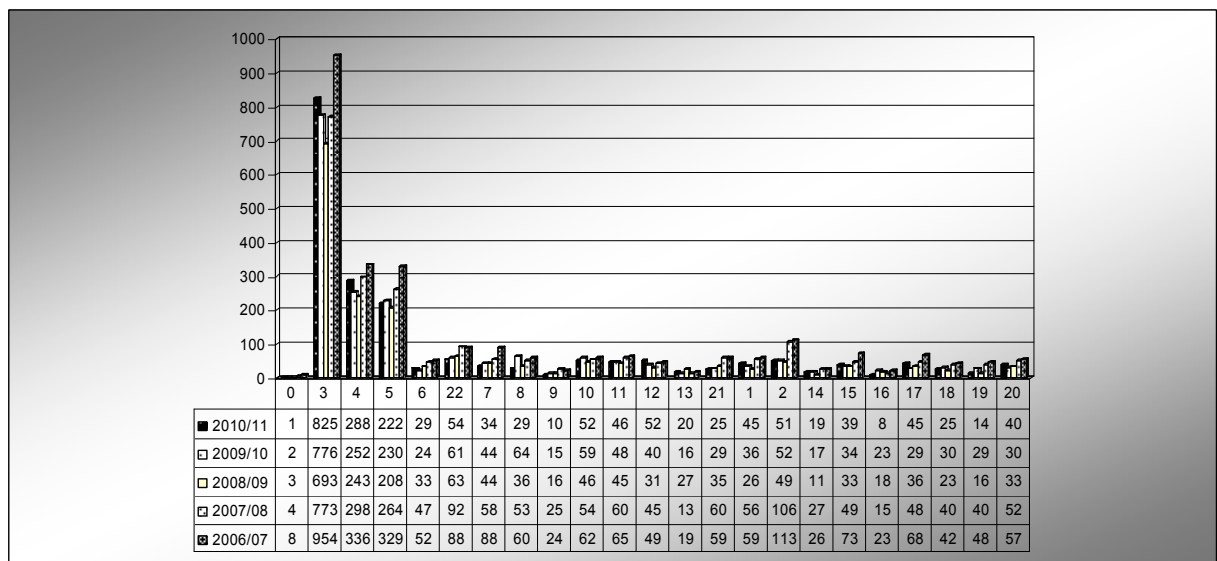
Chief Inspector - Brighton and Hove Police Operations Team

Brighton & Hove Division
City Boundaries

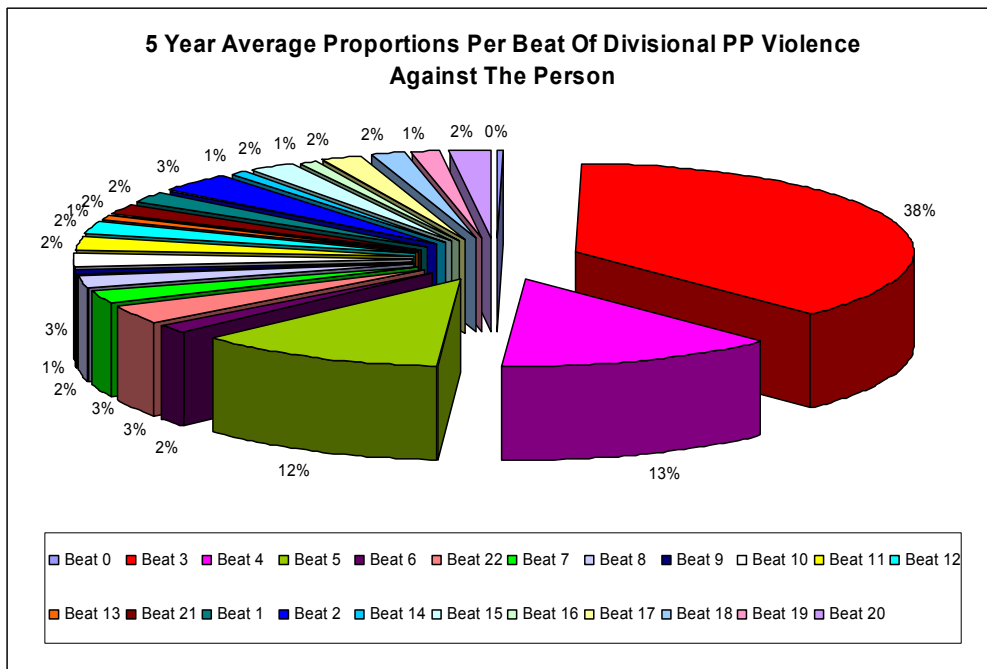
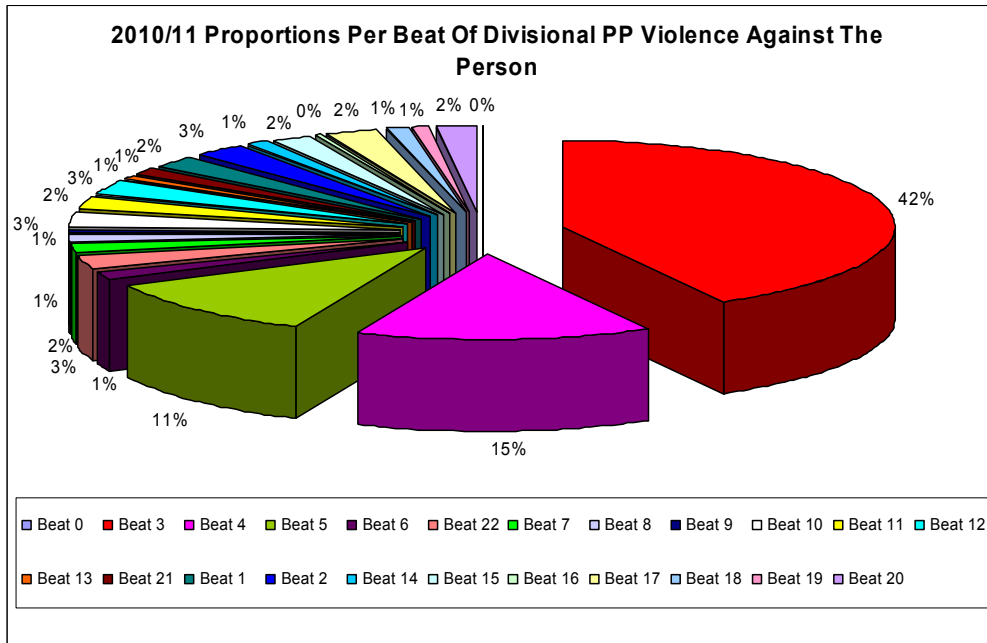


Anna Lalor, Performance Analyst

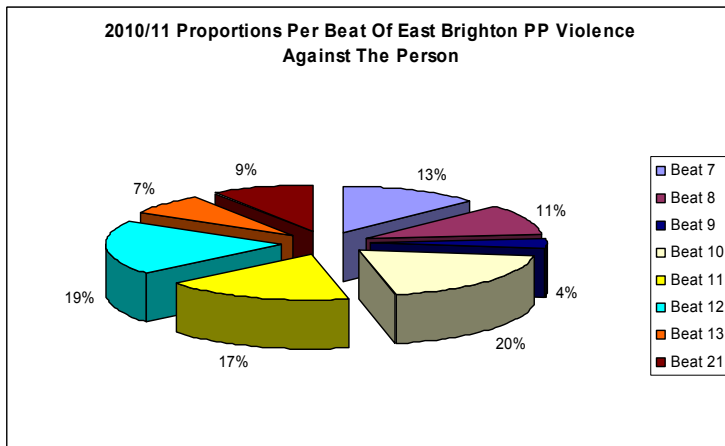
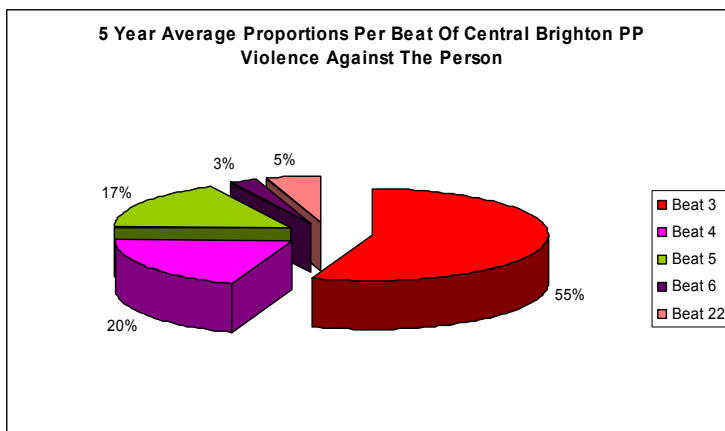
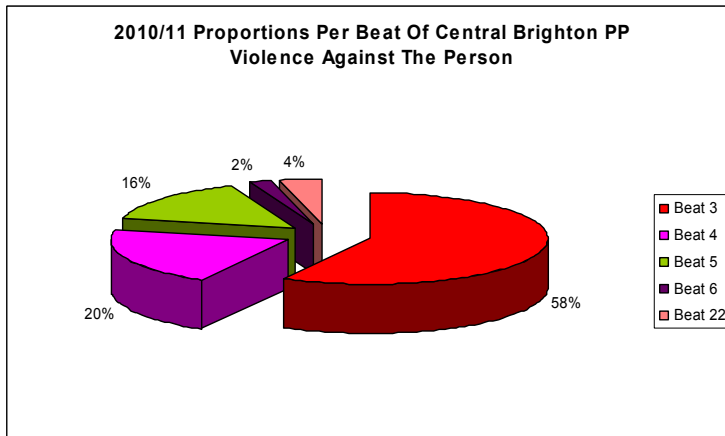
Violence Against The Person Levels Per Beat And Year



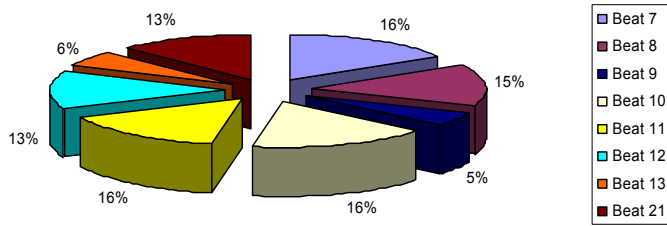
Proportions Per Beat of Divisional PP Violence Against The Person for the 5 Yr Average and PPY 2010/11



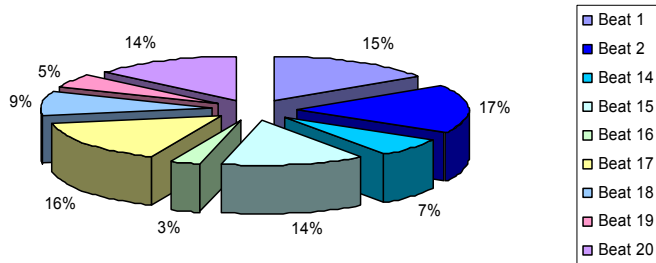
Proportions per Beat for each area of Brighton & Hove



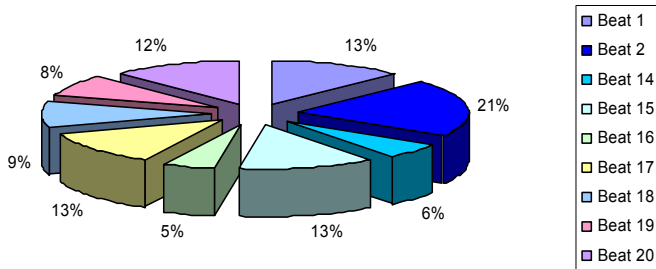
5 Year Average Proportions Per Beat Of East Brighton PP Violence Against The Person



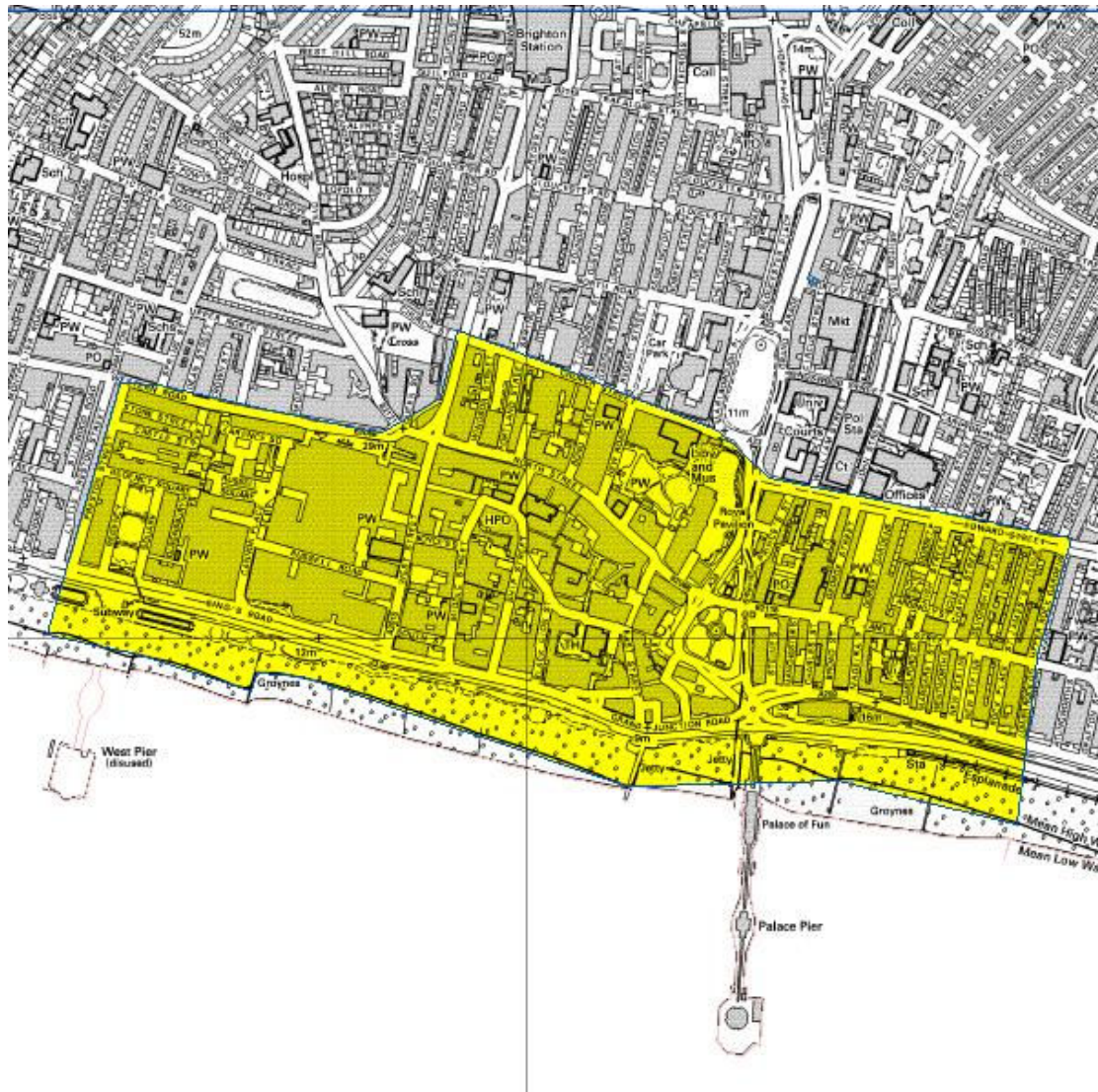
2010/11 Proportions Per Beat Of West Brighton PP Violence Against The Person



5 Year Average Proportions Per Beat Of West Brighton PP Violence Against The Person



Brighton & Hove City Council - Cumulative Impact Zone



The Cumulative Impact Zone comprises the area bounded by and including: the north side of Western Road, Brighton from its intersection with the west side of Spring Street to the junction with the west side of Dyke Road at its eastern end; from there, north-east to the junction of the north side of Ayr Street with the west side of Queens Road and then northward to the north-west corner of Queens Road junction with Church Street; thence along the north side of Church Street eastwards to its junction with Marlborough Place and continuing south-east across to the north-western junction of Edward Street; along the north side of Edward Street to the east side of its junction with Egremont Place and southward along the eastern sides of Upper Rock Gardens and Rock Gardens; southward to the mean water mark and following the mean water line westward to a point due south of the west boundary of Preston Street; northward to that point and along the west side of Preston Street to its northwest boundary and then diagonally across Western Road to its intersection with the west side of Spring Street

Brighton & Hove City Council – Special Stress Areas

The areas recommended for further monitoring and detailed guidance within the Special Policy comprise the following as pictured below:-



Area 1 - an area bounded by and including: the north side of Western Road, Brighton from its intersection with the west side of Spring Street and along the north side of Western Road, Hove to its intersection with the west side of Holland Road; southward along the west side Holland Road to its end and then due south across the Kingsway to the mean water mark; along the mean water mark eastwards to the intersection with the boundary of the cumulative impact zone and along that boundary northwards to the intersection of Western Road, Brighton with the west side of Spring Street.

Area 2 – an area bounded by and including: from a point on the west side of the Surrey Street / Terminus Road intersection adjacent to Guildford Road eastwards along the north side of Trafalgar Street to its eastern end; due east

across York Place to the east side of Richmond Place; southward along the east side of Richmond Place and Grand Parade to the cumulative impact zone's Edward Street boundary; westwards along the cumulative impact zone's northern boundary to the north-west corner of the Church Street junction with Queens Road; north along the west sides of Queens Road and Surrey Street to the point on the west side of the Surrey Street / Terminus Road intersection adjacent to Guildford Road.



Brighton and Hove

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18 March 2011

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Planning and Public Protection
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www.brightonandhove.nhs.uk

Dear Tim,

I attach (below) a summary of some recent work undertaken in the Public Health Directorate looking at the latest information on the impact of alcohol on the health of the population in Brighton and Hove. I would like to draw your attention to some particular findings that I wish to be considered with respect to the recent application by Sainsbury's to sell alcohol in North Street.

In Brighton and Hove there are high numbers of deaths in men as a result of alcohol use, there are high numbers of hospital admissions due to alcohol, high levels of binge drinking and high levels of alcohol-related crime and violent crime. In these and many other respects Brighton and Hove the impact of alcohol consumption in Brighton and Hove is much worse than in England as a whole.

I wish to point out the particular risks to children from alcohol. Half of 14-15 year olds in Brighton and Hove report drinking in the previous week, and almost twice as many children in Brighton and Hove compared to England as a whole report that they have been drunk three or four times in the last four weeks (9% versus 5%) There are on average 356 children aged 13-18 years who are treated in A&E in Brighton and Hove each year because of alcohol and a high number of under 18 year olds in Brighton and Hove are admitted to hospital as a result of alcohol misuse. Again, Brighton and Hove is significantly worse than England in these respects and these figures shows no evidence of reducing. The residents who are most at risk of being admitted to hospital as a result of alcohol related harm are those living in East Brighton, Queen's Park, Goldsmid and St. Peter's and North Laine. East Brighton is also an area of the city with a high proportion of children. Alcohol is therefore an important cause of child ill health and in my view the licensing and sale of alcohol is an issue of child protection. As you know, children protection should be taken into account when considering licensing applications. It is clear that this issue is particularly relevant for Brighton and Hove.

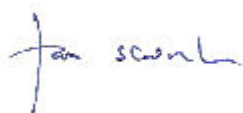
It is also evident that alcohol is placing increasing pressure on health services. The data from ambulance services confirms that the central area of Brighton and Hove is particularly problematic. The highest numbers of calls to ambulance services related to alcohol are from the areas of Regency, St Peter's and North Laine and Queens Park. It is my view that we should be seeking as a priority to reduce the alcohol supply outlets in these areas of highest risk rather than increase them.

Published evidence suggests that higher alcohol pricing would help in reducing the toll that alcohol is taking on the population, including children, but this does not appear to be forthcoming from the government so we must look at what we can do locally. The City Council has been very supportive of the considerable safety net procedures, early detection and education programmes we have put in place in recent years. Another tool available to us is to restrict the local availability of alcohol. There is strong evidence that reducing supply reduces excessive consumption.

I would like to put on record that I recognise that Sainsbury's is in many ways an exemplar retailer and I do not doubt that precautionary measures would be put in place in an effort to minimise the chances of sales to under-age drinkers. However, we know from local research that many young people use fake identity cards, and that older siblings and even parents buy alcohol for their own children. Responsible retailing is likely to have a limited effect on curbing under-age drinking.

In summary then, alcohol is taking a considerable public health toll on the residents of Brighton and Hove and children and young people are very much on the receiving end. There is perhaps one chink of light. The latest figures show that there are over 5,000 hospital admissions for alcohol-related harm. Figures had been increasing year-on-year until last year when there was a small decrease. It may be then, that we are on the point of turning the corner on alcohol and if this is so, it is likely to be in no small part due to the considerable effort put in by health, social, police and voluntary services and some businesses. It seems to me irresponsible to jeopardize the chance of at last making some headway with this almost intractable public health problem which blights the lives of so many children, adults, families and communities in Brighton and Hove.

Yours sincerely



Dr Tom Scanlon
Director of Public Health

Interim Chair: Denise Stokoe Chief Executive: Amanda Fadero

NHS Brighton and Hove is the working name of
Brighton and Hove City Teaching Primary Care Trust.



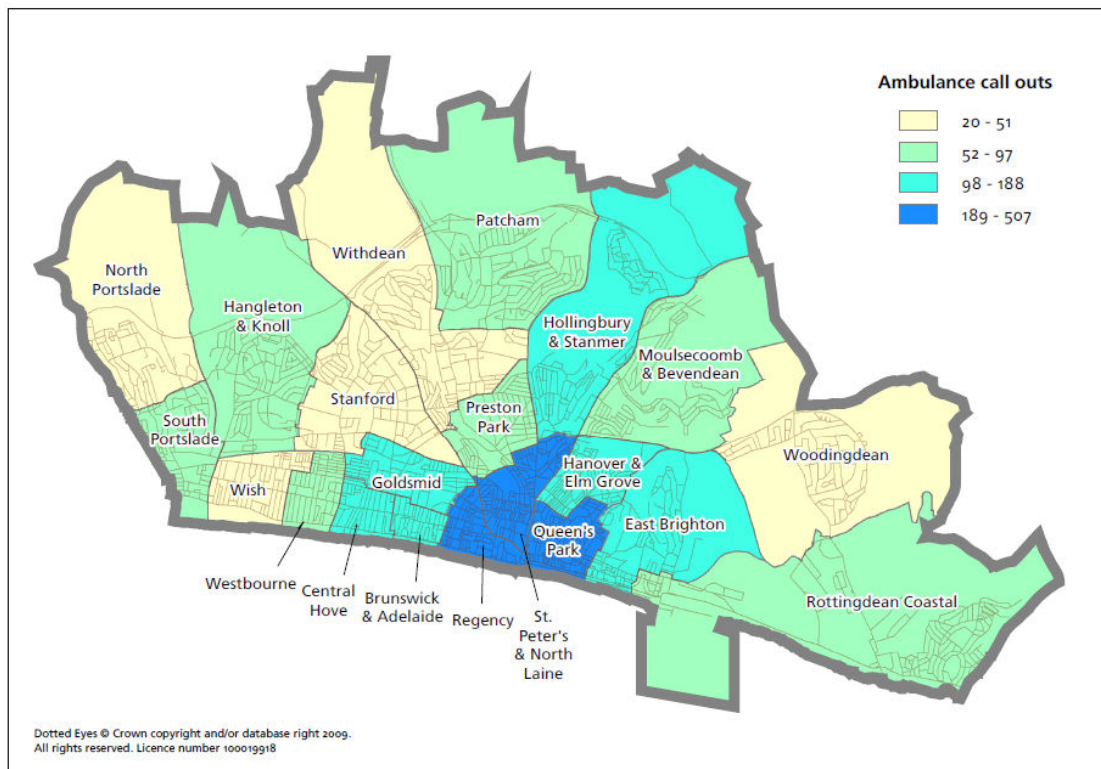
Summary Alcohol Data

Alcohol profiles produced for each local area by the North West Public Health Observatory show that Brighton and Hove is significantly worse than England on many indicators which show the great impact of alcohol on health and wellbeing in the city, including:

- Deaths specifically from alcohol and chronic liver disease in males¹
- Deaths related to alcohol in males²
- Alcohol specific hospital admissions for under 18 year olds
- Alcohol specific and alcohol related hospital admissions for adults (males and females)
- Alcohol related crime and violent crime
- Estimates of drinking above recommended levels and binge drinking

In total 15 of the 21 indicators where significance can be calculated are significantly worse in Brighton and Hove than England.

Map 1: Number of Sussex ambulance service call outs which are alcohol related, April 2010 to January 2011 by electoral ward

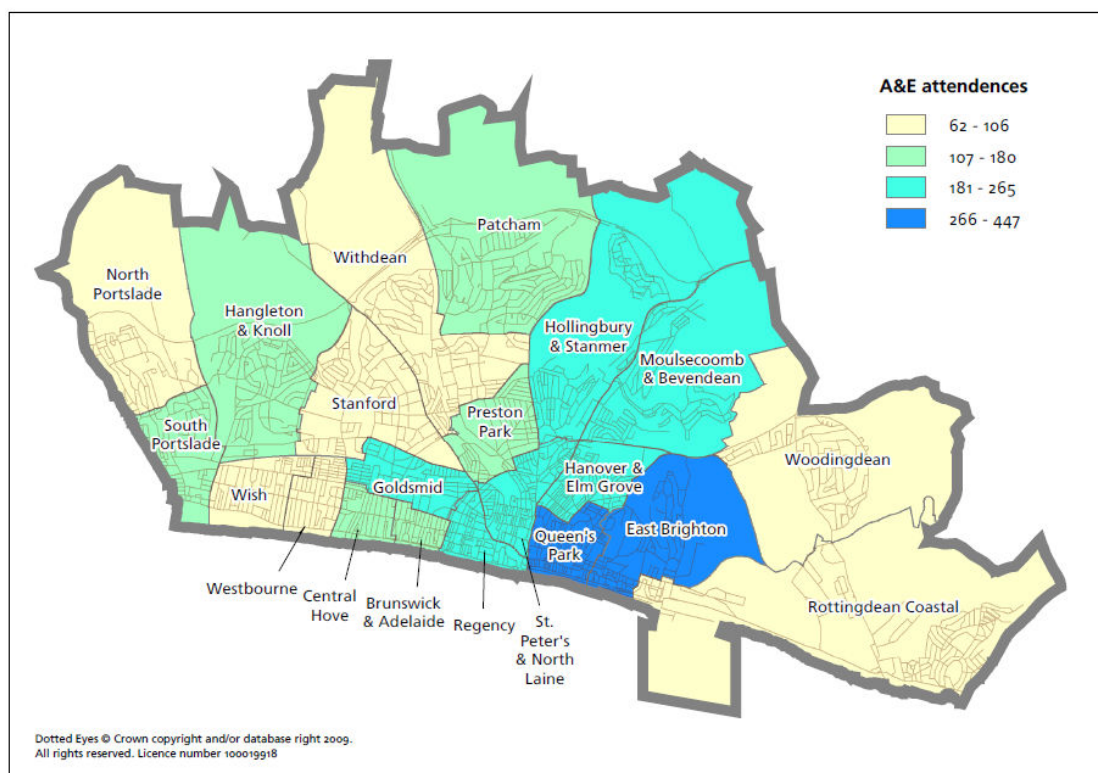


Map produced by NHS Brighton and Hove Public Health Department

¹ Conditions that are wholly related to alcohol (e.g. alcoholic liver disease or alcohol overdose).

² Alcohol-specific conditions plus conditions that are caused by alcohol in some, but not all, cases (e.g. stomach cancer and unintentional injury)

Map 2: Number of A&E attendances (all ages) which are alcohol-related, 2008 to 2010 by ward

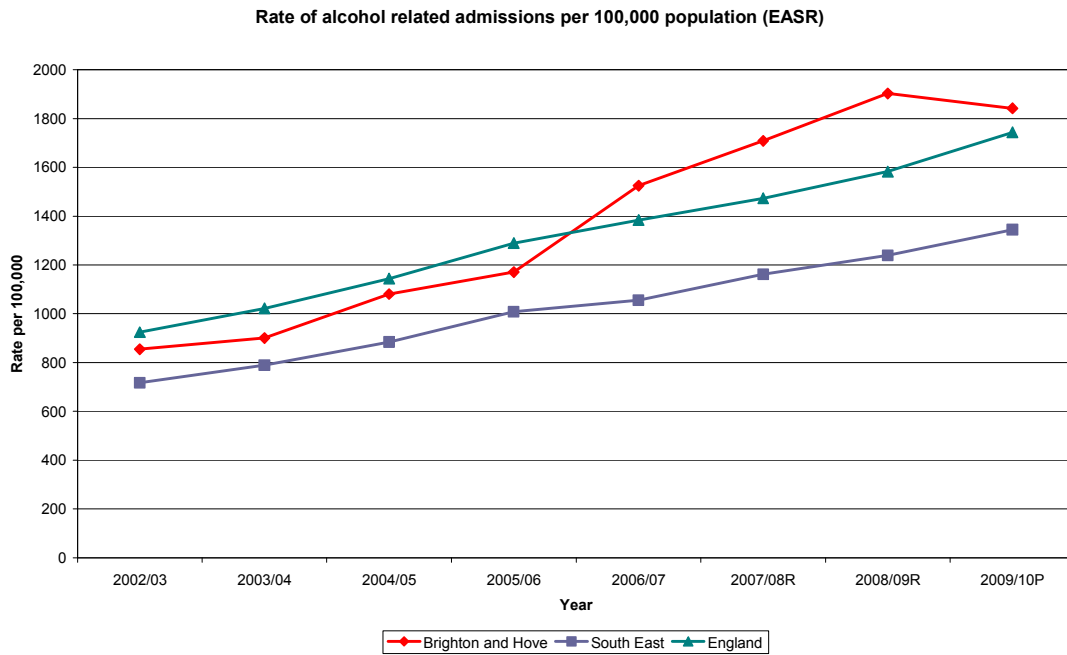


Map produced by NHS Brighton and Hove Public Health Department

There were 356 recorded attendances at Brighton hospital Accident & Emergency (A&E) by children and young people living in the city aged 13-18 years in 2010. This has remained at this level for the last four years and does not show any signs of reducing. These figures are however collated from key word searches on the electronic A&E record and considered to underestimate the true number.

In 2009/10 there were 5,029 hospital admissions of Brighton and Hove residents for alcohol-related harm, a rate of 1,842 per 100,000 population 6% higher than England and 37% higher than across the South East (Figure 1). There was a slight fall in the city between 2008/09 and 2009/10; however prior to that the rate of increase in the city was 15% per year, compared with 8% nationally and the overall upward trend is a major concern for the city (North West Public Health Observatory, 2010).

Figure 1: Age-standardised hospital admission rate (per 100,000) for alcohol-related harm 2002/03 to 2009/10)



Source: North West Public Health Observatory

Data compiled and produced by Public Health Intelligence Team, March 2011

Interim Chair: Denise Stokoe Chief Executive: Amanda Fadero

NHS Brighton and Hove is the working name of Brighton and Hove City Teaching Primary Care Trust.



Alcohol

The high level of morbidity and mortality related to alcohol in Brighton and Hove is highlighted as one of the key health and wellbeing issues for the city in the 2011 Joint Strategic Needs Assessment Summary (NHS Brighton and Hove and Brighton and Hove City Council, 2011).

Alcohol profiles produced for each local area by the North West Public Health Observatory show that Brighton and Hove is significantly worse than England on many indicators which show the great impact of alcohol on health and wellbeing in the city, including:

- Deaths specifically from alcohol and chronic liver disease in males³
- Deaths related to alcohol in males⁴
- Alcohol specific hospital admissions for under 18 year olds
- Alcohol specific and alcohol related hospital admissions for adults (males and females)
- Alcohol related crime and violent crime
- Estimates of drinking above recommended levels and binge drinking

(North West Public Health Observatory Local Authority Profiles, 2010).

In total 15 of the 21 indicators where significance can be calculated are significantly worse in Brighton and Hove than England. The latest profile for Brighton and Hove is attached with this evidence.

Estimated levels of alcohol consumption in the city

In the city it is estimated that a quarter of adults engage in increasing risk drinking, defined as consumption of between 22 and 50 units of alcohol per week for males, and between 15 and 35 units of alcohol per week for females. A further 6% are estimated to engage in higher risk drinking, defined as consumption of more than 50 units of alcohol per week for males, and more than 35 units of alcohol per week for females (North West Public Health Observatory, 2010). COMPARISON

Over a quarter of adults in the city (27%) are estimated to binge drink - that is to consume at least twice the daily recommended amount of alcohol in a single drinking session (that is, 8 or more units for men and 6 or more units for women) – significantly higher than the estimate for England at 18%.

For every 100,000, working age people in the city almost 200 claimants Incapacity Benefit or Severe Disablement Allowance with the main medical reason being alcoholism, this rate is 1.7 times higher in Brighton and Hove than in England (August 2009).

Ambulance call outs⁵

Since April 2010 Sussex ambulance service has routinely recorded whether call outs are alcohol related. Between April 2010 and January 2011 there were 2,865 alcohol related call outs in the city, an average of 66 call outs per week.

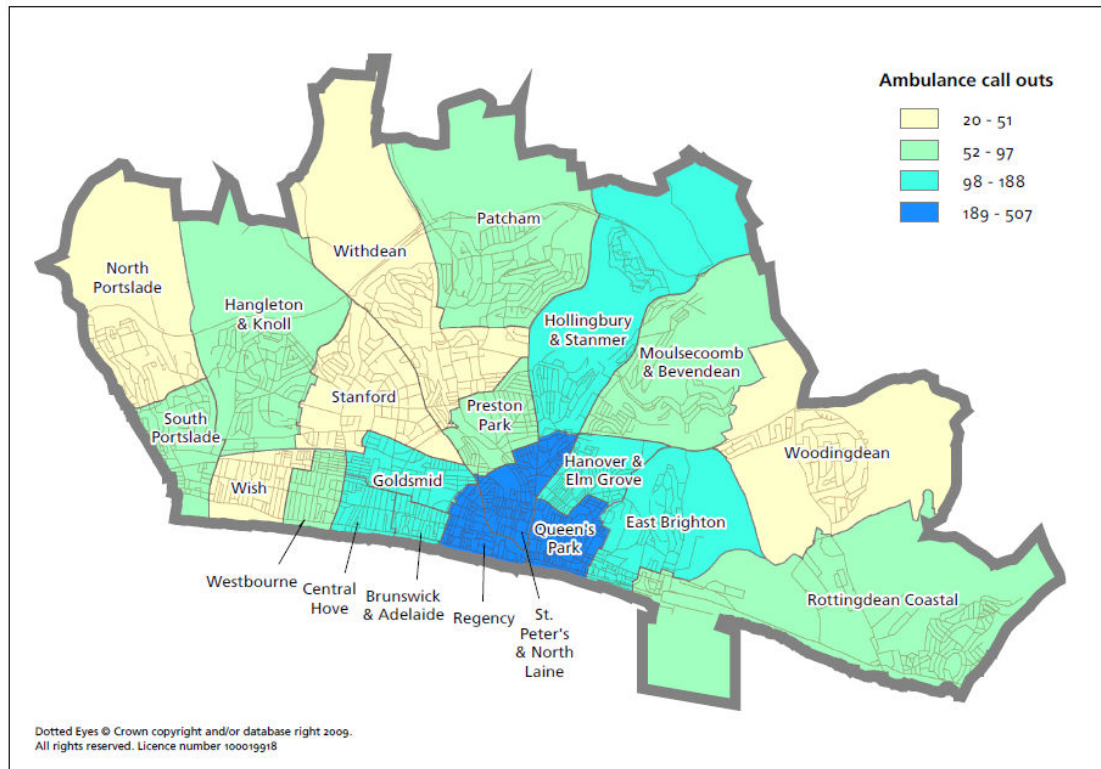
³ Conditions that are wholly related to alcohol (e.g. alcoholic liver disease or alcohol overdose).

⁴ Alcohol-specific conditions plus conditions that are caused by alcohol in some, but not all, cases (e.g. stomach cancer and unintentional injury)

⁵ Ambulance data is based upon the location of the call out compared with A&E and hospital inpatient data which is based upon the residence of the patient.

Map 1 shows the spread across the city with the highest numbers of call outs in Regency (507 call outs), St Peter's and North Laine (439) and Queen's Park (430) electoral wards. Map 2 focuses in on these areas of the city and maps the number of call outs by smaller geographical areas called output areas.

Map 1: Number of Sussex ambulance service call outs which are alcohol related, April 2010 to January 2011 by electoral ward.

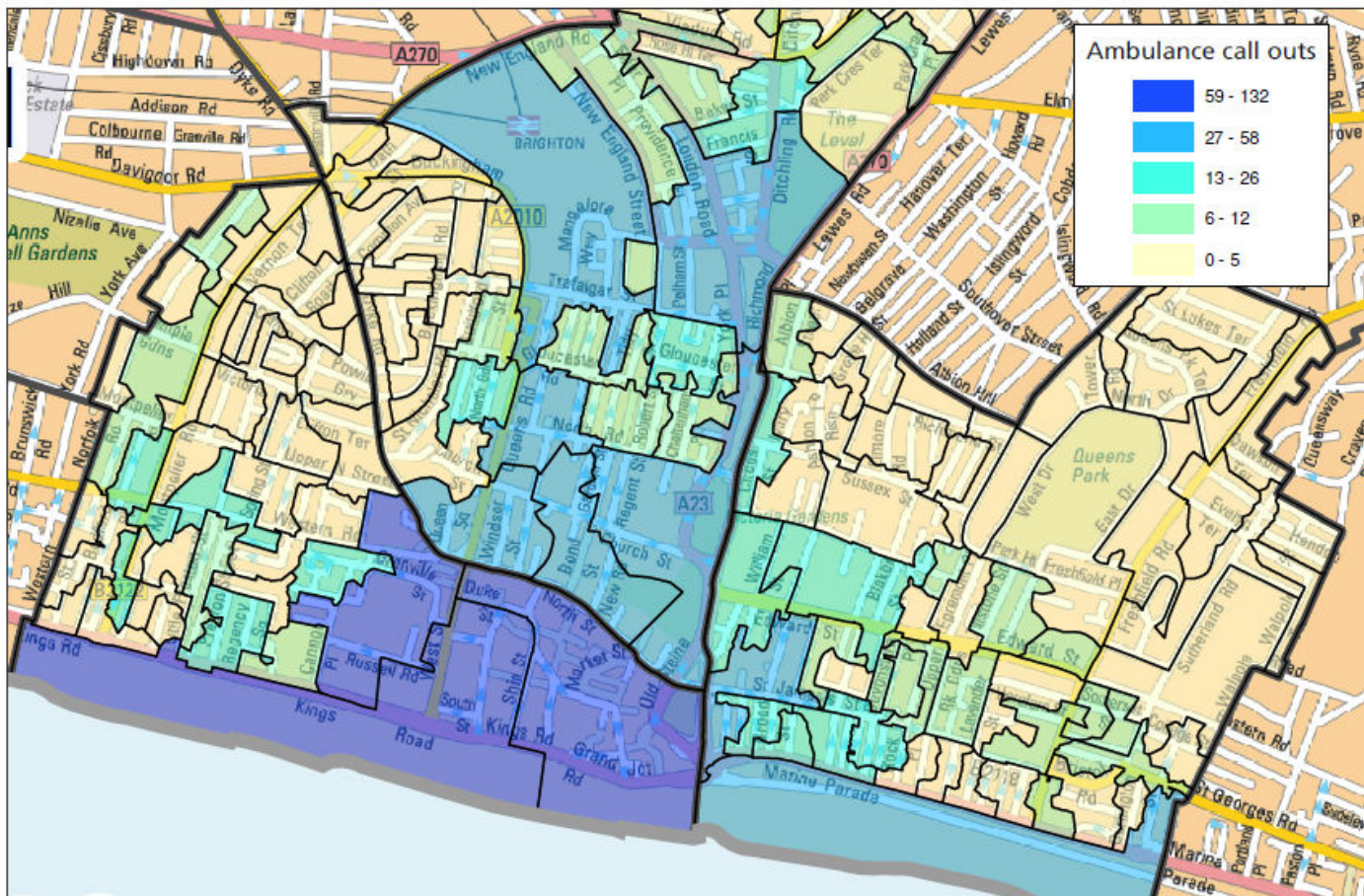


Source: Sussex ambulance service, map produced by NHS Brighton and Hove Public Health Department

Map 2 shows that the areas with the highest concentrations of call outs are the areas around the Old Steine, the southern lanes, West Street and Kings Roads plus the adjacent seafront.

Following this are the areas of Marine Parade, the bottom of St James Street, the North Laines area and around Brighton Station and London Road.

Map 2: Number of Sussex ambulance service call outs which are alcohol related, April 2010 to January 2011 by output area in the city centre area.



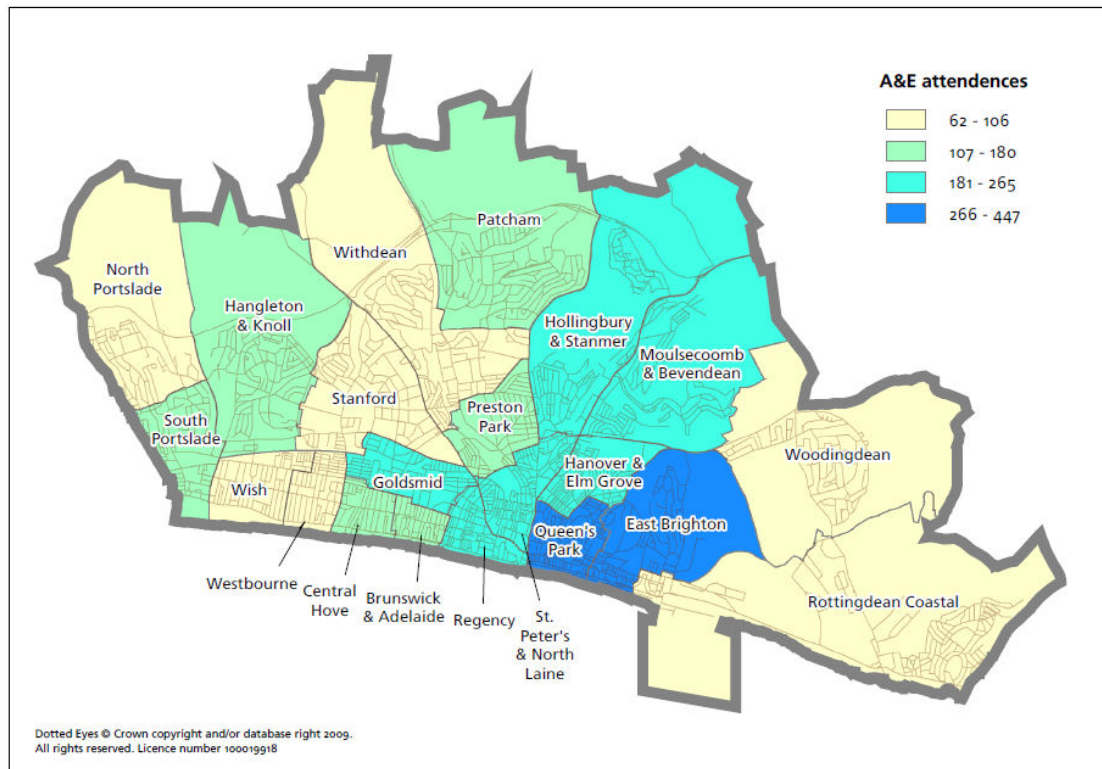
Dotted Eyes © Crown copyright and/or database right 2009. All rights reserved. Licence number 100019918

Source: Sussex ambulance service, map produced by NHS Brighton and Hove Public Health Department

Accident and Emergency

There were 411 A&E attendances of Brighton and Hove residents which were alcohol related in 2010. These figures are collated from key word searches on the electronic A&E record and so could well underestimate these numbers. Map 3 shows the number of alcohol related attendances at A&E by the ward of residence of the patient. It is clear that the wards with the highest numbers of attendances are Queen's Park (which runs from the bottom of St James Street in the West) and East Brighton.

Map 3: Number of A&E attendances which are alcohol related, 2008 to 2010 by ward.

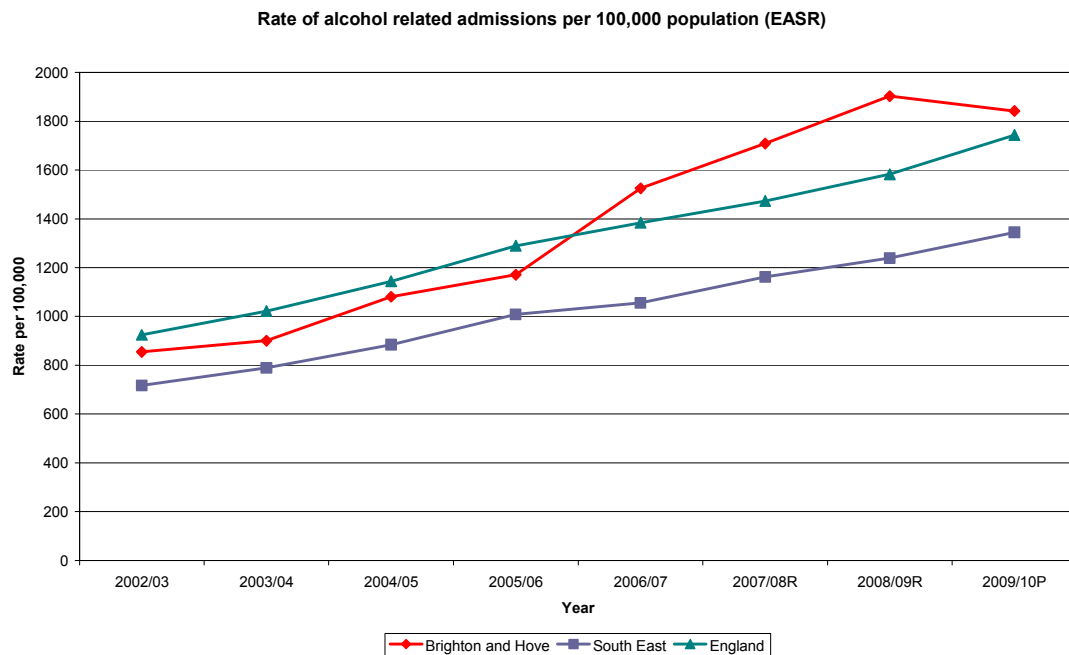


Map produced by NHS Brighton and Hove Public Health Department

Alcohol related hospital admissions

In 2009/10 there were 5,029 hospital admissions of Brighton and Hove residents for alcohol related harm (1,414 alcohol specific admissions), a rate of 1,842 per 100,000 population 6% higher than England and 37% higher than across the South East (Figure 1). There was a slight fall in the city between 2008/09 and 2009/10; however prior to that the rate of increase in the city was 15% per year, compared with 8% nationally and the overall upward trend is a major concern for the city (North West Public Health Observatory, 2010).

Figure 1: Rate of hospital admissions per 100,000 for alcohol related harm 2002/03 to 2009/10 (age standardised)



Source: North West Public Health Observatory

Deaths related to alcohol

There are on average 38 deaths wholly related to alcohol a year in Brighton and Hove and the city has a male death rate which is almost double that of England (25.5 deaths for every 100,000 males in Brighton and Hove compared to 13.1 for every 100,000 males in England). When deaths from conditions that are caused by alcohol in some, but not all, cases are included there are around 100 deaths per year in Brighton and Hove per year. Again the rate for males in Brighton and Hove is significantly higher than England (North West Public Health Observatory, 2010).

Children and young people

As with adults, alcohol has a considerable effect on the health and wellbeing of children and young people in the city.

Findings from a local survey indicate that 49% of people aged 14-15 years report drinking in the last week (NHS Brighton and Hove, 2007). In 2009, 5% of 10-14 year old pupils in England said they had been drunk three or more times in the last four weeks compared with 9% in Brighton and Hove. For primary and secondary school pupils a significantly higher proportion of children in the city have ever tried alcohol than in England (49% and 42% respectively) (Department for Education, 2010).

There are, on average, 30 attendances at Brighton hospital Accident & Emergency (A&E) by children and young people living in the city aged 13-18 years each month (356 in total in 2010). This has remained at this level for the last four years and does not show any signs of reducing. These figures are collated from key word searches on the electronic A&E record and so could well underestimate these numbers.

In addition 24 people aged under 18 years and 558 18-24 year olds were seen by Safe Space in 2010.⁶ Of all people seen by Safe Space 87% were alcohol or drug related with ambulance use prevented in 11% of people seen and A&E use prevented for 37%.

Also of great concern is the number of children and young people who live in the city who have to be admitted to hospital each year due to alcohol. There are on average 43 admissions per year of Brighton and Hove residents aged less than 18 years for conditions which are wholly related to alcohol. This is a rate of 93 admissions per 100,000 children and young people under the age of 18 years in the city, significantly higher than England at 65 admissions per 100,000. The city has seen an increase of just over a quarter (26%) in this rate between 2004/05 to 2006/07 and 2006/07 to 2008/09.

⁶ Safe Space is run by Brighton and Hove Drug and Alcohol Action Team (DAAT), Hove YMCA, the Red Cross and Sussex Police for all age groups. It is based at St.Paul's Church on West Street and is open from 10pm to 3am on Friday and Saturday nights. It provides a first point of contact for people who have come into difficulty on a night out: be they injured, had an accident, lost their friends, drunk too much, taken too many drugs or generally feeling unsafe. The aim is to reduce alcohol-related crime, A&E attendances and hospital admissions.

Effectiveness of interventions on price and availability of alcohol

The 2009 Alcohol Joint Strategic Needs Assessment included an overview of the evidence of effective intervention for preventing and reducing alcohol misuse. This section is taken from that report.

The literature suggests that some of the most effective interventions need to be implemented at a policy level. These are concerned with pricing, availability and marketing of alcohol.

Price and binge drinking

- Studies have shown that the higher the price of alcohol, the less it is consumed and the more affordable it is the more people consume. This is true for both children and adult heavy drinkers.
- Increasing the price of alcohol may serve as a deterrent to children to start drinking and for older heavy drinkers; it reduces the occasion of binge drinking.
- Heavy drinkers are also sensitive to price, with higher alcohol taxes or prices leading to reductions in deaths from liver cirrhosis, and the consequences of binge drinking, including fatality rates from traffic crashes, and reduced rates of crime, including assault, violence related injury, homicide, family violence, and child abuse and other violence towards children.

Availability and binge drinking

- Restricting the availability of alcohol has also been proven to be a good deterrent to binge drinking. The smaller the number of outlets for alcoholic beverages, the greater the difficulty in obtaining alcohol, a situation that is likely to deter alcohol use and problems.
- An example of the impact of increased availability can be seen in the city of Manchester where the capacity of licensed premises increased by 240% between 1998 and 2001, whilst the number of assaults reported to the police increased by 225% between 1997 and 2001 (Alcohol Concern, 1999)
- Studies show that although changing either hours or days of alcohol sale can redistribute the times at which many alcohol related crashes and violent events related to binge drinking take place, it does so at the cost of an overall increase in problems.

(NHS Brighton and Hove, 2009)

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<http://www.brightonandhove.nhs.uk/about/improving/jsna/index.asp>

North West Public Health Observatory, Alcohol Profiles, accessed November 2010. Available at <http://www.nwpho.org.uk/alcohol/>

Prevention of Public Nuisance

The Environmental Protection Team remains part of the Environmental Health and Licensing Service. The Environmental Protection Team continues to respond to all domestic and commercial noise complaints in the City, including noise complaints relating to licensed premises. Over the past three years the total number of noise complaints received has remained fairly consistent. Table I below details the total number of noise complaints received over the past three years.

Table 1

Year	TOTAL number of noise complaints
2008/9	3443
2009/10	3370
2010/11	3429

Under the provisions of the Licensing Act 2003 The Environmental Protection Team is still the ‘responsible authority’ for noise and the prevention of public nuisance.

As a ‘responsible authority’ the Environmental Protection Team continues to inspect all applications for new premises licences and licence variations. This includes the new provision of Minor Variations. Where there are concerns relating to public nuisance a representation is made. Licence reviews have also been requested to prevent public nuisance. Applying licence conditions which mitigate and control noise has been a valuable method of preventing public nuisance.

Joint Intelligence Meetings continue to be a valuable forum for exchanging information relating to licensed premises. These are routinely attended by all the Licensing Act 2003 ‘responsible authorities’. In addition, the City Council’s out of hours noise patrol service provides an excellent opportunity to investigate late night noise from licensed premises. The Warning and Fixed Penalty Notices under the provisions of the Noise Act 1996 have been extended to include licensed premises and are a valuable tool for managing late night noise.

The majority of noise from licensed premises relates to noise from live and amplified music, and noise from people. Noise from people includes noise from people inside the premises, and noise from people using outside areas (inc the Highway adjacent to the premises). The Health Act 2006, and the ban on smoking inside premises, continues to bring complaints relating to noise from smokers outside.

Table 2 below shows the number of noise complaints relating to licensed premises over the past three years. This includes licensed cafes, restaurants, pubs and clubs and supermarkets and takeaways.

Table 2

YEAR	Total number of noise complaints relating to licensed premises
2008/9	383
2009/10	322
2010/11	299

It is pleasing to note that since 2008 there has been 22% reduction in noise complaints relating to licensed premises. The percentage of noise complaints relating to licensed premises in the Cumulative Impact Zone and Special Stress Areas remains fairly similar over the past three years. For 2010/11 36% of noise complaints from licensed premises were in the Cumulative Impact Zone. This compares to 33% the previous two years. Again for 2010/11 17% noise complaints from licensed premises were in the Special Stress Areas. This compares to 15% the previous two years.

There are a number of factors that could explain the reduction in noise from licensed premises:

- The third year of operation of increased teams of noise officers on summer weekend nights.
- The prioritised, risk based inspection program of licensed premises
- The continued joint intelligence exchange between responsible authorities
- Strong relationship between licensed trade, customers & community. Partnership approach reduces conflict between agencies and targets resources better.
- Proper standards of public protection is salient in current economic climate, supporting local economic vitality. Robust enforcement against rogues but supporting legitimate business by risk based consistent regulation
- The existence of the cumulative impact and special stress areas

The existence of the Cumulative Impact Zone has clearly contributed to the reduction in noise complaints associated with licensed premises. We therefore recommend that the Cumulative Impact Zone is further expanded to include the Special Stress Areas and possibly widen it further to include areas which are known thoroughfares for customers returning from licensed premises. The attached hot spot maps show the distribution of noise complaints associated with licensed premises over the past two years. These maps support this recommendation, and also support a further recommendation to create a new Special Stress area beyond the expanded Cumulative Impact Zone.

These findings continue to demonstrate that the Cumulative Impact Policy plays a key part preventing public nuisance and I would recommend that it continues as extant policy.

Annie Sparks
Environmental Health Manager

APPENDIX E

PUBLIC PERCEPTIONS OF DRUNK AND ROWDY BEHAVIOUR

Table 1

	BVPI 2003 (n=1500-1900)	BVPI 2006 (n=1400-1750)	CityViews 2007 (n=1450-1950)	Place Survey 2008 (n=1850-2200)
% of respondents who thought that people being drunk or rowdy in public places was a very or fairly big problem in their local area.	63.9	49.2	37.2	33.9

In the 2008 Brighton & Hove Place Survey, a third of respondents (34%) thought people being drunk or rowdy in public places was a very or fairly big problem in their local area. This measure has seen a clear decline since 2003 when the figure stood at 64%. Compared with Brighton & Hove Community Safety Partnership benchmarking group this result was slightly worse than the median (ranking 9 out of 15). However, Brighton & Hove ranks poorly (bottom) on this measure compared with other areas in Sussex.

When compared with seven other types of anti-social behaviour, drunk and rowdy behaviour in public places ranked second highest as an issue which people most believed to be problematic in their local area.

Drunk and rowdy behaviour in public places is also an important issue to those people who do not think that the police and other local services are successfully dealing with crime and anti-social behaviour in their local area. Fifty-seven per cent of those who had low confidence in the police and other local services believed this was a problem, compared to just 22% of those who had a positive view of the police and other local services.

Which communities are more likely to think there is a problem with drunk and rowdy behaviour?

- Younger people 18-24 (48%)
- LGBT community (43%)
- 'White Other' respondents (47%)
- Housing association residents (57%)
- Private renters (48%)ⁱ

Figure 1

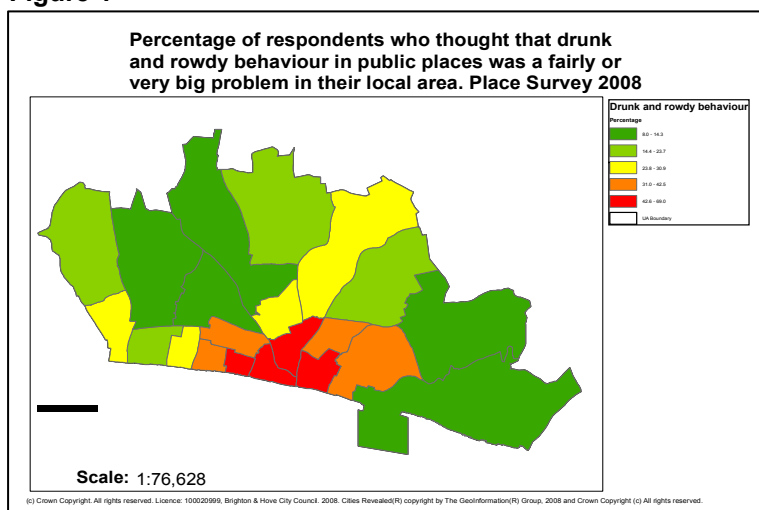
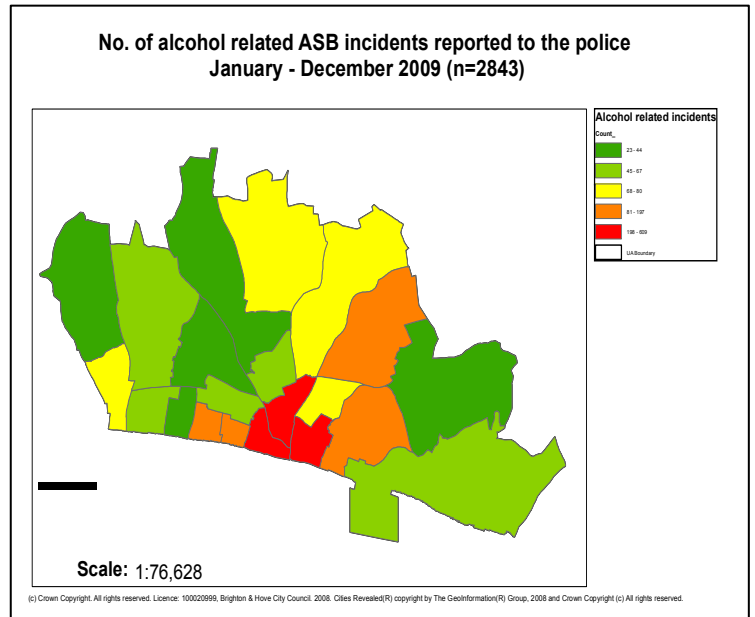


Figure 1 shows that the city centre wards of Regency, Queen's Park, St Peter's & North Laine and Brunswick & Adelaide have the highest percentage of residents who believed that drunk and rowdy behaviour

is a problem in their local area.

It is interesting to compare these perceptions with actual numbers of alcohol-related disorder as recorded in the police call handling database. Figure 2 shows in red which wards have the highest numbers of alcohol-related incidents. There is alignment in about half wards between perceptions and actual data. Four wards showed perceptions which were in fact better than the level of alcohol related ASB incidents. These were Hangleton & Knoll, Patcham, Moulsecomb & Bevendean and Rottingdean Coastal. On the other hand, there were 6 wards where the perception of drunk and rowdy behaviour was worse than the actual level of incidents. These were North Portslade, Hanover & Elm Grove, Brunswick & Adelaide, Goldsmid, Westbourne and Preston Park. The largest 'perceptions gap' was in Goldsmid and Westbourne wards.

Figure 2



ⁱ Have Your Say Place Survey 2008 Headline Report, The Analysis and Research Team, BHCC, 2009

Add Partnership Community Safety Team analysis PDF documents here

Appendix F

Example of matrix for licensing decisions in a Statement of Licensing Policy

	Cumulative Impact Area	Special Stress Area and London Road	Mixed Commercial and Residential Areas	Residential Area	Marina
Restaurant	Yes (2am)	Yes (2am)	Yes	Yes (11.30pm)	Yes
Late Night Takeaways	No	Yes (midnight)	Yes (midnight)	Yes (midnight)	Yes
Night Club	No	No	Yes (3am)	No	Yes
Pub	Yes (11pm)	Yes (11pm)	Yes (3am)	Yes (11pm, midnight Friday and Saturday)	Yes
HVVD (Super pub)	No	No	No	No	Yes
Non-alcohol lead (e.g. Theatre)	Yes (favourable)	Yes (favourable)	Yes (favourable)	Yes	Yes
Off-licence	No	No	No	Yes (8pm)	Local shops only
Members Club	Yes (<100)	Yes (<100)	Yes	Yes (11pm and midnight Friday and Saturday)	Yes

Notes

- 1) Policy would be strictly adhered to
- 2) Each application would be considered on individual merit
- 3) Departure from policy is expected only in exceptional circumstances
- 4) Exceptional circumstances will not include quality of management or size of venue except where explicitly stated in policy matrix
- 5) Exceptional circumstances may include: close consultation with Sussex Police and the Licensing Authority, meeting requirements of responsible authorities, an appropriate corporate social responsibility policy, community contribution to off set impact (such as financial contribution to infrastructure), community support, alcohol sale ancillary business activity (demonstrable to responsible authorities and licensing authority, for instance by licence condition allowing authorised officers access to sales accounts), BCRP membership
- 6) The following licensing activities are encouraged and valued by the licensing authority: outdoor regulated entertainment, community based street parties, members clubs, traditional pubs outside the city centre and non-alcohol led licensable activities, particularly within city centre
- 7) Shatterproof drinking receptacles will normally be required by licence condition in alcohol led establishments in the city centre
- 8) Outdoor events will be supported where arranged through the council's event planning process
- 9) Favourable consideration will be given to residential need
- 10) Favourable consideration will be given to local businesses properly engaged with the local licensing authority and responsible authorities

