



# **CAMBRIDGE CITY COUNCIL**

## **STATEMENT OF LICENSING POLICY**

Cambridge is a unique blend of market town, sub-regional centre, national and international tourist attraction and centre of excellence for education and research. It is a city of great beauty and is renowned for the qualities of its streets, spaces and buildings.

Cambridge City Council (the Licensing Authority), in association with local partnerships, wants Cambridge to be vibrant, socially mixed, safe, convenient and enjoyable, where all residents feel integrated into the life of the City and a part of its success.

It is recognised that licensed entertainment provides a valuable contribution towards the economy of Cambridge and we seek to balance the needs of local business holders and licensees, whilst protecting those of local residents.

### **1. Introduction**

- 1.1 This Licensing Policy Statement has been produced in accordance with the requirements of the Licensing Act 2003 ('the Act') and is in line with guidance issued under Section 182 of the Act.
- 1.2 The policy relates to all those licensing activities identified as falling within the provisions of the Act, namely: -
  - Retail sale of alcohol
  - Supply of alcohol by or on behalf of a club, or to the order to a member of the club
  - The provision of regulated entertainment
  - The provision of late night refreshment
- 1.3 The policy relates to all types of premises covered by the Act.
- 1.4 The Licensing Authority will take the policy into account where its discretion is engaged (i.e. at a hearing following representations).
- 1.5 Nothing in this policy will undermine the right of any individual to apply under the terms of the Act for a variety of permissions and to have any such application considered on its individual merits.

- 1.6 The Licensing Authority may depart from this policy if the individual circumstances of any case merit such a decision in the interest of the promotion of the licensing objectives. Full reasons will be given for departing from the policy.

## **2. Objectives**

- 2.1 The Licensing Authority has a duty under the Act to carry out its licensing functions by promoting the licensing objectives, which are: -

- The prevention of crime and disorder
- Public safety
- The prevention of public nuisance, and
- The protection of children from harm.

Each objective has equal importance.

- 2.2 In carrying out its licensing functions, the Licensing Authority must also have regard to the licensing objectives, its Policy Statement and any statutory guidance under the Act and is bound by The Human Rights Act 1998. The Council must also fulfil its obligations under section 17 of the Crime and Disorder Act 1998 to do all that it reasonably can to prevent crime and disorder in Cambridge.

- 2.3 It is recognised that the licensing function is only one means of securing the delivery of the above objectives and should not be seen as a means for solving all problems within the community. However, the licensing function is an important means of achieving the objectives. The Licensing Authority will continue to work in partnership with its neighbouring authorities, the police, other agencies, local liaison groups, businesses and individuals towards the achievement of the licensing objectives through good practice.

- 2.4 The Licensing Authority will expect individual applicants to address the licensing objectives in their operating schedule having regard to the type of premises, the licensable activities to be provided, the operational procedures, the nature of the location and the needs of the local community. Applicants should include in their operating schedule the steps, which they consider necessary to promote the licensing objectives. If the steps are insufficient, or if the information given in the operating schedule does not enable a responsible authority or any other person to assess whether the steps proposed are satisfactory, it is more likely that relevant representations will be received, usually leading to a hearing.

### **3. Consultation**

- 3.1 In preparing this policy statement the Licensing Authority has consulted with the following:
- the Chief Officer of Police for Cambridgeshire
  - the Chief Officer of the Cambridgeshire Fire and Rescue Service
  - persons/bodies representative of the Local Authority with the function of public health
  - persons/bodies representative of local holders of premises licences
  - persons/bodies representative of local holders of club premises certificates
  - persons/bodies representative of local holders of personal licences
  - persons/bodies representative of businesses and residents in the City of Cambridge
  - the child protection agency
  - other organisations as appear to the Licensing Authority to be affected by licensing matters, including local community, cultural, educational and entertainment organisations.
- 3.2 We have considered the views of all those consulted prior to determining this policy.

### **4. Fundamental Principles**

- 4.1 Licensing is about regulating licensable activities on premises, such as qualifying clubs, pubs and temporary events which fall within the terms of the Act. Any conditions imposed will focus on matters that individual licensees and others in possession of relevant authorisations are able to control.
- 4.2 In addressing these matters, the Licensing Authority will primarily focus on the direct impact the activities taking place at the licensed premises will have on those living, working or engaged in normal activity in the area concerned.
- 4.3 Licensing law is not the primary mechanism for the general control of nuisance and anti-social behaviour by individuals once they are away from the licensed premises and, therefore, beyond the direct control of the individual, club or business holding the licence, certificate or permission concerned. Nonetheless, it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy in Cambridge.

## **5. The cumulative impact of a concentration of licensed premises**

- 5.1 Cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area e.g. the potential impact on crime and disorder or public nuisance.
- 5.2 The cumulative impact of licensed premises on the promotion of the licensing objectives is a matter that the Licensing Authority can take into account. This should not, however, be confused with 'need' which concerns the commercial demand for a particular type of premises e.g., a pub, restaurant or hotel. The issue of 'need' is therefore primarily a matter for the market to decide and does not form part of this licensing policy statement.
- 5.3 The Licensing Authority can only adopt a special policy on cumulative impact if there is evidence that a significant number of licensed premises concentrated in one area is causing a cumulative impact on one or more of the licensing objectives. The Licensing Authority will keep the situation as to whether an area is nearing this point under review.
- 5.4 The absence of a special policy does not prevent any responsible authority or other person making representations on a new application for the grant or variation of a licence on the grounds that the premises will give rise to a detrimental cumulative impact on one or more of the licensing objectives in a particular area.
- 5.5 The Licensing Authority has received representations from Cambridgeshire Constabulary that within the Cambridge Leisure Park, Cambridge City Centre, Mill Road and Hills Road areas, a high concentration of licensed premises has produced a detrimental impact upon the licensing objectives.
- 5.6 In response to these representations the Licensing Authority has undertaken the following steps in considering whether to adopt a special policy on cumulative effect within this statement of licensing policy:
- Identified concern about crime and disorder or public nuisance
  - Considered whether there is good evidence that crime and disorder are happening and are caused by customers of licensed premises and that the risk of cumulative impact is imminent
  - Identified the boundaries of the areas where problems are occurring
  - Consulted with those specified in section 5(3) of the Licensing Act 2003, on the proposal for a special policy in relation to new applications and variations to existing premises licences and club premises certificates and considered the outcome of the consultation

5.7 Having considered the available evidence and undertaken consultation, the Licensing Authority considers that it is appropriate and necessary to control cumulative impact. The Licensing Authority has adopted a special policy relating to cumulative impact to the areas set out in paragraph 5.8 below.

### **Special Policy on Cumulative Effect**

5.8 The Licensing Authority has adopted a special policy relating to cumulative impact in relation to the areas of the City:

- Within the city centre marked on the map at Appendix 1
- At the Cambridge Leisure Park marked on the map at Appendix 2. This area also includes the section of Cherry Hinton Road opposite the leisure park running from Hills Road to Clifton Road (both sides of the road).
- The entire length of Mill Road Cambridge (excluding Brookfields)
- The section of Hills Road running from the city to Purbeck Road (both sides of the road).

5.9 The evidence for this special policy is set out in Appendix 3

5.10 This special policy creates a rebuttable presumption that applications within the areas set out in paragraph 5.8 for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact will normally be refused, if relevant representations are received about the cumulative impact on the licensing objectives, unless the applicant can demonstrate why the operation of the premises involved will not add to the cumulative impact already being experienced.

5.11 Applicants will need to address the special policy issues in their operating schedules in order to rebut such a presumption.

5.12 Despite the presumption against grant, responsible authorities and/or other persons will still need to make a relevant representation before the Licensing Authority may lawfully consider giving effect to its special policy i.e. if no representation is received, the application must be granted (subject to such conditions as are consistent with the operating schedule and any mandatory conditions required by the Licensing Act 2003). Responsible authorities and other persons can make a written representation referring to information, which had been before the Licensing Authority when it developed its statement of licensing policy.

5.13 The Licensing Authority recognises that a special policy should never be absolute. The circumstances of each application will be considered properly and applications for licences and certificates that are unlikely to add to the cumulative impact on the licensing objectives may be granted. After receiving representations in relation to a new application or for a variation of a licence or certificate, the licensing authority will

consider whether it would be justified in departing from its special policy in the light of the individual circumstances of the case. The impact can be expected to be different for premises with different styles and characteristics. If the Licensing Authority decides that an application should be refused, it will still need to show that the grant of the application would undermine the promotion of the licensing objectives and that necessary conditions would be ineffective in preventing the problems involved.

- 5.14 This special policy will not be used:
- as a ground for revoking an existing licence or certificate when representations are received about problems with those premises
  - to justify rejecting applications to vary an existing licence or certificate except where those modifications are directly relevant to the policy (as would be the case with an application to vary a licence with a view to increasing the capacity limits of the premises) and are strictly necessary for the promotion of the licensing objectives
  - to include any provisions for a terminal hour in any particular area which might impose a fixed closing time akin to that under the 'permitted hours' provisions of the Licensing Act 1964
  - to impose quotas - based on either the number of premises or the capacity of those premises - that restrict the consideration of any application on its individual merits or which seek to impose limitations on trading hours in particular areas. Quotas have no regard to individual characteristics of the premises concerned. Proper regard will be given to those differences and the differing impact they will have on the promotion of the licensing objectives
- 5.15 This special policy will be reviewed regularly to assess whether it is still needed or should be expanded

### **Other mechanisms for controlling cumulative impact**

- 5.16 Once away from the licensed premises, a minority of consumers will behave badly and unlawfully. However, there are other mechanisms, both within and outside the licensing regime, that are available for addressing such issues. For example:
- planning controls
  - positive measures to create a safe and clean environment in partnership with local businesses, transport operators and others
  - the provision of CCTV and ample taxi ranks
  - powers to designate parts of the city as places where alcohol may not be consumed publicly
  - confiscation of alcohol from adults and children in designated areas
  - police enforcement of the law with regard to disorder and anti-social behaviour, including the issuing of fixed penalty notices

- police powers to close some premises for up to 24 hours on the grounds of disorder, the likelihood of disorder or excessive noise
- the power of police, local businesses or residents to seek a review of the licence or certificate
- enforcement action against those selling alcohol to people who are drunk.

5.17 The above can be supplemented by other local initiatives that similarly address these problems, for example, through the Cambridge Community Safety Partnership in line with the strategic objectives for crime and disorder reduction within the City.

## **6. Licensing Hours**

6.1 Flexible licensing hours for the sale of alcohol can help to ensure that concentrations of customers leaving premises simultaneously are avoided. This can help to reduce the potential for disorder and disturbance. Licensing hours should not inhibit the development of a thriving and safe evening and night-time economy. This is important for investment, local employment, tourism and local services associated with the night-time economy. Providing customers with greater choice and flexibility is an important consideration, but should always be balanced carefully against the duty to promote the four licensing objectives and the rights of local residents to peace and quiet.

6.2 Subject to the policies regarding cumulative impact in the areas of the City specified in paragraph 5.8, shops, stores and supermarkets will generally be permitted to provide sales of alcohol for consumption off the premises at any times when the retail outlet is open for shopping, unless representations raise good reasons based on the licensing objectives, for restricting those hours, for example, a limitation may be appropriate following police representations in the case of shops known to be a focus of disorder and disturbance.

6.3 The Licensing Authority will deal with the issue of licensing hours on the individual merits of each application. When issuing a licence, following receipt of relevant representations, stricter conditions on noise control are likely to be imposed in the case of premises that are situated in predominantly residential areas. However, this should not limit opening hours without regard to the individual merits of any application.

## **7. Children and Licensed Premises**

7.1 There are a great variety of premises for which licences may be sought including theatres, cinemas, restaurants, pubs, nightclubs, cafes, take aways, community halls and schools. Access by children to any

premises will not be limited unless it is considered necessary for the prevention of physical, moral or psychological harm to them.

7.2 Conditions requiring the admission of children to any premises cannot be attached to licences or certificates. Where no licensing restriction is necessary, this should remain a matter for the discretion of the individual licensee or club or person who has been given a temporary event notice.

7.3 When deciding whether to limit access to children, the Licensing Authority will consider each application on its merits. Particular areas that will give rise to concern in respect of children, would include premises –

- where entertainment or services of an adult or sexual nature are commonly provided
- where there is a strong element of gambling on the premises
- with a known association with drug taking or dealing
- where there have been convictions of members of the current staff at the premises for serving alcohol to minors or with a reputation for underage drinking
- where the supply of alcohol for consumption on the premises is the exclusive or primary purpose of the services provided at the premises.

7.4 The range of alternatives which may be considered for limiting access to children where that is necessary for the prevention of harm to children are:

- limitations on the hours when children may be present
- age limitations (below 18)
- limitations on the exclusion of the presence of children under certain ages when particular specified activities are taking place
- requirements for accompanying adults
- full exclusion of those people under 18 from the premises when any licensable activities are taking place
- limitations on the parts of premises to which children might be given access.

7.5 In the case of premises which are used for film exhibitions conditions will be imposed restricting access only to those who meet the required age limit in line with any certificate granted by the British Board of Film Classification or, in specific cases, a certificate given to the film by the Council itself.

7.6 The Licensing Authority recognises the Office of Children and Young People's Services (Social Care) of Cambridgeshire County Council as being competent to advise on matters relating to the protection of children from harm.

- 7.7 The Licensing Authority commends the Portman Group Code of Practice on the Naming, Packaging and Promotion of Alcoholic Drinks. The Code seeks to ensure that drinks are packaged and promoted in a socially responsible manner and only to those who are 18 years old or older.

## **8. Licence Conditions**

- 8.1 A key concept of the Act is for conditions to be attached to licences and certificates, which are tailored to the individual style and characteristics of the premises and events concerned. This is essential to avoid the imposition of disproportionate and overly burdensome conditions on premises where there is no need for such conditions.
- 8.2 The Licensing Authority cannot attach conditions to premises licences and club premises certificates unless they are considered appropriate for the promotion of the licensing objectives. The Licensing Authority may only attach conditions (except for statutory mandatory conditions and conditions drawn from the operating schedule) if relevant representations have been received. Conditions will generally be considered unnecessary if they are already adequately covered by other legislation. Blanket standard conditions will not be imposed without regard to the merits of the individual case.
- 8.3 Crime Prevention: conditions attached to premises licences and club premises certificates will, so far as possible, reflect local crime prevention strategies e.g. the use of closed circuit television cameras in certain premises.
- 8.4 In deciding what conditions should be attached to licences and certificates to promote the licensing objectives, the Licensing Authority will be aware of the need to avoid measures which might deter live music, dancing or theatre by imposing indirect costs of a substantial nature. Only appropriate conditions will be imposed on such events. Where there is any indication that such events are being deterred by licensing requirements, the policy will be revisited with a view to investigating how the situation might be reversed.
- 8.5 Applicants should consider the measures which they propose to control noise nuisance from the premises or from departing customers. Depending on the individual circumstances, this may include:
- Sound limitation devices
  - Acoustic lobbies
  - Acoustic double glazing
  - Noise insulation
  - Specifying non amplified or acoustic music only
  - Notices requesting customers to leave quietly

- A dedicated taxi service
- Use of door supervisors at exit points
- A winding down period during which music is turned down and lights up, alcohol service ceases and sales of food and hot and cold soft drinks continues and requests are made for customers to leave quietly.

## **9. Integrating Strategies and the avoidance of duplication**

- 9.1 By consultation and liaison, the Licensing Authority will secure the proper integration of this licensing policy with local crime prevention, planning, transport, tourism, race equality and equal opportunity schemes, cultural strategies and any other plans introduced for the management of the city and the night-time economy. Many of these strategies directly impact upon the four licensing objectives.
- 9.2 Transport: Where any protocols to be agreed with the police identify a particular need to disperse people from the city swiftly and safely to avoid concentrations which could lead to disorder and disturbance, the Licensing Authority will aim to inform those responsible for providing local transportation so that arrangements can be made to reduce the potential for problems to occur.
- 9.3 Tourism, employment, planning and building control: The Council's Licensing Committee will receive, when appropriate, reports on -
- the needs of the local tourist economy for the area to ensure that these are reflected in their considerations
  - the employment situation in the area and the need for new investment and employment where appropriate.
- 9.4 Planning, building control and the licensing regimes will be separated to avoid duplication and inefficiency. Licensing applications will not be a re-run of the planning application and will not cut across decisions taken by the planning committee or following appeals against decisions taken by that committee. When a terminal hour has been set as a condition of planning permission that is different from the licensing hours, the applicant must observe the earlier of the two closing times.
- 9.5 So far as is possible, the policy is not intended to duplicate existing legislation and regulatory regimes that already place obligations on employers and operators.
- 9.6 Cultural strategies: The Licensing Authority will monitor the impact of licensing on the provision of regulated entertainment, and particularly live music and dancing. As part of implementing cultural strategies,

proper account will be taken of the need to encourage and promote a broad range of entertainment, particularly live music, dancing, circus activity, street art and theatre, including the performance of a wide range of traditional and historic plays for the wider cultural benefit of the community which also balances the evening economy. The Licensing Authority will balance the prevention of disturbance in neighbourhoods with these wider cultural benefits, particularly the cultural benefits for children. Only appropriate conditions will be imposed on such events.

- 9.7 The absence of cultural provision in any area can lead to young people being diverted into anti-social activities that damage local communities and the young people involved themselves.
- 9.8 Cambridge City Council has an important role in coordinating events in the City and to ensure that cultural diversity thrives. The Council currently has five licensed open spaces. These are: Parkers Piece; Jesus Green; Midsummer Common; Coldhams Common and the grounds of Cherry Hinton Hall.
- 9.9 Promotion of Racial Equality: The Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000, places a legal obligation on public authorities to have due regard to the need to eliminate unlawful discrimination; and to promote equality of opportunity and good relations between persons of different ethnicity.
- 9.10 Applicants will be encouraged to make themselves aware of any relevant planning and transportation policies, tourism and cultural strategies or local crime prevention strategies and to have taken these into account, where appropriate, when formulating their operating schedule.
- 9.11 The Licensing Authority will have regard to equality and will expect an applicant to meet their statutory obligations in this area and not unlawfully discriminate or refuse service on grounds of race, gender, disability or age, or display discriminatory signs.

## **10. Licence Reviews**

- 10.1 The process set out in the Licensing Act 2003 for reviewing premises licences represents a key protection for the community where problems associated with the licensing objectives are occurring after the grant or variation of a premises licence.
- 10.2 Responsible authorities (including the Licensing Authority) and other parties can apply for the review of a licence.
- 10.3 The Licensing Authority will work in partnership with other responsible authorities to achieve the promotion of the licensing objectives and will give Licence or Certificate holders early warning of any concerns

identified at a premises. The Licensing Authority will also encourage other responsible authorities to do the same.

- 10.4 When a review has been requested the role of the Licensing Authority will be to administer the process and determine its outcome at a hearing. Where the Licensing Authority has applied to review an authorisation, there will be a clear separation of responsibilities to ensure procedural fairness and eliminate conflicts of interest. (See paragraph 12.3).
- 10.5 The Licensing Authority may decide that no action is necessary if it finds that the review does not require it to take any appropriate steps to promote the licensing objectives. In appropriate cases the Authority may issue an informal warning to the licence holder and/or recommend improvement within a particular period of time. Any warnings or recommendations will be issued in writing.
- 10.6 Where the Licensing Authority considers that action under its statutory powers is appropriate it may take any of the following steps:
- to modify the conditions of the premises licence (which includes adding new conditions or any alteration or omission of an existing condition);
  - to exclude a licensable activity from the scope of the licence;
  - to remove the designated premises supervisor;
  - to suspend the licence for a period not exceeding three months;
  - to revoke the licence.
- 10.7 In cases where the crime prevention objective is being undermined the Licensing Authority will give serious consideration to revoking the licence even in the first instance.

## **11. Enforcement**

- 11.1 The Licensing Authority intends to establish protocols with the police and any other relevant enforcement body on enforcement issues. These protocols will provide for the targeting of agreed problem and high-risk premises, which require greater attention, while providing a lighter touch approach in respect of low risk premises which are well run.
- 11.2 In general, action will only be taken in accordance with the Council's enforcement policy, as adopted at the time, which reflects the Council's obligations relating to enforcement and is consistent with the Regulators Compliance Code. To this end, the key principles of consistency, openness, proportionality, clear standards and practices, courtesy and helpfulness and training will be maintained. Cambridge City Council's enforcement policy is available on our website [www.cambridge.gov.uk](http://www.cambridge.gov.uk)

## **12. Administration, exercise and delegation of functions**

- 12.1 The functions of the Licensing Authority under the Act may be carried out by the Licensing Committee, by a Sub-Committee or by one or more officers acting under delegated authority.
- 12.2 Many of the decisions and functions will be largely administrative in nature. In the interests of speed, efficiency and cost-effectiveness these will, for the most part, be delegated to officers as set out in the Cambridge City Council Constitution
- 12.3 In determining applications where the Licensing Authority has acted as a responsible authority, there will be a clear separation of responsibilities to ensure procedural fairness and eliminate conflicts of interest. This will be achieved by allocating distinct functions to different Officers within the authority, so the Officer presenting the report to the Sub-Committee and advising the Members will be a different individual to the Officer who is acting as the responsible authority. The Officer acting as the responsible authority will not be involved in the decision making process.

## **13. Effective Date and Review**

- 13.1 This policy statement will take effect on 24th October 2012.
- 13.2 The policy statement will be kept under review and will remain in existence for a period of up to 5 years. It will be subject to review and further consultation before 24th October 2017, or as required by law.

## **14. Contact details, advice and guidance**

- 14.1 Applicants can obtain further details about the licensing and application processes, including application forms and fees from:

website: [www.cambridge.gov.uk](http://www.cambridge.gov.uk)

e-mail: [licensing@cambridge.gov.uk](mailto:licensing@cambridge.gov.uk)

telephone: 01223 457879

fax: 01223 457909

post: Licensing, Refuse and Environment Service,  
Cambridge City Council, PO Box 700,  
Cambridge, CB1 0JH

in person: Customer Service Centre, Mandela House, 4,  
Regent Street, Cambridge, CB2 1BY (Monday to  
Friday 08:00- 18:00)

- 14.2 The Licensing Authority has also published further documents to accompany this policy containing additional details about each type of application and the review process. These can be viewed at <http://www.cambridge.gov.uk/ccm/navigation/business/licensing-and-permissions/alcohol-and-entertainment-licensing/>
- 14.3 This policy can be made available in large print on request and similarly translations can be made available in a variety of languages. Please contact us for further help or assistance.
- 14.4 The Council, Police and Fire Authorities will be willing to give advice and guidance to applicants.
- 14.5 Informal discussion is encouraged prior to the application process in order to resolve any potential problems and avoid unnecessary hearings and appeals.

**15. Responsible Authorities** are:

**The Licensing Authority**

Licensing, Refuse and Environment Service, Cambridge City Council,  
PO Box 700, Cambridge, CB1 0JH  
Tel: 01223 457879 Fax: 01223 457909  
e-mail: [licensing@cambridge.gov.uk](mailto:licensing@cambridge.gov.uk)

**The Chief Officer of Police**

The Chief Officer, Cambridgeshire Constabulary, Southern Division,  
Police Station, Parkside, Cambridge, CB1 1JG  
Telephone: 01223 823397 Fax: 01223 823232

**The Fire Authority**

The Chief Fire Officer, Cambridgeshire Fire & Rescue Service,  
Cambourne Fire Station, Back Lane, Gt Cambourne, Cambs CB23 6FY  
Telephone: 01954 714030 Fax: 01954 714031  
Email: [danny.hans@cambsfire.gov.uk](mailto:danny.hans@cambsfire.gov.uk)

**Health & Safety**

The Environmental Health Manager, Refuse and Environment Service,  
Cambridge City Council, PO Box 700, Cambridge, CB1 0JH  
Telephone: 01223 457890 Fax: 01223 457909  
e-mail: [env.services@cambridge.gov.uk](mailto:env.services@cambridge.gov.uk)

or, for relevant premises:

The Health & Safety Executive (HSE), Woodlands, Manton Lane,  
Manton Lane Industrial Estate, Bedford, MK41 7LW  
Telephone: 0845 345 0055 Fax: 01234 220633  
e-mail: [formsadmin.Luton@hse.gsi.gov.uk](mailto:formsadmin.Luton@hse.gsi.gov.uk)

**Planning**

Environment & Planning, Cambridge City Council, The Guildhall,  
Cambridge, CB2 3QJ

Telephone: 01223 457100 Fax: 01223 457109

e-mail: [planning@cambridge.gov.uk](mailto:planning@cambridge.gov.uk)

**Environmental Protection**

The Environmental Health Manager, Refuse and Environment Service,  
Cambridge City Council, PO Box 700, Cambridge, CB1 0JH

Telephone: 01223 457890 Fax: 01223 457909

e-mail: [env.services@cambridge.gov.uk](mailto:env.services@cambridge.gov.uk)

**Child Protection**

Audit Manager, Child Protection and Review Unit, Licensing  
Applications, PO Box CC1010, Room C007, Castle Court, Shire Hall,  
Cambridge, CB3 0AP

Telephone: 01223 706380 Fax: 01223 475965

**Trading Standards**

Cambridgeshire County Council, PO Box 450, Cambridge City,  
CB3 6ZR

e-mail: [trading.standards@cambridgeshire.gov.uk](mailto:trading.standards@cambridgeshire.gov.uk)

**Local Authority Responsible for Public Health**

Head of Public Health Programmes, Oak Tree Centre, Public Health  
G49, 1 Oak Drive, Huntingdon, Cambridgeshire, PE29 7HN

In addition, for vessels:

**Environment Agency**

The Team Leader, Great Ouse & Stour Waterways, The Environment  
Agency, Kingfisher House, Goldhay Way, Orton Goldhay,  
Peterborough, PE2 5ZR.

Telephone: 01733 464072

e-mail: [enquiries@environment-agency.gov.uk](mailto:enquiries@environment-agency.gov.uk), quoting Great Ouse &  
Stour Waterways

**Conservators of the River Cam**

The River Manager

Conservators of the River Cam

Baits Bite Lock, Fen Road, Milton, Cambridge, CB24 6AF

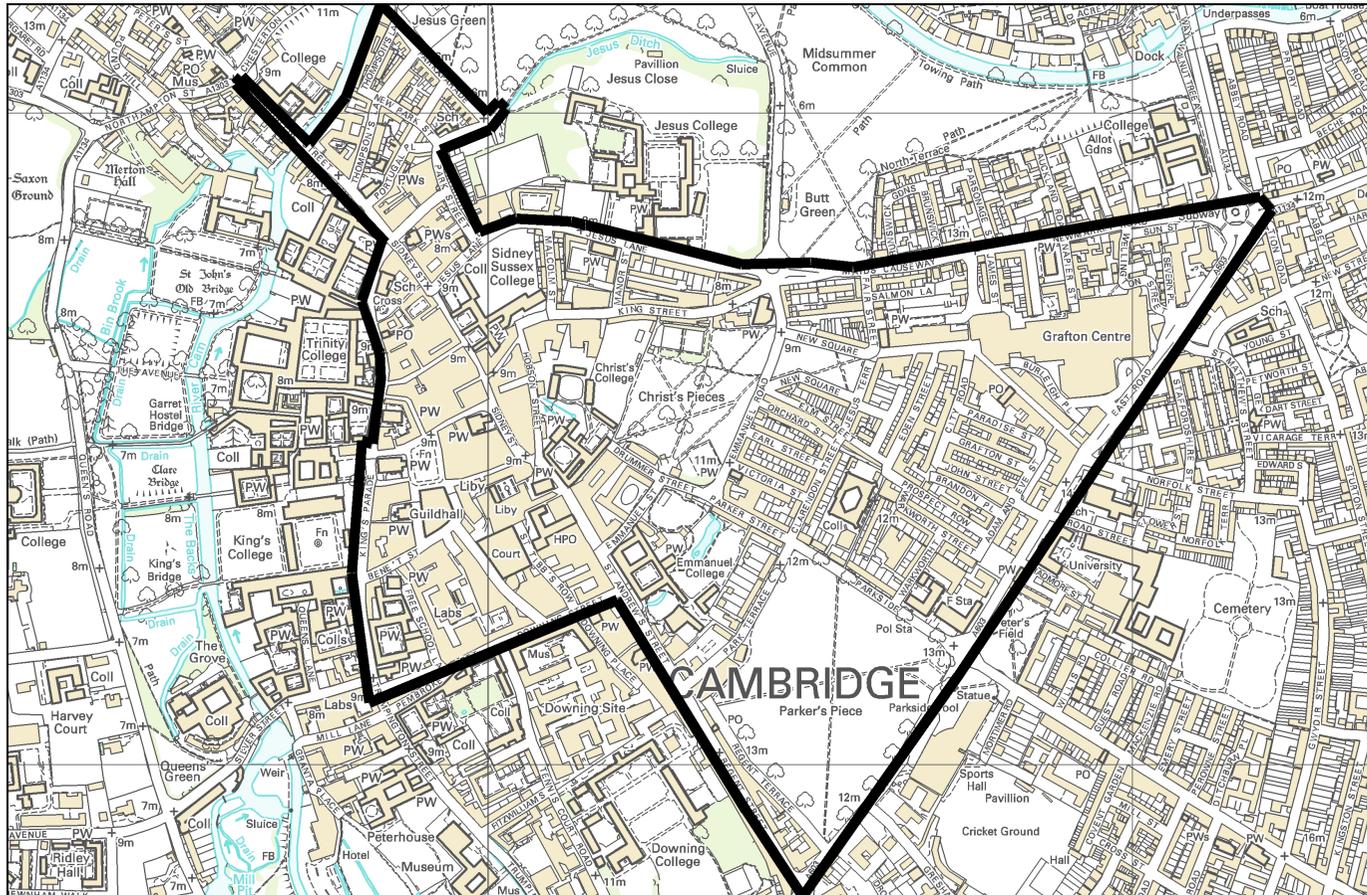
Telephone/Fax 01223 863785

e-mail [river.manager@camconservators.org.uk](mailto:river.manager@camconservators.org.uk)

**Maritime & Coastguard Agency**

Surveyor in Charge, Harwich Marine Office, Maritime & Coastguard  
Agency, East Terrace, Walton-on-Naze, Essex, CO14 8PY

# Appendix 1 - Cumulative Impact Area City Centre





## Appendix 3 – Evidence on Special Policy on Cumulative Effect

Mrs Christine Allison  
The Licensing Officer  
Environmental Services  
Mandela House  
4 Regent Street  
Cambridge CB2 1BY

1<sup>st</sup> September 2010

Dear Mrs Allison



Creating a safer  
**Cambridgeshire**

### **Licensing Act 2003 - Response to Consultation on the review of the Statement of Licensing Policy and the inclusion of a Cumulative Impact Policy**

I write in response to the above consultation. Having considered the available evidence I strongly recommend that the Licensing Authority continues the adoption of the existing cumulative impact areas of the Cambridge City Centre, Cambridge Leisure Park and Mill Road. In these areas a high concentration of licensed premises has continued to have a negative impact upon the Licensing Objectives, in particular the prevention of crime and disorder, public safety, and the prevention of public nuisance.

Furthermore, following local concerns, additional analytical work has been conducted regarding Hills Road, specifically in relation to the length of Hills Road between the junctions of Regent Street and Purbeck Road. The analysis highlights that although the whole of Hills Road has a relatively low density of licensed premises and alcohol-related crime and anti-social behaviour, the majority (94%) of the licensed premises and alcohol-related crime and anti-social behaviour (94%) fall within the section of Hills Road running from the City to Purbeck Road. Hills Road now has a higher percentage of alcohol-related offences than Mill Road and over twice the amount of alcohol-related anti-social behaviour than Cambridge Leisure Park, even though it has a lower density of licensed premises.

It is therefore requested that the section of Hills Road running from the City to Purbeck Road is considered for adoption as a Cumulative Impact Area.

The document attached supports the statement that Cambridge City Centre, Cambridge Leisure Park, Mill Road and Hills Road areas are subject to high levels of alcohol related disorder, violent crime and anti-social behaviour, and that this impact is linked to the concentration of licensed premises.

I am confident that the adoption of those areas within the licensing policy will assist our continued work in partnership to create a safer, pleasant, environment for those working, living, and visiting our city.

Yours Sincerely

Rob Needle  
Chief Superintendent  
Divisional Commander



Creating a safer  
**Cambridgeshire**

## Cambridge City Cumulative Impact Policy Review 2010

V3



## Background

The Licensing Act 2003 provides a clear focus on the promotion of four statutory objectives which must be addressed when licensing functions are undertaken. They are:

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

In areas where there is a significant concentration of licensed premises and there is sufficient evidence of negative impact on the statutory objectives The Licensing Act gives provision for the adoption of a Cumulative Impact Policy. The effect of adopting such a policy is to create a rebuttable presumption that applications for new premises licenses or major variations will be refused if representations are made about the likely impact of the proposals on the licensing objectives. This effectively requires the applicant to demonstrate that the operation of the premises involved will not add to the cumulative impact already being experienced.

In 2007 Cambridge City Council Licensing Committee adopted a Cumulative Impact Policy covering areas of Cambridge City Centre, Mill Road and Cambridge Leisure Park.

### *Purpose*

The purpose of this report is to review whether there are ongoing significant levels of crime and disorder that can be reasonably attributed to a high concentration of licensed premises within the Cumulative Impact Area and subsequently recommend whether any changes need to be made to the current area boundaries.

### *Methodology & Data Sources*

The location of all licensed premises in Cambridge City was sourced from the licensed premises database by PC Pete Sinclair licensing officer. Licensed premises analysed included premises licensed for the sale of alcohol (licensed public houses, restaurants, off-licences, café/take-aways, leisure/cinema/sports, clubs, wine bars, schools/colleges and hotels) and premises with a late night refreshment license. The licensed premises were mapped enabling the concentration of premises and proximity to crime and disorder hotspots to be ascertained.

The following data sets were extracted from the Force data warehouse using i2 workstation:

- Cambridge City violent crime<sup>1</sup> and criminal damage offences and anti-social behaviour incidents which occurred between 01/04/2007 and 31/03/2010.
- Alcohol related<sup>2</sup> Cambridge City violent crime and criminal damage offences and anti social behaviour incidents which occurred between 01/04/2007 and 31/03/2010.

These records were then mapped using Blue 8 software to show the locations of the highest concentrations of offences and incidents in Cambridge City.

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<sup>1</sup> Throughout this document violent crime includes public order and affray offences.

<sup>2</sup> Alcohol – related offences and disorder were measured using an i2 query searching notes for keywords of 'alcohol', 'drinking', 'drunk' or 'intoxicated'.

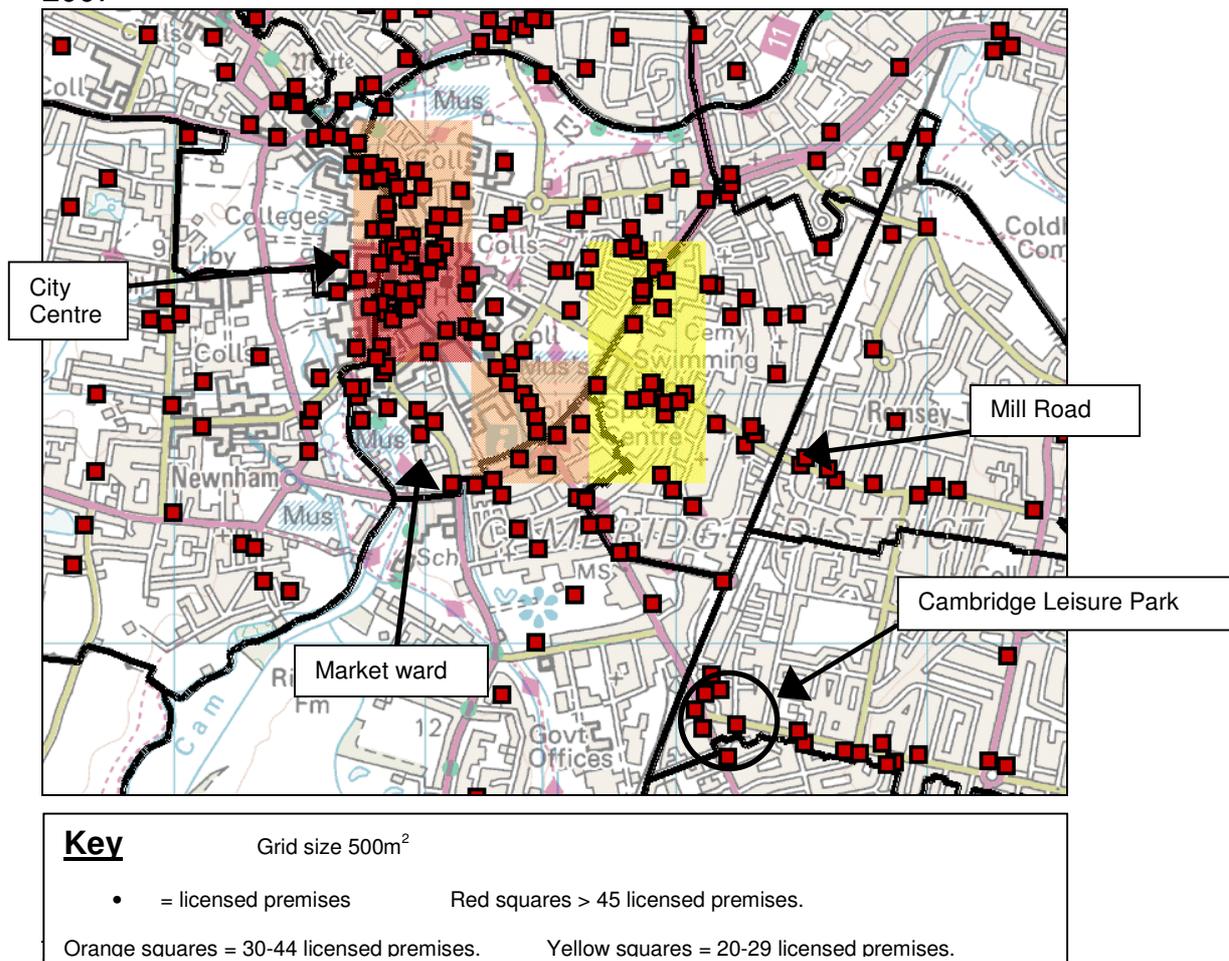
### 1. Licensed Premises in Cambridge City Overview

At the time of writing<sup>3</sup> there are 522 licensed premises<sup>4</sup> within Cambridge City. Market ward has the highest number, 173 (33%), and density, 1.0 per hectare, of licensed premises.

Fig. 1 Number and density of licensed premises with Cambridge City by ward

Beat	Number	%	Area (hectares)	Density per hectare
Market	173	33%	169	1.0
Petersfield	60	11%	105	0.6
West Chesterton	33	6%	152	0.2
Coleridge	32	6%	192	0.2
Romsey	21	4%	148	0.1
Arbury	18	3%	149	0.1
Castle	34	7%	341	0.1
Newnham	41	8%	443	0.1
Kings Hedges	12	2%	157	0.1
East Chesterton	14	3%	260	0.1
Abbey	20	4%	393	0.1
Trumpington	36	7%	730	0.0
Cherry Hinton	17	3%	367	0.0
Queen Ediths	10	2%	450	0.0

Fig.2 Licensed premises within Market ward and surrounding area August 2007



<sup>4</sup> This includes licensed public houses, restaurants, off-licences, café/take-aways, leisure/cinema/sports, clubs, wine bars, and hotels. This does not include betting shops, amusement arcades, conference centres, village/community halls and 'other' licensed premises.

The map of licensed premises in Figure 2 illustrates that the majority of the licensed premises in Market ward are clustered in the area bounded by Sidney Street, Kings Parade and Benet Street. There is also a high density of licensed premises along Regent Street and St Andrews Street and along East Road. These areas fall within the current City Centre Cumulative Impact Area.

Figure 4 overleaf shows a more detailed map of the City with the current Cumulative Impact Area and licensed premises shown. The numbers of licensed premises in each particular location are marked on the map. This illustrates the Cumulative Impact Area locations of City Centre, Mill Road and Cambridge Leisure Park cover the areas of high density of licensed premises. There are however also several areas identified through mapping not included in the current Cumulative Impact Area that have a relatively high density of licensed premises as shown in the table below.

*Fig. 3 Number and density of licensed premises within current CIA and other areas.*

Type	Areas	Number licensed premises	% of total City	Area (hectares)	Density per hectare
Sector	Cambridge City	522	100%	4070	0.1
Ward	Market Ward	172	33%	169	1.0
Current Cumulative Impact Area	City Centre	173	33	89	2.0
	Mill Road	40	8	10	4.0
	Leisure Park	17	3	3	5.7
Other areas with high density of licensed premises	Hills Road <sup>5</sup>	17	3	19	0.9
	Norfolk Street	7	1	1	7.0
	Mill pond area	10	4	4	2.5

These other high licensed premises density areas will also be reviewed within this document to establish whether there is a high level of alcohol related crime and disorder that can reasonably be attributed to the presence of licensed premises. Consideration can subsequently be given to including them within the Cumulative Impact Area.

<sup>5</sup> Not including Addenbrookes.





## 2. Violent crime and anti-social behaviour in Cambridge City overview

Over the past three years total violent crime and anti-social behaviour has decreased<sup>6</sup> in Cambridge City. Alcohol-related violent crime has however risen. In 2009/10 39% of violent crime was classified as alcohol-related compared to 25% in 2007/08. Some of this increase may be due to improved recording of alcohol-related offences.

Alcohol related anti-social behaviour has fallen however the percentage of total anti-social behaviour that is alcohol-related has slightly increased.

This illustrates that alcohol-related crime and disorder is a continuing problem within Cambridge City.

*Fig. 5 Table to show violent crime offences and anti-social behaviour incidents occurring in Cambridge City between 07/08 and 09/10.*

Offence/incident	2007/08	2008/09	2009/10	% change 2007/08 to 2009/10
<b>Violent crime</b>	2952	2804	2519	- 15%
<b>Anti-social behaviour</b>	10675	10227	8686	-19%
<b>Alcohol-related violent crime (% of total violent crime)</b>	727 (25%)	832 (30%)	976 (39%)	+ 34% (+ 14%)
<b>Alcohol-related ASB (% of total ASB)</b>	2372 (22%)	2391 (23%)	2080 (24%)	-12% (+2%)

The grid analysis below indicates the main hotspot for alcohol-related violent crime and anti-social behaviour over the past three years was the City Centre area. The hotspots identified through this grid analysis all fall within the current City Centre cumulative impact area<sup>7</sup>.

*Fig.. 6 Grid analysis of alcohol-related violent crime and anti-social behaviour in Cambridge City 07/08 to 09/10.*

<sup>6</sup> Offences and incidents are taken from data warehouse based on date occurred.

<sup>7</sup> The hotspots shown by the yellow and lower orange square are caused by the high density of alcohol related crime and disorder along Regent Street and St Andrews Street and therefore do fall within the City Centre CIA area.

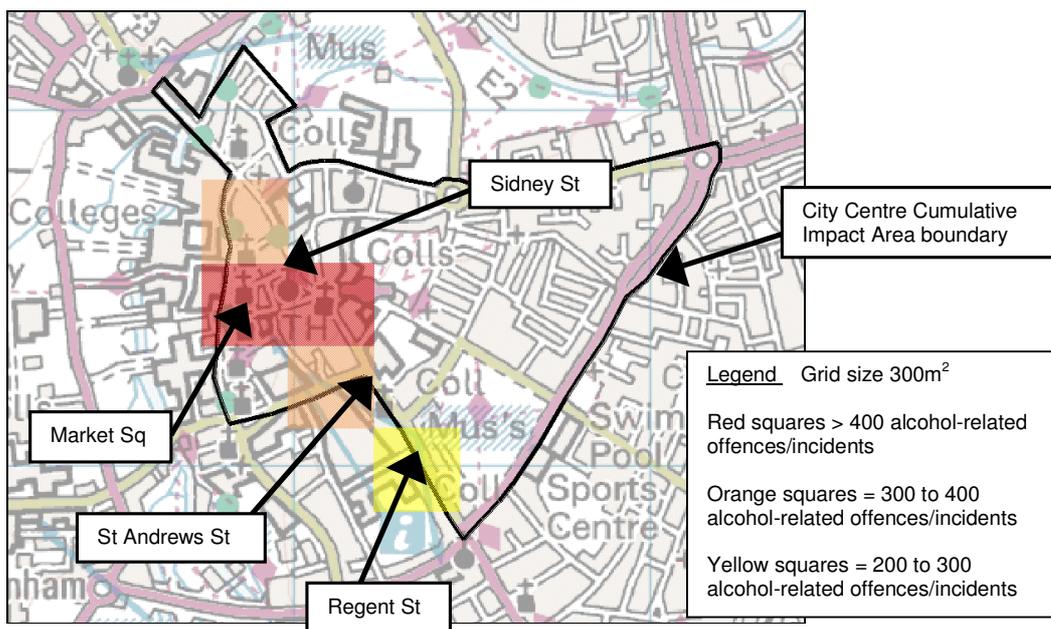


Fig. 7 Table to show violent Crime and anti-social behaviour 2009/10 by area.

		VIOLENT CRIME			ANTI-SOCIAL BEHAVIOUR		
		Violent Crime	Density <sup>8</sup>	3 year trend <sup>9</sup>	ASB	Density	3 year trend
<b>Sector</b>	<b>Cambridge City</b>	2519	0.6	↓	8685	2.1	↓
<b>Ward</b>	<b>Market Ward</b>	835	4.9	↓	1759	10.4	↓
<b>Current CIA</b>	<b>City Centre</b>	820	9.2	↓	1613	18.1	↓
	<b>Mill Road</b>	62	6.2	↓	195	19.5	↓
	<b>Leisure Park</b>	30	10.0	↑	41	13.7	↓
	<b>Total current CIA</b>	912	8.9	↓	1849	18.1	↓
<b>Other areas with high density of licensed premises</b>	<b>Hills Road<sup>10</sup></b>	22	1.2	↓	97	5.1	↓
	<b>Norfolk Street</b>	3	3.0	=	29	29.0	=
	<b>Mill Pond Area</b>	6	1.5	↓	38	9.5	↓

<sup>8</sup> Offences/incidents per hectare.

<sup>9</sup> 3 year trend is measured as the difference between 2009/10 and 2007/08 figures. If difference is >or <5% and/or 5 incidents then an arrow illustrating the direction of change is shown.

<sup>10</sup> Not including Addenbrookes.

Fig. 8 Table to show alcohol-related violent crime and anti-social behaviour 2009/10 by area.

		VIOLENT CRIME			ANTI-SOCIAL BEHAVIOUR			TOTAL ALCOHOL RELATED		
		Violent Crime	Density	3 year trend	ASB	Density	3 year trend	Total	Density	3 year trend
<b>Sector</b>	<b>Cambridge City</b>	976 (39%)	0.2	↑	2080 (24%)	0.5	↓	3056 (27%)	0.8	=
<b>Ward</b>	<b>Market Ward</b>	405 (49%)	2.4	↑	750 (43%)	4.4	↓	1155 (45%)	6.8	=
<b>Current CIA</b>	<b>City Centre</b>	356 (43%)	4.0	↑	670 (42%)	7.5	↓	1026 (42%)	11.5	=
	<b>Mill Road</b>	18 (29%)	1.8	↓	55 (28%)	5.5	↓	73 (28%)	7.3	↓
	<b>Leisure Park</b>	10 (33%)	3.3	↑	14 (34%)	4.7	↓	24 (34%)	8.0	=
	<b>Total current CIA</b>	384 (42%)	3.8	↑	739 (40%)	7.2	↓	1123 (41%)	11.0	↓
<b>Other areas with high density of licensed premises</b>	<b>Hills Road<sup>10</sup></b>	8 (36%)	0.4	=	33 (34%)	1.7	=	41 (34%)	2.2	=
	<b>Norfolk Street</b>	2 (67%)	2.0	=	15 (52%)	15.0	↑	17 (53%)	17.0	↑
	<b>Mill Pond Area</b>	5 (83%)	1.3	↓	25 (66%)	6.3	↑	30 (68%)	7.5	=

The tables in Fig 8 & 9 show violent crime and ASB data and alcohol-related offences/incidents for the identified areas. This data will be analysed in the following section where each geographical area will be considered in more detail.

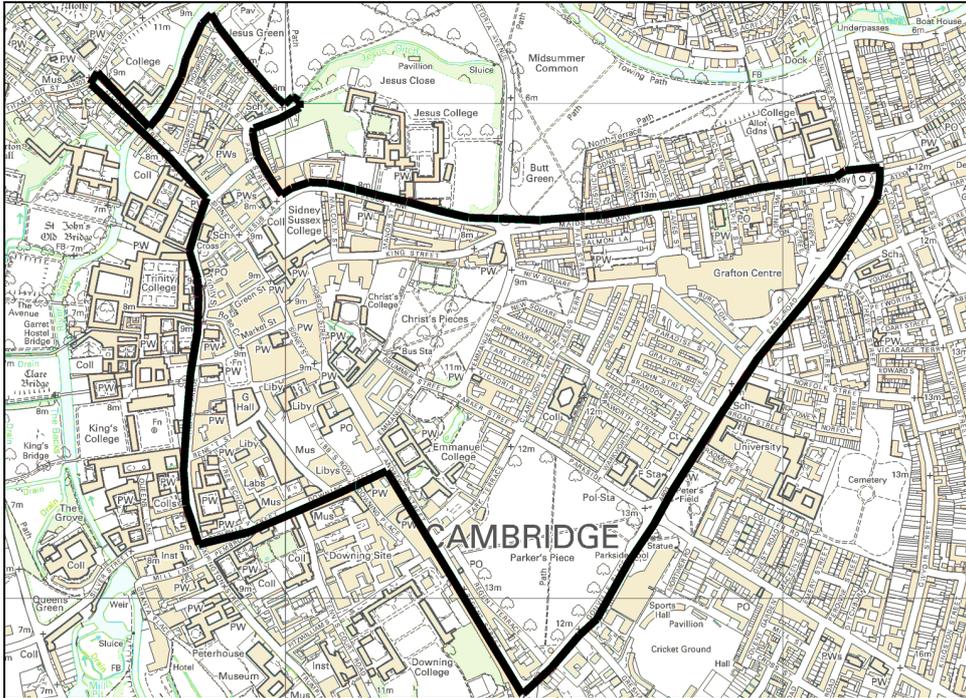
### 3. Analysis by area

#### **3.1 Current Cumulative Impact Area**

##### **City Centre Cumulative Impact Area**

The area encompasses the main city centre area following the boundary of Gonville Place, East Road, Maids Causeway, Jesus Lane, Park Street, Pak Parade, Quayside, Magdalene Street, Kings Parade, Downing Street, St Andrews Street, and Regent Street. A comprehensive list of streets enclosed in the area can be found in Appendix A. The area includes both sides of the road boundaries.

Fig.9 Current City Centre Cumulative Impact Area



Of note the area contains:

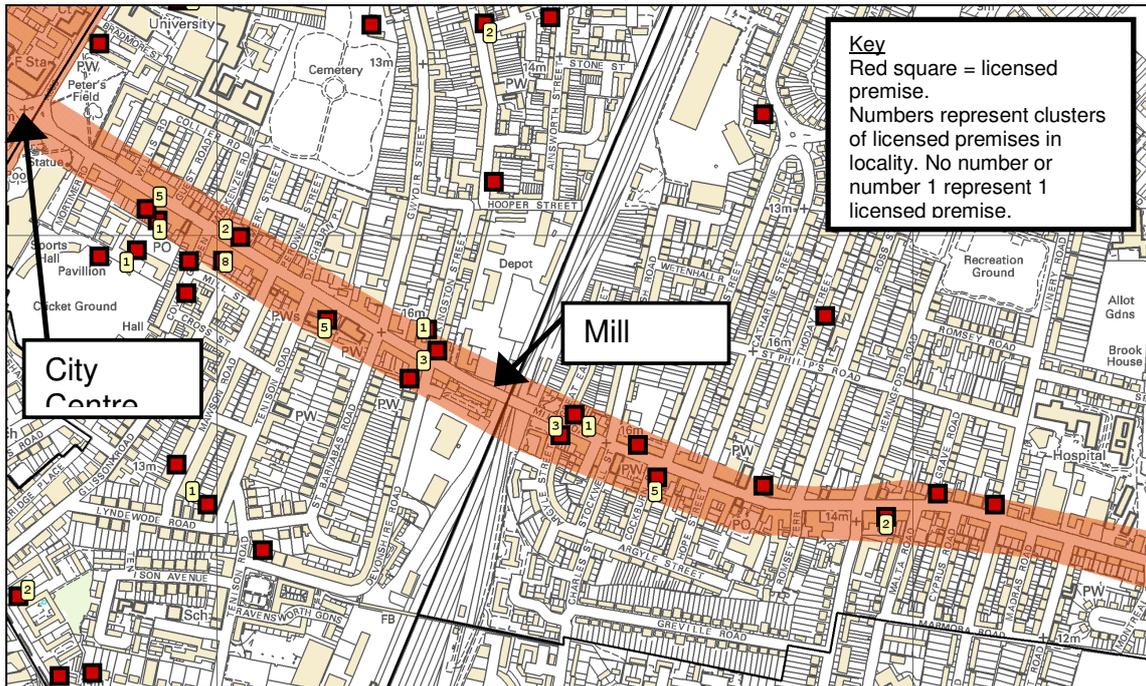
- 172 licensed premises in 89 hectares (2 premises per hectare).
- All of the City Centre nightclubs (6) – Ballare, Fez Club, Soul Tree, The Place, Niche (Pure), Kamar.
- 46 pubs/bars including large venues such as The Regal (Wetherspoons), B bar, Revolution, The Slug and Lettuce.
- 63 restaurants/cafes.
- 15 off licensed premises.
- 8 late night licensed take-aways including two fast food vans located on Market Square.
- The main taxi rank on Sidney Street.

Total violent crime and anti-social behaviour have reduced in this area over the three year period however alcohol-related violent crime has increased and offences involving alcohol make up a high percentage of the total violent crime and anti-social behaviour (42%). There is also a high density of alcohol-related crime and disorder (11.5 per hectare compared to 0.8 per hectare across Cambridge City). It is recommended this area remains as a Cumulative Impact Area.

### **Mill Road Cumulative Impact Area**

*Fig 10. Map to show Mill Road<sup>11</sup> and licensed premises in area*

<sup>11</sup> Shaded red area highlights Mill Road and does not illustrate boundaries of Cumulative Impact Area.

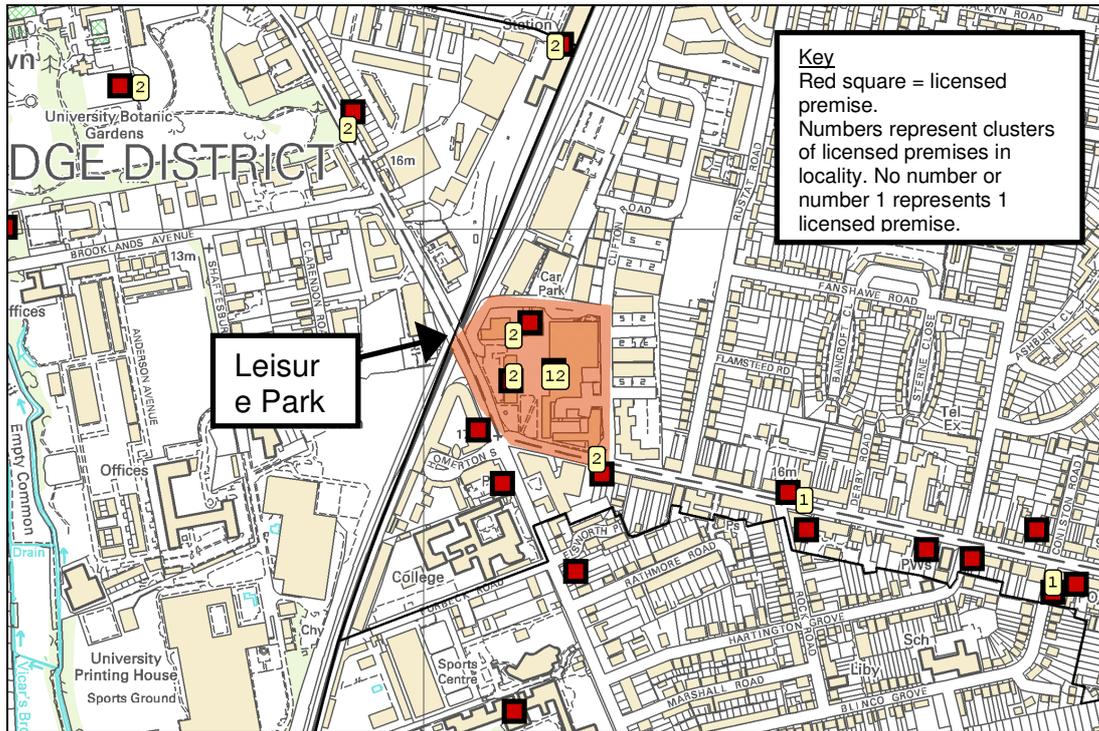


Mill Road is a busy thoroughfare into the City Centre. 42% of all licensed premises in Petersfield are on Mill Road (25). A further 15 licensed premises are located on the Romsey section of Mill Road. This gives Mill Road a total of 40 licensed premises and a high density of 4.0 licensed premises per hectare. The majority of these licensed premises are made up of off-licenses (14), restaurants (12) and cafés/take-aways (7). There are also 4 public houses.

Total violent crime and anti-social behaviour and alcohol related offences have reduced over the three year period with Mill Road being the only area analysed to show a decrease in alcohol related violent crime and the lowest proportion of alcohol-related anti-social behaviour (28%, compared to 45% in City Centre CIA). This may be due to the robust policing strategy in the area to tackle historical problems of alcohol related crime. Although offence levels have decreased Mill Road still has a high level of total anti-social behaviour as well as a high density of licensed premises, particularly off-licenses. It is recommended that Mill Road remains as a Cumulative Impact Area.

### Cambridge Leisure Park Cumulative Impact Area

Fig. 11 Map to show Cambridge Leisure Park and licensed premises in area



Cambridge Leisure Park has a particularly high density of licensed premises. The leisure park contains 17 licensed premises in an area of 3 hectares giving a density of 5.7 licensed premises per hectare.

The licensed premises are as follows:

- 1 nightclub - The Junction.
- 6 bars – Nusha, Travelodge, bowling alley, Cineworld, David Lloyd, Junction Theatre
- 8 restaurants/cafes.
- 1 kebab van located in bus lay-by outside Leisure Park on Cherry Hinton Road.
- 1 theatre – The Junction Theatre.
- 1 Off licence – Tesco Express

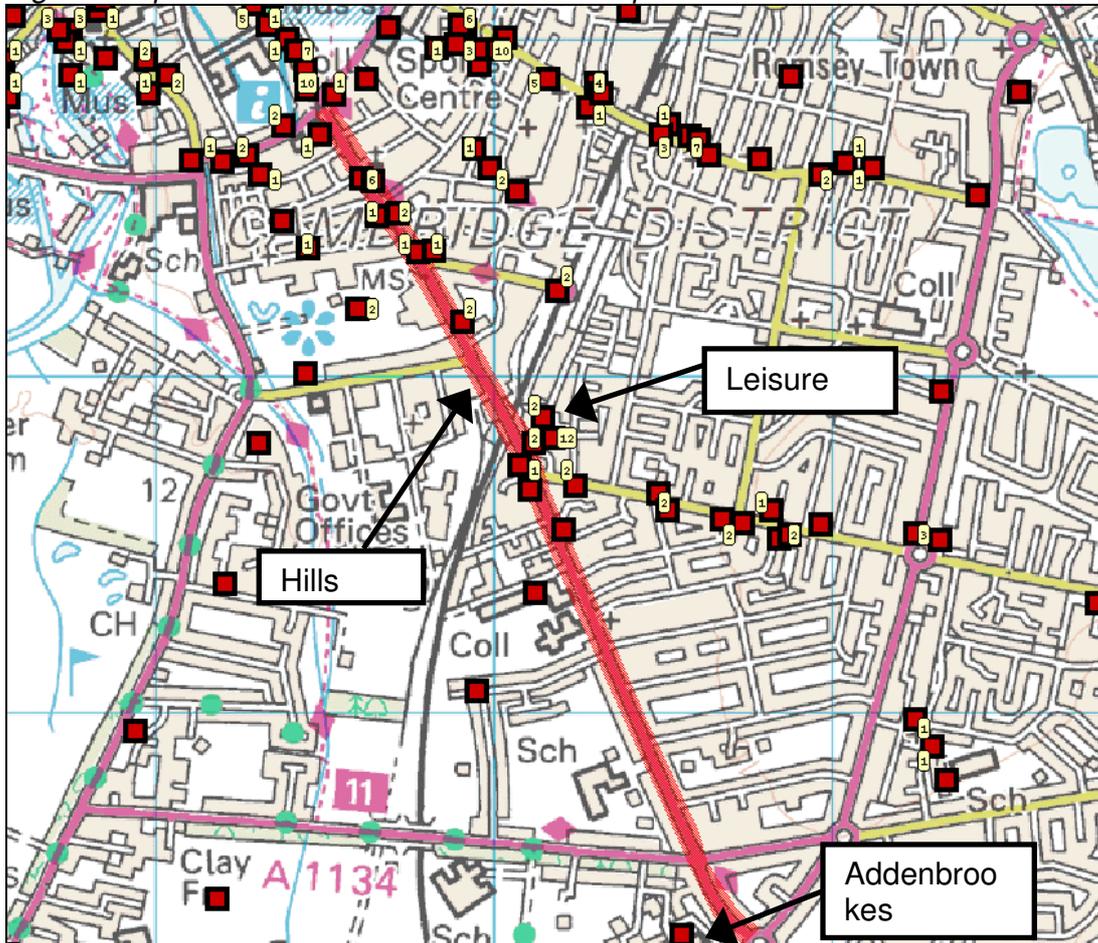
The Leisure Park is the only area analysed where total violent crime and alcohol-related violent crime has increased over the period. Although numbers of offences in the Leisure Park are relatively low in comparison to other areas (30 violent crime offences over past year) the density of offences per hectare is high (10 per hectare). It is recommended that Cambridge Leisure Park remains as a Cumulative Impact Area. Due to the close proximity to the Leisure Park, and Hills Road<sup>12</sup> it is also recommended that the section of Cherry Hinton road opposite the leisure park (running from Hills Road to Clifton Road) is also included in the Leisure Park Cumulative Impact Area.

<sup>12</sup> See page 11.

### 3.2 Other areas for consideration

#### Hills Road

Fig. 12 Map to show Hills Road and licensed premises in area



Hills Road leads out of the City Centre to The Leisure Park and Addenbrookes Hospital and is a busy thoroughfare into and out of the City. For the purposes of this analysis licensed premises and offences/incidents occurring at Addenbrookes Hospital have been removed.

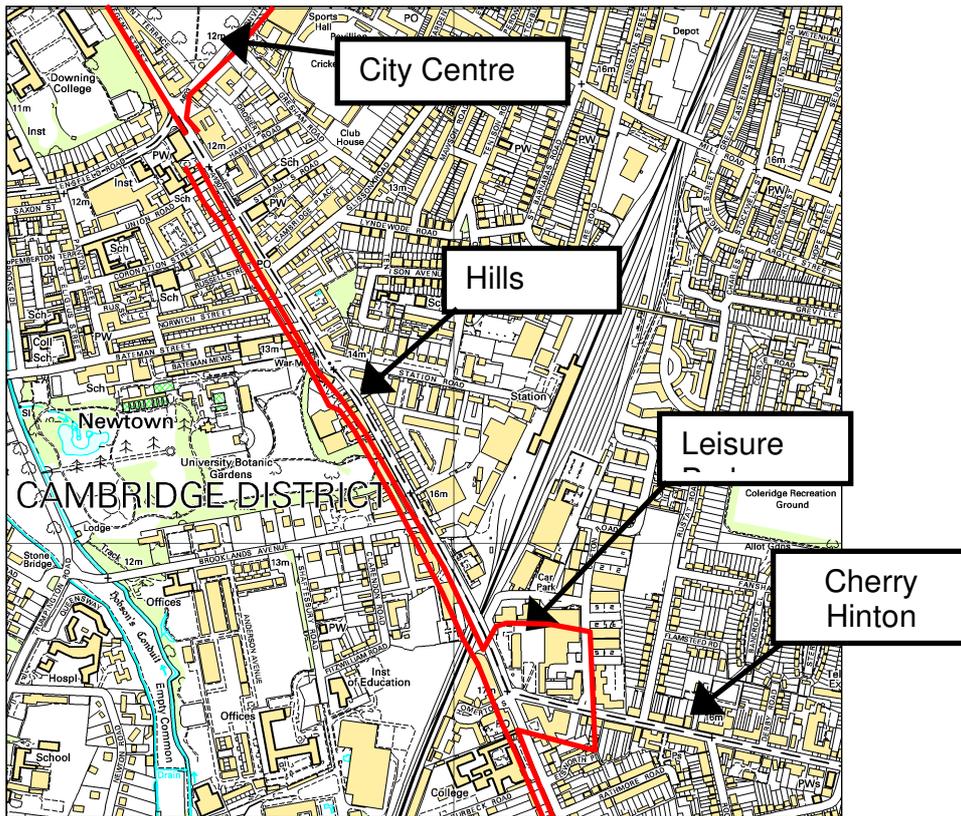
There are 17 licensed premises giving a density of 1.1 licensed premises per hectare which is a lower density than the other areas considered however still significantly higher than the density for Cambridge City of 0.1. There are 5 restaurant/cafés, 4 off-licensed premises, 4 pubs, 2 hotels, 1 social clubs and 1 college bar. The majority (13) of these premises are found within a short section of the road nearest to the City Centre.

Although Hills Road has a relatively low density of licensed premises and alcohol-related crime and anti-social behaviour it should be noted that the majority (94%) of the licensed premises and alcohol-related crime and anti-social behaviour (94%) fall within the section of Hills Road running from the City to Purbeck Road<sup>13</sup>. When this section of the

<sup>13</sup> See Figure 13.

road is analysed the density of licensed premises increases to 1.9 and the density of alcohol-related crime and anti-social behaviour to 4.

*Fig. 13 Map to show section of Hills Road between City Centre and Purbeck Road*



Alcohol-related violent crime and anti-social behaviour has remained stable over the 3 year period however notably Hills Road has a higher percentage of alcohol-related offences than Mill Road and over twice the amount of alcohol-related anti-social behaviour than the leisure park.

It is recommended that the section of Hills Road running from the City to Purbeck Road is considered for adoption as a Cumulative Impact Area.

### **Norfolk Street**

*Fig. 14 Map to show Norfolk Street and licensed premises in area*

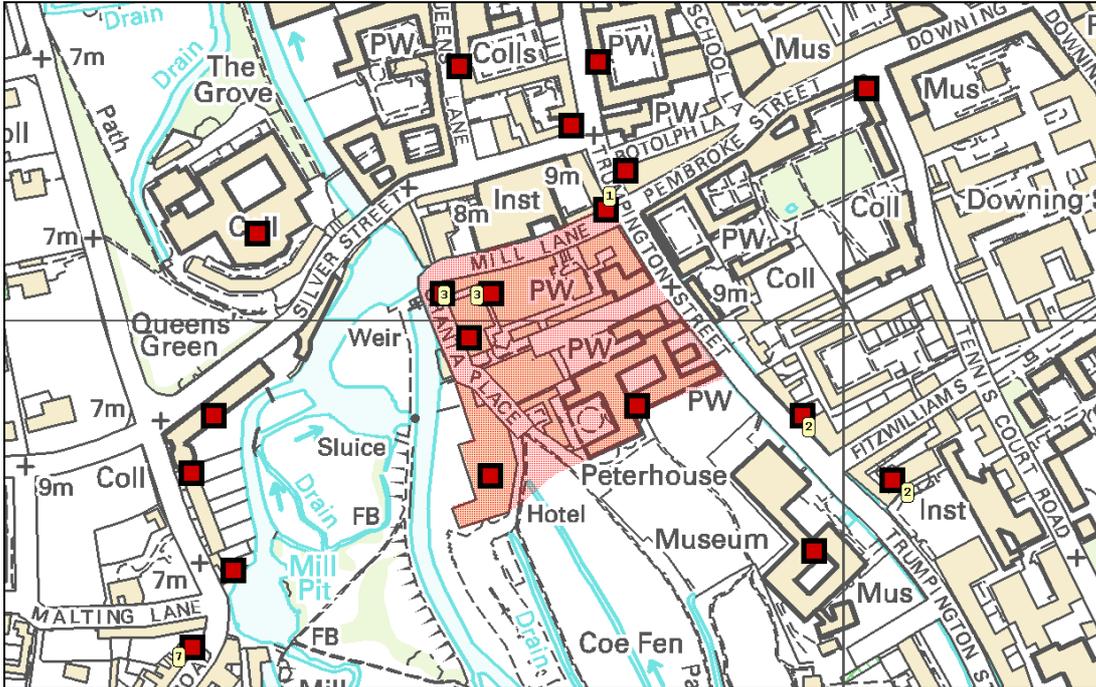


Norfolk Street is situated off East Road and contains 7 licensed premises in a small area (1 hectare) giving a high density of 7 licensed premises per hectare. These consist of 3 off licensed premises, 3 restaurants and 1 pub.

Although Norfolk Street has a high density of licensed premises there were only 3 violent offences occurring on the street over the past year. The area has a high density of anti-social behaviour due to its short length however actual numbers of incidents are low. It is not recommended that Norfolk Street is considered for adoption as a Cumulative Impact Area.

### **Mill Pond Area**

*Fig. 15 Map to show Mill Pond licensed premises in area*



The Mill Pond area is situated by the river near to the City Centre. The area is a popular congregation point in the summer months as contains a grassy area where people sit out and picnic/drink alcohol. There are 10 licensed premises in the area consisting of 4 university college bars/clubs 2 restaurants, 1 pub 1 hotel and a conference centre this gives a density of 2.5 licensed premises per hectare however it should be noted that only 50% of these are open to the public.

The Mill Pond Area has a low level of violent crime offences with only 6 occurring in the last year although 5 of these were alcohol related. Levels of anti-social behaviour are higher however with a high percentage related to alcohol.

Due to the low density of licensed premises open to the public and low levels of violent crime it is recommended that the Mill Pond Area is not considered for adoption as a Cumulative Impact Area.

#### 4. Conclusion

The current Cumulative Impact Areas of the City Centre, Mill Road and Cambridge Leisure Park continue to have a high density of licensed premises and alcohol-related violent crime and anti-social behaviour. It is recommended that these areas remain<sup>14</sup> as Cumulative Impact Areas. Of the other areas identified as having a high density of licensed premises it is recommended that consideration is also given to adopting a section of Hills Road<sup>15</sup> as a Cumulative Impact Area.

<sup>14</sup> Also that the Cambridge Leisure Park CIA is extended to include the section of Cherry Hinton Rd from Hills Rd to Clifton Rd.

<sup>15</sup> Up to Purbeck Road. See Fig 13

## Appendix A

<b>Streets in suggested Cumulative Impact Area Market Ward</b>			
Adam and Eve Street	Eden Street	Malcolm Street	Quayside
All Saints Passage	Elm Street	Manor Street	Regent Street
Beaufort Place	Emmanuel Street	Market Hill	Regent Terrace
Belmont Place	Fair Street	Market Passage	Round Church Street
Benet Street	Fitzroy Lane	Market Street	Salmon Lane
Brandon Place	Fitzroy Street	Melbourne Place	Severn Place
Burleigh Place	Free School Lane	Napier Street	Short Street
Burleigh Street	Gonville Place	New Park Street	Sidney Street
Clarendon Street	Grafton Street	New Square	St Andrews Street
Camden Court	Green Street	Newmarket Road	St Johns Road
Causeway Passage	Guildhall Place	Orchard Street	St Marys Street
Christ Church Street	Hobson Street	Paradise Street	St Tibbs Row
Christs Lane	Hobsons Passage	Park Parade	Sun Street
City Road	James Street	Park Street	Sussex Street
Corn Exchange Street	Jesus Lane	Park Terrace	Thompson's Lane
Crispin Place	John Street	Parkside	Trinity Street
Dover Street	King Street	Parsons Court	Warkworth Street
Downing Street	Kings Parade	Peas Hill	Warkworth Terrace
Drummer Street	Lower Park Street	Petty Cury	Wellington Street
Earl Street	Magdalene Street	Portugal Place	Willow Place
East Road	Maids Causeway	Prospect Row	Willow Walk