

Licensing Committee

Tuesday 21 July 2026

6.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Membership

Councillor Jane Salmon (Chair)
Councillor Kath Whittam (Vice-Chair)
Councillor Ruth Bannister
Councillor Sabina Emmanuel
Councillor Callum Fowler
Councillor Selena Gray
Councillor George Grime
Councillor Renata Hamvas

Councillor Andy Higson
Councillor Sunny Lambe
Councillor Margy Newens
Councillor Patrickson Amechi Obanya
Councillor Rachael Penny
Councillor Lina Usma
Councillor Bill Williams

INFORMATION FOR MEMBERS OF THE PUBLIC

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Contact

Andrew Weir by email: andrew.weir@southwark.gov.uk
Webpage: <http://www.southwark.gov.uk>

Members of the committee are summoned to attend this meeting

Althea Loderick

Chief Executive

Date: 13 July 2026



Licensing Committee

Tuesday 21 July 2026

6.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

Order of Business

Item No.	Title	Page No.
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PART A - OPEN BUSINESS

1. APOLOGIES

To receive any apologies for absence.

2. CONFIRMATION OF VOTING MEMBERS

A representative of each political group will confirm the voting members of the committee.

3. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

In special circumstances, an item of business may be added to an agenda within five clear days of the meeting.

4. DISCLOSURE OF INTERESTS AND DISPENSATIONS

Members to declare any personal interests and dispensation in respect of any item of business to be considered at this meeting.

5. MINUTES FROM THE LICENSING COMMITTEE

1 - 3

To approve as a correct record the Minutes of the open section of the meeting held on 29 January 2026.

6. LICENSING ACT 2003 - REVIEW OF THE CUMULATIVE IMPACT AREAS IN SOUTHWARK

4 - 67

ANY OTHER OPEN BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

PART B - CLOSED BUSINESS**EXCLUSION OF PRESS AND PUBLIC**

The following motion should be moved, seconded and approved if the sub-committee wishes to exclude the press and public to deal with reports revealing exempt information:

“That the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraphs 1-7, Access to Information Procedure rules of the Constitution.”

ANY OTHER CLOSED BUSINESS AS NOTIFIED AT THE START OF THE MEETING AND ACCEPTED BY THE CHAIR AS URGENT.

Date: 13 July 2026



Licensing Committee

MINUTES of the OPEN section of the Licensing Committee held on Thursday 29 January 2026 at 6.00 pm at Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1 2QH

PRESENT: Councillor Renata Hamvas (Chair)
Councillor Jane Salmon
Councillor Barrie Hargrove
Councillor Sunny Lambe
Councillor Margy Newens
Councillor Andy Simmons
Councillor Charlie Smith
Councillor David Watson
Councillor Kath Whittam

OFFICER SUPPORT: Debra Allday, Senior legal officer advising the committee
Anju Sidhu, Head of Service for Regulatory Services
Bina Patel, Business Unit Manager Neighbourhood Nuisance
Kevin Amoah, data analyst
Andrew Weir, Constitutional Officer

1. APOLOGIES

Apologies for absence were received from Councillor Suzanne Abachor.

2. CONFIRMATION OF VOTING MEMBERS

Those members listed as present were confirmed as the voting members for the meeting.

3. NOTIFICATION OF ANY ITEMS OF BUSINESS WHICH THE CHAIR DEEMS URGENT

There were none.

4. **DISCLOSURE OF INTERESTS AND DISPENSATIONS**

There were none.

5. **MINUTES FROM THE LICENSING COMMITTEE**

RESOLVED:

That the minutes of the meeting held on 1 September 2025 be approved as a correct record and signed by the chair.

6. **LICENSING ACT 2003: REVIEW OF STATEMENT OF LICENSING POLICY 2026 TO 2031**

The Business Unit Manager Neighbourhood Nuisance introduced the report.

There was a discussion and members had questions for the officers.

Members raised some issues regarding the formatting of the documentation, which the Business Unit Manager Neighbourhood Nuisance advised they would amend.

RESOLVED:

That the licensing committee:

- a) Considered and approved the Southwark's Statement of Licensing Policy 2026-2031, provided at Appendix A (subject to the formatting issues raised by members)
- b) Recommended that Council Assembly agree to the publication of the Southwark Statement of Licensing Policy for 2026-2031 (Appendix A).

7. **LICENSING ACT 2003: REVIEW OF THE CUMULATIVE IMPACT AREAS IN SOUTHWARK.**

The Business Unit Manager Neighbourhood Nuisance introduced the report.

There was a discussion and members had questions for the officers.

Members also had questions for the data analyst.

Members raised issues in relation to the data sets used to determine cumulative impact areas.

RESOLVED:

That the licensing sub-committee agreed to defer this item to a future meeting, following further consultation between officers and the chair.

8. LICENSING ACT 2003: REVIEW OF THE LATE-NIGHT LEVY

The Head of Service for Regulatory Services introduced the report.

There was a discussion and members had questions for the officers.

Members requested that the Head of Service for Regulatory Services ask the Leader of the Council to raise the matter of centralising licensing policing in London with the Metropolitan Police Service.

RESOLVED:

1. That the licensing committee reviewed Southwark's late-night levy and determined that the levy shall be maintained as it is.
2. That the licensing committee agreed a 30/70 levy split between the council and police and that a meeting shall be convened to consider how the council's 30% portion of the revenue shall be spent from 1 April 2026.

9. UPDATE ON RECENT APPEALS AND PROSECUTIONS

The senior legal officer updated the committee on current appeals and prosecution cases.

RESOLVED:

That the update on current appeals and prosecution cases be noted.

The meeting ended at 8.57pm.

CHAIR:

DATED:

Meeting Name:	Licensing Committee
Date:	21 July 2026
Report title:	Licensing Act 2003 – Review of the Cumulative Impact Areas in Southwark
Ward(s) or groups affected:	All Wards
Classification:	Open
Reason for lateness (if applicable):	Not Applicable
From:	Strategic Director of Environment, Sustainability & Leisure

RECOMMENDATION(S)

1. That the Licensing Committee:
 - a) Considers the review of the current Cumulative Impact Areas (CIAs) within the borough following an assessment of the data for the current zones and monitoring areas, which is attached to this report and referenced as Appendix A, in line with Section 5A of the Licensing Act 2003.
 - b) The Committee is being asked to determine the status of the CIAs, based on data and information contained within the document referenced as Appendix A, so as to:
 - i. **Retain** Borough & Bankside and Peckham as CIA.
 - ii. **Designate** Elephant & Castle as a new CIA, reflecting its escalating risk profile and concentration of alcohol-related harm.
 - iii. **Remove** Camberwell from CIA status, as the area demonstrates significant improvements and now present lower risk profiles. Old Kent Road and Walworth show mixed results; indicators suggest that lighter-touch interventions may be more appropriate.
 - iv. **Discontinue** all monitoring areas, as there is no evidence of ongoing risk in any part of the borough.
 - c) Notes the arrangements for the public consultation on the CIAs as set out in paragraph 44.

- d) Notes the guidance¹ sets out the relevant information which licensing authorities may be able to draw upon to evidence the cumulative impact of licensed premises on the promotion of the licensing objectives which may include:
- i. Local crime and disorder statistics, including statistics on specific types of crime and crime hotspots.
 - ii. Statistics on local anti-social behaviour offences.
 - iii. Health-related statistics such as alcohol related emergency attendances and hospital admissions.
 - iv. Environmental Health complaints, particularly in relation to noise and litter.
 - v. Complaints recorded by the Local Authority, which may include complaints raised by residents or residents' associations.
 - vi. Evidence from local councillors.
 - vii. Evidence obtained through local consultation.

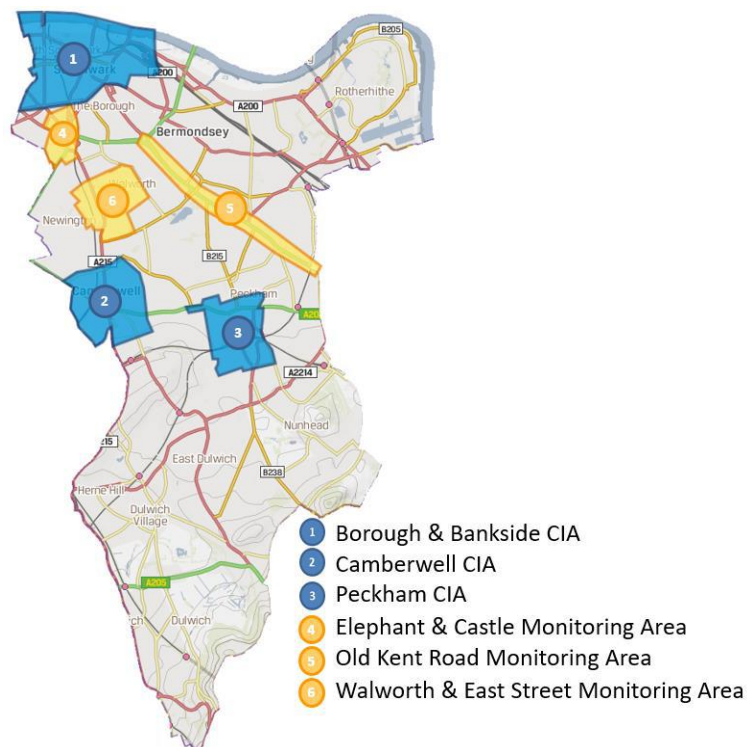
BACKGROUND INFORMATION

2. The Licensing Act 2003 “the Act” came into effect on 25 November 2005. The Act introduced a legal framework for local authorities to administer and regulate licensable activities, namely, alcohol, regulated entertainment, and late-night refreshment.
3. A Cumulative Impact Area is a designated zone where evidence has indicated that the number, type or type of density of licensed premises is impacting adversely on the licensing objectives, namely, crime and disorder, public safety, public nuisance and the protection of children from harm. This is caused by a significant number of licensed premises clustered in one or more defined geographical areas.
4. The CIA policy places a presumption that any new or variation of licence applications within the defined areas would likely add to the existing cumulative impact and should therefore be refused. The policy allows applicants to rebut the refusal presumption if they can demonstrate that the premises operation would not adversely impact the intention of the policy and add to the existing cumulative impact.
5. The implementation and assessment of a CIA Policy must be based on data specific to alcohol-related crime. The Policy is to be kept under review and is statutorily required to be reviewed every 3 years.
6. The CIAs were introduced to support the Southwark Statement of Licensing Policy aims of reducing the negative impact of alcohol on residents, visitors and businesses in the Borough.

[Revised guidance issued under section 182 of the Licensing Act 2003 \(November 2025\) \(accessible version\) - GOV.UK](#)

7. Southwark introduced three CIAs between 2008 and 2011, in the areas of Borough and Bankside (2011), Camberwell (2008) and Peckham (2009). There are also three monitoring areas at Elephant & Castle, Walworth and Old Kent Road, which have been monitored since 2011.
8. Southwark's CIAs were last reviewed in 2023. The assessment undertaken did not uncover any new evidence to support the reclassification of any areas as CIAs. However, it did result in the inclusion of Steadman Street within the Elephant and Castle monitoring area.
9. A map of the borough highlighting the areas covered by the current CIA policy is provided below. A list of streets which fall within the current CIAs and for the monitoring area known as Elephant and Castle is referenced as **Appendix B** to this report.

Cumulative Impact Areas within the London Borough of Southwark



KEY ISSUES FOR CONSIDERATION

The purpose of the Cumulative Impact Assessment

10. Under the Licensing Act 2003, the Licensing Authority (the council) is required to publish a statement on licensing policy every 5 years. The current Southwark Statement of Licensing Policy runs from 2026 to 2031.
11. The Licensing Policy must take into account any Cumulative Impact Assessment (CIA) published under section 5A of the Act. If adopted, a licensing authority must review its CIA every 3 years. In the Act, cumulative

impact is described as “the potential impact on the promotion of licensing objectives of a significant number of licensed premises concentrated in one area”.

12. A licensing authority can publish a CIA to help limit the number or types of licence applications granted in areas where there is evidence demonstrating the number or density of licensed premises is having a cumulative impact which undermines the licensing objectives.
13. Where there are CIAs, there is a presumption that any new or variation of licence applications within the defined areas would likely add to the existing cumulative impact and should be refused unless the applicant can demonstrate that there will be no negative cumulative impact on the licensing objectives.
14. The publication of a CIA does not change how licensing decisions are made; the Licensing Authority will always consider each application on its merits. However, a CIA is a strong statement of intent about an authority’s approach to licence applications.
15. CIAs relate to applications for new premises licences and ‘club premises certificates, as well as applications to vary existing premises licences and club premises certificates in a specified area.

Summary of the review

16. The 2025 assessment is informed by a defined set of datasets, including local crime and disorder statistics, and health indicators such as alcohol-related emergency attendances and hospital admissions.
17. It is noted that the licensing authority no longer has in-depth access to police data since the last review undertaken in 2023. In addition, data provided by the police relating to alcohol-related crime records for 2023/2024 is now categorised differently, preventing direct comparisons.
18. To ensure a thorough evidence-based assessment was undertaken, in addition to the crime and ambulance data, the 2025 assessment built on insights from previous assessments and drew on a wide range of data sources.
19. These included Metropolitan Police Service crime statistics, London Ambulance Service (LAS) alcohol-related callouts, and reports of anti-social behaviour (ASB).
20. To ensure a robust approach, we examined methodologies used by other boroughs to inform the datasets applied in our assessment. The review incorporated Southwark’s entire licensing landscape for a borough-wide perspective.

21. For the first time in Southwark, local authority complaints, particularly those linked to licensed premises were analysed alongside licence applications and approvals. This comprehensive approach strengthened the evidence base underpinning our policy decisions.
22. We analysed the density of licensed establishments, the types of outlets present, and the volume of licence applications submitted. This provided a clearer and more nuanced understanding of the borough's licensing dynamics.
23. The 2025 assessment built on insights from previous assessments and drew on a wide range of data sources. These included Metropolitan Police Service crime statistics, London Ambulance Service (LAS) alcohol-related callouts, and reports of anti-social behaviour (ASB).
24. It examined how clusters of licensed premises affect the borough's licensing objectives. It analysed trends and identified hotspots for alcohol-related crime, disorder, and nuisance, providing robust evidence to shape Southwark's Statement of Licensing Policy. Crucially, the review aimed to strike a balance, supporting the continued growth of the hospitality sector while safeguarding residents and maintaining public safety.
25. Exploratory Spatial Data Analysis (ESDA) techniques were applied to identify patterns in the distribution and density of licensed premises across Southwark; to identify hotspots for alcohol-related crime, disorder, and nuisance.

Peer review and validation

26. To ensure data integrity and alignment, we worked in collaboration with Public Health and data analyst in Community Safety throughout the CIA review process. This collaboration included sharing detailed information on data sources, collection methods, and how these were applied in the assessment.
27. Public Health undertook a peer review of our methodology and the foundational data sources used for alcohol-related crime analysis within the CIA assessment. These sources align with those employed by their team, ensuring transparency, accuracy, and a shared understanding of the evidence base underpinning our findings.
28. The CIA policy assessment is provided at **Appendix A**.

Community, equalities (including socio-economic) and health impacts

Community impact statement

29. Each application is required under the Act to be considered upon its own individual merits with all relevant matters taken into account.

30. Central to this is a licensing process which aims to be inclusive and ensures that local community concerns are understood, debated and resolved. This is supported by offering broad support to licensees, through the range of involved authorities, to establish best practice management, and by a strong directed enforcement resource

Equalities (including socio-economic) impact statement

31. Equality impact assessments are an essential tool to assist Councils to comply with the equalities duties and to make decisions fairly. Equalities and human rights impact assessments that are carried out should be mindful of the protected characteristics under the Equality Act 2010.
32. Members will need to consider whether there are any potential negative impacts on the protected characteristics as outlined in the assessment at the Committee Hearing. The current assessment is available in **Appendix C**.
33. Any decision made by Members of the Committee will also have to hold this in mind.

Health impact statement

34. Using data to guide the designation of cumulative impact areas is important to reduce alcohol related harm and support safer and healthier environments for residents. Areas with high densities of licensed premises can be associated with increased rates of alcohol related hospital admissions, ambulance callouts, crime and antisocial behaviour. By embedding data into licensing decisions, cumulative impact areas support evidence-based decision-making and enable efforts to address harm that can disproportionately affect vulnerable communities.

Crime and disorder implications

35. Section 17 of the Crime and Disorder Act 1998, states that without prejudice to any other obligation imposed on it, it shall be the duty of the Council to exercise its various functions with due regard to the likely effect of the exercise of those functions, and the need to do all that it reasonably can to prevent crime and disorder in its area including:
 - anti-social and other behaviour adversely affecting the local environment;
 - the misuse of drugs, alcohol and other substances;
 - re-offending and
 - serious violence in including all it reasonably can to:
 - prevent people from becoming involved in serious violence in its area; and
 - reduce instances of serious violence in its area.

36. The cumulative impact assessment supports the council in discharging its duty under section 17 of the Crime and Disorder Act 1998 by providing an evidence-based assessment of where the number, type and concentration of licensed premises are likely to contribute to crime, disorder, anti-social behaviour and alcohol-related harm. In doing so, it helps ensure that licensing policy and related decisions are taken with due regard to the need to prevent crime and disorder and to do all that the council reasonably can, within its licensing functions, to mitigate those risks and promote safer local environments.

Climate change implications

37. On 27 March 2019, the council declared a climate emergency and considers the implications of climate change in all of its decisions. Following Council Assembly on 14 July 2021, the council has committed to considering the climate change implications of any decisions.
38. The review of the current CIAs does not have a negative impact on climate change”.
39. Decisions on licences must be in line with the licensing objectives; however, as physical premises require planning consent, climate change can be addressed as part of the planning process.

Resource implications

40. The review of the Cumulative Impact Areas does not have any resource issues.
41. The resource costs of managing this process may be borne within the current licensing budget

Consultation on the cumulative impact assessment

42. The CIA policy assessment is intended to be undertaken with a public consultation in accordance with the provisions of the Licensing Act 2005, Section 5(3). As such, it is proposed that the consultation will take place as set out below.
43. The policy will be introduced by circular email sent to:
- The chief officer of the police
 - The fire authority
 - Representatives of holders of premises licences, club premises certificate holders and personal licence holders
 - Representatives of businesses and residents
 - All responsible authorities specified under the Act.

44. The statutory consultees will be notified of the review and consultation of the CIA policy and how to respond. The consultation will also be advertised at the Council's offices in Tooley Street and on the council's website. The CIA policy report will be available for comment for a four-week period from 22 June 2026 to 19 July 2026 on the council's website.

Implementation Table

45. The implementation timeline is set out in the table below.

Implementation timeline	
Public consultation 4 weeks	24 July 2026 to 23 August 2026
Licensing Committee Consideration of responses to the review and to determine the status of CIAs in Southwark	September 2026 – to be confirmed
Implementation of the policy	To be confirmed

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Interim Director of Law and Governance

46. The Licensing Act 2003 ("the 2003 Act") requires the Council, as the licensing authority, to prepare and publish a statement of its licensing policy every five years. Southwark's current Statement of Licensing Policy 2026-31 was approved by Council Assembly on 18 March 2026 which includes the current CIAs. After publishing a CIA the licensing authority must, within three years, consider on the continuation of the CIAs based on the assessment in **Appendix A**.
47. In determining its policy, the Council is exercising a licensing function and as such, must have regard to the Guidance issued by the Secretary of State under section 182 of the 2003 Act. It must also give appropriate weight to the views of those persons/bodies listed in section 5(3) of the Act, which it is required to consult before determining its policy.
48. Although the Guidance represents best practice, which the Council must have regard to. The Guidance is therefore binding on the licensing authorities to that extent. As long as the Guidance has been properly and carefully understood and considered, licensing authorities may depart from it if they have reason to do so. In this event, they will need to give full reasons for their decisions, which must be consistent with the objectives of the 2003 Act.

49. The Council is required to have regard to the statement of licensing policy and make decisions in accordance with it. Licensing authorities may depart from their policy if the individual circumstances of any case merit such a decision in the interests of promoting the licensing objectives. In this event it is important that full reasons are given for departing from the published statement of licensing policy.
50. Members should note that the 2003 Act imposes a duty on the council, as the licensing authority, to carry out its functions under the Act with a view to promoting the four licensing objectives, namely:
 - The prevention of crime and disorder
 - The promotion of public safety
 - The prevention of public nuisance
 - The protection of children from harm.
51. Each of these objectives is of paramount and equal importance. There are no other licensing objectives, and therefore the council cannot reject an application for a licence or impose conditions on a licence for any purpose unrelated to the promotion of these objectives. For example, whether or not there is a 'need' for another licensed premises in a given area is a matter for planning committees, but is not a matter for a licensing authority in its statement of licensing policy or in discharging its licensing functions.
52. However, the cumulative impact of licensed premises on the promotion of the licensing objectives is a matter for the Council to consider when reviewing or adopting its statement of licensing policy. The Guidance explains 'cumulative impact' as the potential impact on the promotion of the licensing objectives – for example, crime and disorder and/or public nuisance - of a significant number of licensed premises concentrated in one area.
53. Positive equalities obligations are placed on local authorities, sometimes described as equalities duties, with regard to race, disability and gender. Race equality duties were introduced by the Race Relations Amendment Act 2000, which amended the Race Relations Act 1976. Gender equalities duties were introduced by the Equality Act 2006, which amended the Sex Discrimination Act 1975. Disability equality duties were introduced by the Disability Discrimination Act 2005, which amended the Disability Act 1995.
54. Under the Local Authorities (Functions and Responsibilities) (England) Regulations 2000, as amended, decisions relating to licensing matters cannot be the responsibility of an authority's executive. The 2003 Act provides that whilst the majority of the functions of the licensing authority, are to be taken or carried out by its licensing committee, decisions relating to the statement of licensing policy cannot be delegated in such a way. The decision on whether to adopt the statement of licensing policy must therefore be taken by council assembly.

Strategic Director of Resources

55. This report is requesting the licensing committee to consider the recommendations set out in paragraph 1 above. The Strategic Director Resources notes the recommendations and that there are no identified additional resource implications as a result of these proposals, and notes that staffing and any other running costs connected with these recommendations are to be contained within existing departmental revenue budgets.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
The Licensing Act 2003 plus secondary regulations	The Licensing Service, 3 rd Floor 160 Tooley Street, London, SE1 2QH	Esther Jones Tel: 020 7525 5748
The Home Office Guidance to the Act, published as amended Feb 2025.		
Cumulative Impact Areas review December 2023		

APPENDICES

Name	Title
Appendix A	Cumulative Impact Area Assessment Policy Report – December 2025
Appendix B	Names of Streets within the current CIA and the Elephant and Castle Monitoring Area
Appendix C	Equalities Impact Needs Assessment

AUDIT TRAIL

Lead Officer	Aled Richards, Strategic Director Environment, Sustainability and Leisure		
Report Author	Bina Patel, Business Unit Manager		
Version	Final		
Dated	1 May 2026		
Key Decision?	Yes		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title		Comments Sought	Comments Included
Director of Law and Governance		Yes	Yes
Strategic Director of Resources		No	No
Cabinet Member		No	No
Date final report sent to Constitutional Team			8 July 2026

CUMULATIVE IMPACT AREA POLICY ASSESSMENT REPORT

Regulatory Services

DECEMBER 2025

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1 Executive Summary

1.1 Introduction

Southwark Council's 2025 Cumulative Impact Assessment (CIA) provides a comprehensive evaluation of alcohol-related activity across Southwark to determine whether specific areas meet the criteria for designation as Cumulative Impact Areas (CIAs) under the Licensing Act 2003. The review draws on multiple datasets—including crime records, ambulance callouts, antisocial behaviour incidents, complaints, and licensing activity—to assess cumulative pressures and understand how clusters of licensed premises affect local communities, public safety, and the night-time economy.

1.2 Key findings

- Licensed premises remain concentrated within existing CIAs and monitoring areas. Although these areas cover only 16% of Southwark's total land area, they contain nearly half of all licensed premises, with densities as high as 197.4 premises per km² compared with 33.6 per km² in the rest of the borough.
- Alcohol-related harms are similarly concentrated - CIAs and monitoring areas account for 65% of all licensing-related complaints, with Borough & Bankside and Elephant & Castle consistently showing the highest levels of community concern, crime intensity, and emergency service demand.
- Crime and disorder peaks in high-pressure locations - Elephant & Castle records the highest alcohol-related crime density (approx. 334–350 per km²), followed closely by Borough & Bankside, reflecting persistent late-night and weekend pressures. Temporal analysis shows risks peaking between 00:00–04:00, particularly on Friday to Sunday.
- Statistical analysis confirms clear differentiation between areas - Elephant & Castle remains consistently high across all seven indicators strongly supporting CIA designation. Borough & Bankside remains above average due to its high density of premises and persistent incident volumes. Peckham and Camberwell show mixed or improving trends. Old Kent Road and Walworth display moderate and inconsistent patterns.
- Licensing activity continues to decline boroughwide, yet CIAs still attract around 40% of all applications.

1.3 Overall Conclusion

The cumulative evidence demonstrates that Elephant & Castle now meets the threshold for CIA designation. Borough & Bankside and Peckham continue to justify their existing CIA status due to sustained high licensing density and related harms. Camberwell no longer meets CIA criteria, reflecting successful stabilisation of risk indicators. All other monitoring areas show no current justification for continuation and should be discontinued.

2 Introduction

As required under the Licensing Act 2003 officers undertook a comprehensive review of alcohol-related activity across Southwark, evaluating its impact on residents, businesses, and public safety. This review included a detailed analysis of relevant data to assess whether specific areas met the criteria for designation as Cumulative Impact Areas (CIAs).

CIAs are designated where the concentration of licensed premises is likely to undermine the licensing objectives—preventing crime and disorder, ensuring public safety, preventing public nuisance, and protecting children from harm. The policy places a presumption against new or varied licences in these areas unless applicants can demonstrate no adverse impact.

The assessment examined how clusters of licensed premises affect the borough's licensing objectives. It analysed trends and identified hotspots for alcohol-related crime, disorder, and nuisance, providing robust evidence to shape Southwark's Statement of Licensing Policy. Crucially, the review aimed to strike a balance—supporting the continued growth of the hospitality sector while safeguarding residents and maintaining public safety.

Southwark is a borough with a unique mix of residential neighbourhoods, cultural attractions, and major transport hubs. Its excellent transport connectivity makes it a magnet for visitors and businesses, creating a thriving night-time economy. This success brings benefits but also challenges. Dense clusters of licensed venues around key destinations have led to increased issues such as alcohol-related crime, public safety concerns, and noise complaints, placing significant regulatory demands on the council.

Areas like London Bridge and Elephant and Castle illustrate these challenges clearly. Its extensive transport links generate heavy late-night foot traffic, which in turn drives higher rates of alcohol-related incidents and disorder. Traditional licensing controls alone could not manage these risks effectively, highlighting the need for targeted measures in high-risk zones.

Recognising this, Southwark introduced CIAs between 2008 and 2011 as part of its licensing policy framework. Camberwell was designated in 2008, followed by Peckham in 2009 and Borough & Bankside in 2011. These areas were identified because of their high concentration of licensed premises and associated public health and safety concerns. In addition, three monitoring areas—Elephant & Castle, Walworth, and Old Kent Road—were established to track emerging trends in alcohol-related disorder.

This strategic approach reflects Southwark's commitment to balancing a vibrant night-time economy with the need to protect residents, visitors, and businesses from the negative impacts of over-concentration.

2.1 Legislative context

The concept of Cumulative Impact has been embedded in Secretary of State's Guidance issued under section 182, since the introduction of the Licensing Act 2003. It forms part of the council's adopted licensing policy and is a key consideration for the authority when discharging its functions and developing that policy

Where an area has been designated as a CIA, the Council must have regard to the concentration of licensed premises in an area may affect the four licensing objectives: preventing crime and disorder, ensuring public safety, preventing public nuisance, and protecting children from harm. For example, a dense cluster of such venues might increase risks related to crime or public disturbance.

CIAs remain a critical tool for managing cumulative impact, but adaptive measures and targeted interventions are essential to address evolving risks. The implementation and assessment of a CIA policy must be based on data specific and associated to alcohol-related crime, including ASB and Ambulance callouts. This provides transparency and evidence-based justification for cumulative impact policies, ensuring that decision-making for applications considers the broader effect of clustering licensed premises.

A CIA policy sits under the overarching Licensing policy. The publication of a CIA does not change how licensing decisions are made; the Licensing Authority will always consider each application on its merits. However, a CIA is a strong statement of intent about an authority's approach to licence applications.

The CIA policy places a presumption that any new or variation applications within the defined areas would likely add to the existing cumulative impact and therefore be refused. The policy allows applicants to rebut the refusal presumption if they can demonstrate that the premises operation would not adversely impact the intention of the policy and add to the existing cumulative impact.

2.2 Data Sets Used in the 2025 Assessment

The 2025 assessment of alcohol-related activity in Southwark was informed by a targeted selection of datasets¹, chosen for their relevance to public safety, health, and licensing impacts. These included:

- Local crime and disorder statistics, with a focus on specific crime types and identified hotspots.
- Anti-social behaviour offence data, reflecting community-level disturbances.
- Health-related indicators, such as alcohol-related emergency department attendances and hospital admissions.

¹ Data source : Divisional Analytical and Business Service

However, changes in data collection systems, particularly within police and ambulance services, had a material impact on the comparability and completeness of the data:

- Direct comparisons with the December 2023 assessment are not recommended, as the datasets differ significantly in structure and coverage.
- Metropolitan Police Service (MPS) data was incomplete, notably lacking alcohol-related crime figures for the 2023/2024 financial year. As a result, percentage change analysis for this category between 2023/2024 and 2024/2025 could not be undertaken.

To strengthen the robustness of the assessment and align with best practices observed in other London boroughs, additional datasets² were incorporated:

- Volume of complaints received by the Local Authority, particularly those submitted by residents and residents' associations concerning licensed premises.
- Density of licensed premises, including categorisation by outlet type.
- Licence applications submitted to the Local Authority providing insight into market activity and demand.

Further detail on these datasets and the analytical parameters applied is provided in the Methodology section of this report.

² Data Source: APP Civica

3 Methodology

3.1 Introduction

The Cumulative Impact Assessment (CIA) has been developed through systematic data analysis to provide a comprehensive understanding of cumulative impacts within these areas. The 2025 assessment is informed by a defined set of datasets³, including local crime and disorder statistics, and health indicators such as alcohol-related emergency attendances and hospital admissions.

3.2 The 2023 Assessment vs 2025 Assessment

Changes in police systems and ambulance call-out logging procedures affected data consistency, making direct comparison with the December 2023 assessment inadvisable. Furthermore, data provided by the Metropolitan Police Service relating to alcohol-related crime records for 2023/2024 is now categorised differently, preventing direct comparisons.

The 2023 assessment focused primarily on crime and relied on raw incident counts and percentage change for each area. While this approach highlighted absolute volumes, it did not account for differences in geographic size or population and was restricted to CIA and Monitoring areas, limiting comparability and borough-wide relevance. In contrast, the 2025 assessment adopts density measures calculated per square kilometre and considers the entire borough. This provides a more accurate, equitable, and comprehensive basis for comparison.

Density based analyses is routinely used by licensing authorities across multiple councils in London such as Hounslow, Enfield, Bexley, Wandsworth, and Tower Hamlet — as well as boroughs outside of London such as Stoke-on-Trent, Middlesbrough, Bedford, York, and Kirklees which demonstrate clear national consistency with statutory expectations. These authorities universally emphasise density as a central factor and apply spatial and analytical techniques to evidence cumulative impact in line with government guidance.

This methodology aligns fully with Section 5A of the Licensing Act 2003 and the statutory guidance issued under Section 182, which explicitly identifies the density of licensed premises as a causal driver of cumulative impact. Local authorities operationalise these requirements through data-driven, evidence-led methods, incorporating crime data, ASB reports, environmental complaints, health-related indicators, and geographic clustering analysis.

To provide a more comprehensive understanding of Southwark's licensing landscape, the assessment incorporated additional datasets following a review of methodologies adopted by other boroughs. These included complaints recorded by the Council concerning licensed premises,

³ Data source: Divisional Analytical and Business Service

alongside the density of licensed premises and outlet types, and licence applications received. Full details of these datasets and the assessment parameters are outlined in the methodology section.

2023 Assessment vs 2025 Assessment **table**

Description	2023 Assessment	2025 Assessment
Assessment methodology	Raw counts were used and presented as a percentage change year on year.	Raw counts were used and converted into density per sq km. This is then compared against the average of borough as a whole.
Datasets used	• Alcohol Related Violent Crime • Alcohol Related Crime • LAS Calls out • Alcohol related rowdy behaviour and street drinking	• Alcohol Related Violent Crime • Alcohol Related Crime • LAS Calls out • Alcohol related rowdy behaviour and street drinking • Volume of complaints received by the Local Authority, particularly those submitted by residents and residents' associations concerning licensed premises. • Density of licensed premises • Licence applications to the Local Authority
Evaluation and recommendation	• % Change	• Scoring above boroughs average • Composite index

Table 1 2023 vs 2025 Assessment

3.3 Description of Datasets and limitations

We continued to use the following datasets and note their limitations.

Data Cohort	Alcohol Related Crime	Limitations
MPS crime data	Two crime alcohol data cohorts were used. The first cohort was all violent crime reports with a drink-related feature code⁴. The second cohort identified a bespoke violent crime dataset. This was introduced in 2018/19, and it removed incidents of domestic abuse, road rage and safeguarding offences from this dataset.	Between 2022 and 2023, the Metropolitan Police Service adopted a new incident recording and reporting platform known as CONNECT. This transition resulted in modifications to the categorisation, storage, and extraction of incident data, including changes to field structures, classification codes, and unique identifiers. As recognised by London Datastore (2024), crime and incident statistics should not be directly compared with figures from 2023 onwards We have used the dataset to provide us with indicative insights.
Ambulance call-out data AS callouts data	Alcohol related incidents	The London Ambulance Service (LAS) implemented significant digital introducing an electronic Patient Care Record (ePCR) system from 2020 and planning a new Computer-Aided Dispatch (CAD) system rollout from 2022. These changes enhanced the precision and consistency of data capture but altered the way incident types, priorities, and responses are coded and recorded. As a result, ambulance call-out data from 2021–2023 may not be directly comparable with datasets from 2023–2025 due to differences in recording methods and data structure.⁵
ASB calls to the police	categorised as rowdy behaviour or street drinking with an alcohol flag are included in the dataset.	The LA Analyst dataset (available via Box for the period 2022/23) is an unpublished data source provided by the Metropolitan Police and does not represent official police figures. Consequently, some variation may occur when comparing outputs derived from this dataset with those from other official systems.⁶
British Transport Police and Transport for London	Crime data was not included in the analysis	These data sets do not record specific location details of offences committed on the transport network.

Table 2 Datasets and data limitations

⁴ MPS CRIS Drink related feature codes – GA – Alcohol consumed at scene by suspect/accused, MF – suspect/accused had been drinking prior to committing offence, MV – victim had been drinking prior to offence.

⁵ (London Ambulance Service, 2023).

⁶ Southwark Community Safety Partnership, Strategic Assessment 2024/25.

3.4 Datasets Evaluation Framework

The evaluation framework assesses the data based on methodologies used by other London boroughs⁷. The assessment considers the density of licensed premises within each area, as high concentrations are often linked to increased risks of crime and public nuisance.

Crime density is analysed using police data to identify hotspots of alcohol-related incidents, while complaint volume from residents and businesses provides insight into persistent community concerns. Temporal patterns are examined to determine peak times for incidents, such as late-night and weekend periods, enabling targeted enforcement.

Finally, trend analysis is conducted across multiple years to assess whether issues are increasing, decreasing, or stable, ensuring that policy recommendations are responsive to changing local conditions.

The recommendation of the CIA designation in this assessment is based on seven evaluation criteria/indicators:

Criterion	Description	Typical CIA Threshold
Premises Density	High concentration of licensed premises	Above borough's average
Alcohol Related Crime	Persistent alcohol-related crime	Above borough's average
Alcohol Related Violent Crime	Incidents of violence where alcohol is a contributing factor	Above borough's average
Alcohol related rowdy behaviour and street drinking	Evidence of public nuisance linked to alcohol consumption	Above borough's average
LAS Calls out	High volume of alcohol-related ambulance callouts	Above borough's average
Licence applications granted	Volume of new, varied, or extended licences adding pressure to the area	Above borough's average
Complaint by residents	Disproportionate number of public complaints	Above borough average

Table 3 Evaluation criteria/indicators

Data were drawn from licensing applications, police and ambulance records, and complaint datasets. Thresholds were benchmarked against borough-wide averages, and recommendations were further informed by areas exceeding the average in three or more of the five assessed metrics.

⁷ London Boroughs of Hounslow, Ealing, Merton, Hackney, Westminster and Wandsworth.

3.4.1 Exploratory and Descriptive Spatial Analysis

We applied Exploratory Spatial Data Analysis (ESDA) techniques to identify patterns in the distribution and density of licensed premises across Southwark. These methods were descriptive in nature and used to explore spatial structure and clustering. Techniques included:

- Spatial overlay analysis
- Proportional (choropleth) mapping
- Descriptive spatial statistics

Premises were grouped within predefined geographies (CIAs, monitoring areas, and “Other” areas). Standardised density rates (per km²) were calculated to enable like-for-like comparisons between areas of different size and to identify high-density clusters relevant to cumulative impact considerations.

Additional descriptive analyses were undertaken to characterise activity and temporal patterns:

- Frequency distributions and percentage share analysis for business type composition
- Time series visualisation with linear trend lines for licensing applications and complaints
- Comparative bar charts and horizontal funnel charts for proportional breakdowns of crime categories and ratio comparisons across CIAs and monitoring areas
- Cross-tabulations by premises type and location to identify disproportionately represented categories
- Heatmaps, temporal heatmaps, and time-segmented frequency analysis for crime density and hotspot identification to reveal peak hours and evening-period patterns

3.4.2 Statistical Standardisation and Composite Index Construction

To ensure comparability across indicators measured on different numerical scales and distributions, a formal statistical standardisation process was applied, an approach widely used in criminology, public health, and community safety, and is consistent with UK licensing practice that expects evidence to be multi-source, geospatial, and objective.

3.4.3 Z-Score Standardisation

- Normalise by area (km²) - All inputs are expressed as densities (counts per km²), which removes bias from different geographic sizes.
- Each density-based variable - Premises Density, Crime Density, Complaints (2024/25) Density, ASB Density, and LAS Callout Density, was converted into a Z-score so every variable is on a common statistical scale (Average = 0, SD = 1). x is the area's value, μ is the borough mean (across areas), and σ is the population standard deviation.
- Z-score standardisation expresses each value relative to the overall average and standard deviation, enabling consistent comparison across indicators.

$$Z = \frac{x - \mu}{\sigma}$$

3.4.4 Composite Risk Index (CRI) – Equal Weight Model

- The seven standardised Z-scores for each area were averaged to create a Composite Risk Index (CRI).
- The CRI measures cumulative impact by combining multiple indicators on a shared, standardised scale.
- Each indicator is given equal weight, ensuring that no single dataset or variable dominates the results.
- Areas with mostly positive Z-scores receive higher CRI values, helping identify statistical outliers that may require stronger cumulative impact controls.
- The Index is transparent and balanced, focusing on overall patterns rather than any single metric.
- Using the average of Z-scores removes scale differences across indicators and ensures every incident type contributes equally to the final score.
- High-risk areas are identified based on statistical deviation (e.g., more than +1 standard deviation above the borough mean), not subjective judgement.
- All conclusions and decisions are based strictly on the Z-scores and the Composite Risk Index, rather than on descriptive or exploratory analysis.

4 Licensing activity in Southwark

As of mid-2022, the London Borough of Southwark had a population of 311,913 (ONS), spread across 29 square kilometres (11 square miles). Southwark currently has 1618 licensed premises⁸.

Although the CIA and monitoring areas represent only 4.76 km², or 16% of the borough's total area, they account for nearly 50% of licensing activity. This concentration means that about half of all licensed premises are located within a small geographic area, creating high licensing density and increased regulatory demand.

Below is the map of Southwark illustrating the current CIAs and Monitoring areas.

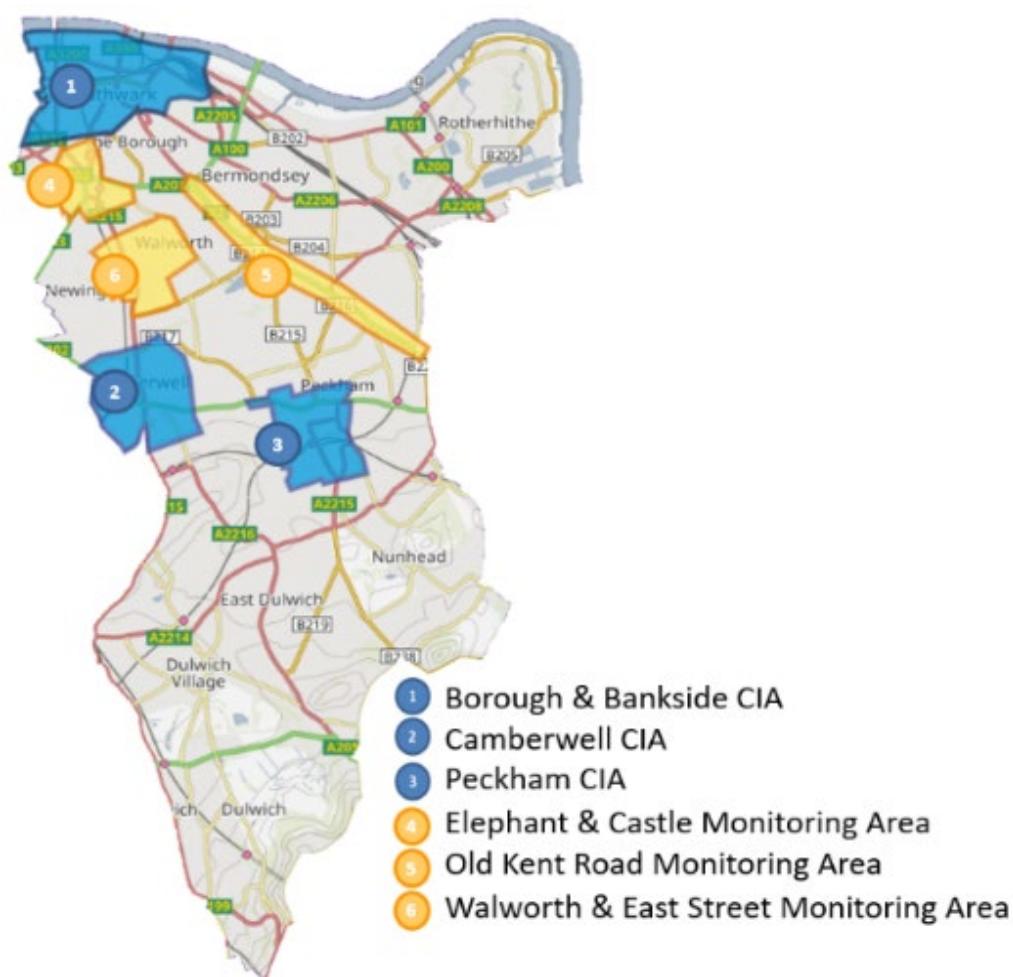


Figure 1 Map of Southwark showing CIAs and Monitoring areas

⁸ Data Source: App Civica

4.1 Premises Distribution - CIAs and Monitoring areas

The distribution of licensed premises across Southwark varies significantly between the borough's Cumulative Impact Areas (CIAs) and designated monitoring areas. Understanding where premises are concentrated, and how density differs spatially, is essential for assessing patterns of local risk, demand on enforcement resources, and potential impacts on crime and anti-social behaviour.

Southwark has a total of 1,618 licensed premises spread across roughly 29 square kilometres, giving the borough an overall licensing density of 55.79 premises per km².

Area	No. of Premises	Area (km ²)	Density (Premises/km ²)
CIA	612	3.1	197.4
Monitoring Areas	192	1.66	115.7
Other Areas within Southwark	814	24.24	33.6
Total for Southwark	1618	29	55.79

Table 4 Density of Licensed Premises across Southwark

The Cumulative Impact Areas (CIAs) account for 3.1 km², while Monitoring Areas cover a further 1.66 km². Together, these designated zones represent just 16% of Southwark's total area, with the remaining 24.24 km² comprising Other Areas not currently subject to specific licensing designations.

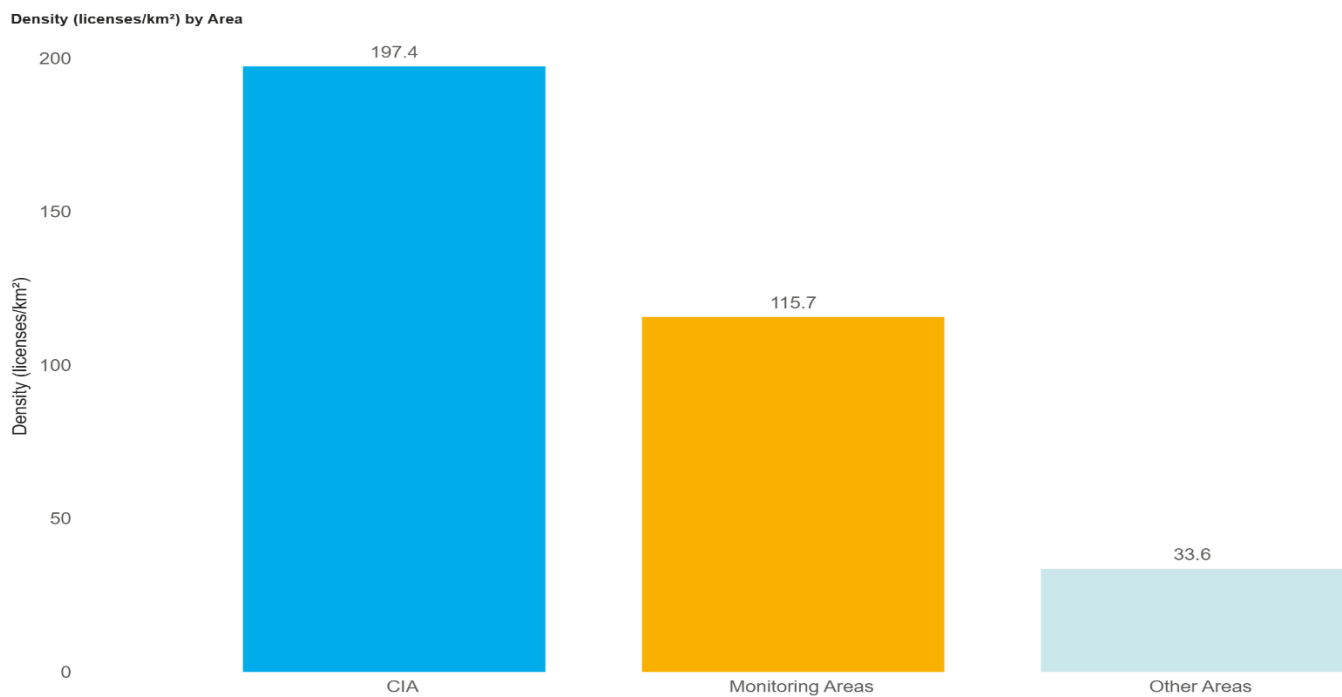


Figure 2 Density of Licence Premises in Southwark

The analysis of premises density shows that Cumulative Impact Areas (CIAs) have the highest concentration of licensed premises, averaging 197.4 premises per km² (56.94%), compared to 115.7 premises per km² (33.37%) in monitoring areas and just 33.6 premises per km² (9.69%) in other parts of the borough. This means CIAs are nearly six times denser than non-designated areas.

Premises Density (per SqKm) by CIA & Monitoring areas

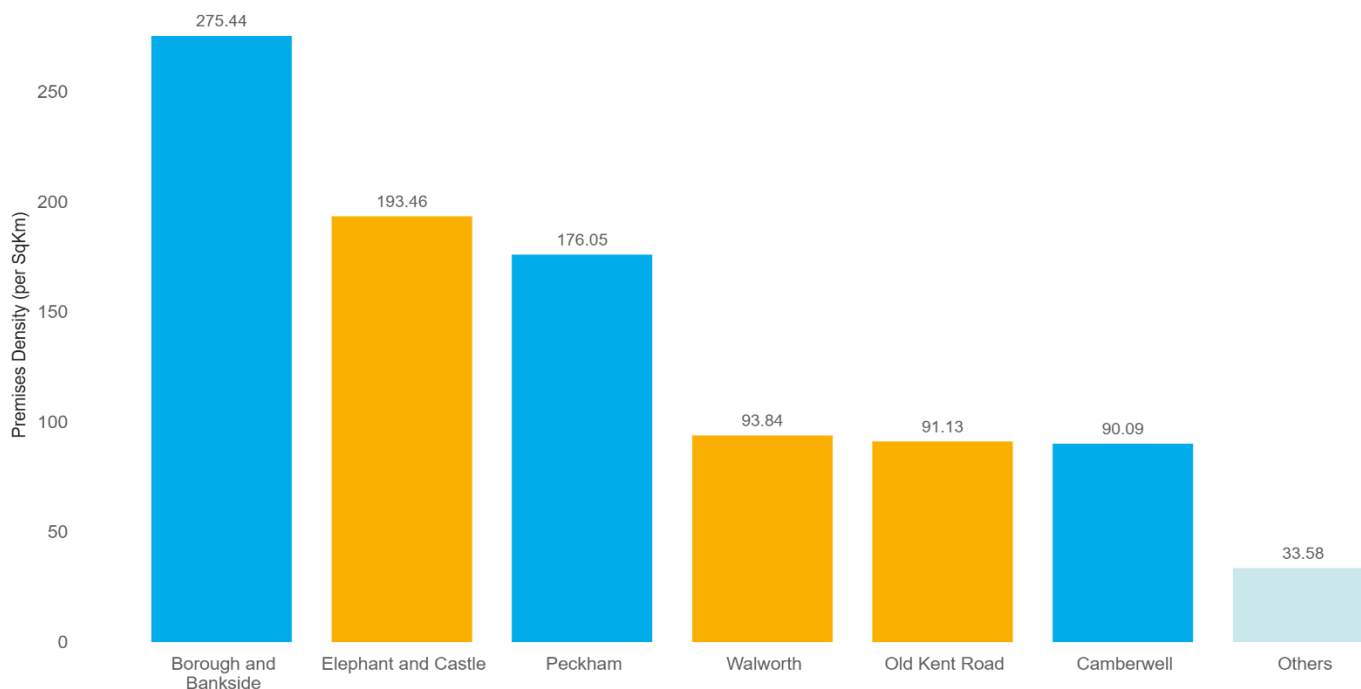


Figure 3 premises density per square kilometre - CIA and Monitoring areas 2024/2025

Within individual locations, Borough & Bankside leads with 275.44 premises per km² (28.88%), followed by Peckham (176.05, 18.46%) and Camberwell (90.09, 9.45%). Among monitoring areas, Elephant & Castle stands out with a density of 193.46 premises per km² (20.29%), comparable to CIAs. In contrast, Walworth (93.84, 9.84%) and Old Kent Road (91.13, 9.56%) remain moderate-density zones when compared to other areas within the borough.

4.2 Licensing Trends (FY2020/21 to FY2024/25)

This section highlights both the broader Licensing environment and the more specialised trends within CIAs, offering insight into application demand and specific patterns across the period. It reviews annual trends in licensing activity within the CIA and monitoring areas, emphasising the total number of applications received, and licences granted over the financial years from 2020/21 to 2024/25

The chart below illustrates the relationship between the total applications received and granted across Southwark.

4.2.1 Applications received vs granted

Applications received vs Granted by Financial Year in Southwark

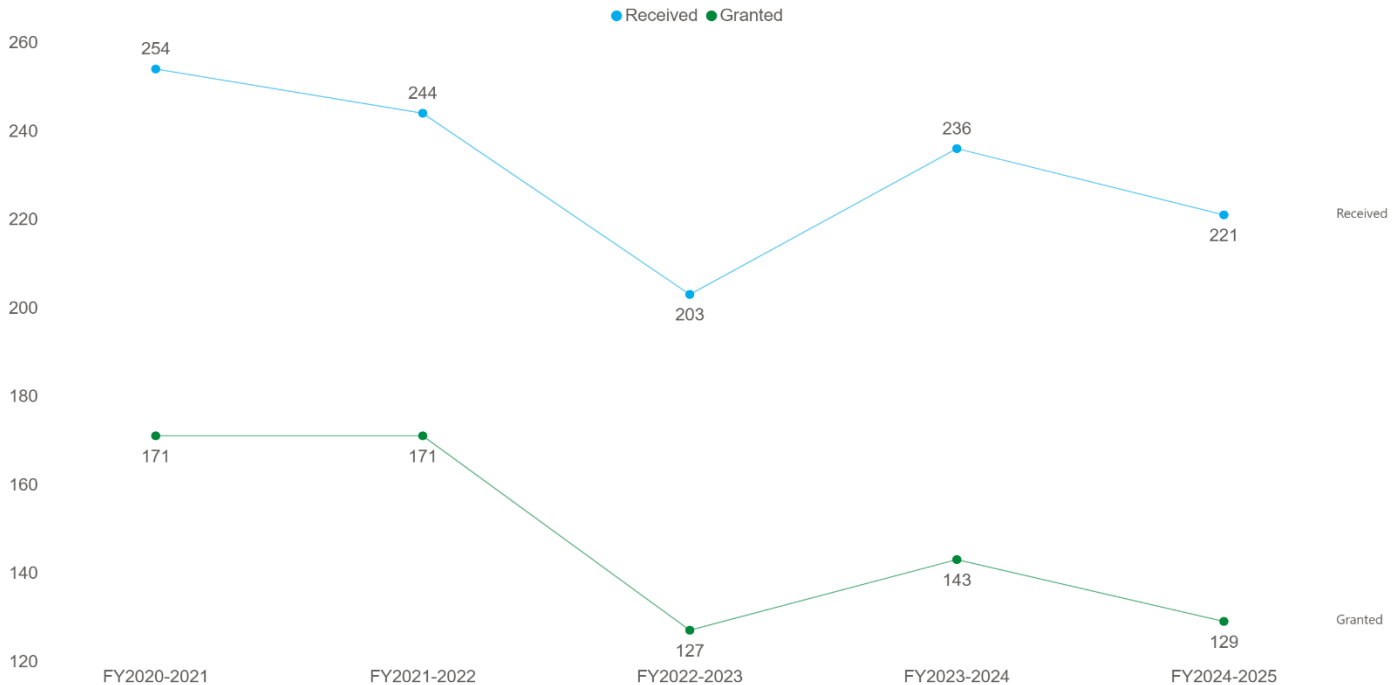


Figure 4 Applications received and granted.

The chart above shows a consistent decline in licensing activity over five years. Applications received fell from 254 in FY2020-2021 to 221 in FY2024-2025 (a 13% decrease), while licences granted dropped more sharply from 171 to 129 (a 24% reduction). The most significant dip occurred in FY2022-2023, with only 203 applications and 127 approvals. Although there was a partial increase in FY2023-2024, figures declined again in FY2024-2025. The approval rate also fell steadily from 67% to 58%, indicating that fewer applications were successful.

Please note : The gap between the number of applications received and those granted can be explained by several factors. Firstly, this will include applications that have been refused. Additionally, it covers applications that have withdrawn. Invalid applications that fail to meet the necessary criteria also contribute to this difference. Moreover, in some cases, multiple applications are submitted for the same premises, further affecting the total number of applications received. It is important to note that for the purposes of a CIA assessment, only the granted applications are considered, not the total number received by the licensing authority.

4.2.2 Applications granted in Southwark by area

The cumulative distribution of granted licences over a five-year period shows that 346 premises (46.69%) are located outside the CIA and Monitoring Areas, while 267 premises (36.03%) are within the CIA, and 128 premises (17.27%) are in the Monitoring Areas.

Area	No. of Premises	Area (km ²)	Density (Premises/km ²)
CIA	267	3.1	86.12
Monitoring Areas	128	1.66	77.10
Other Areas within Southwark	346	24.24	14.27
Total for Southwark	741	29	177.49

Table 5 Licence applications granted in Southwark between 2020/2021 to 2024/2025

Density of applications granted in Southwark

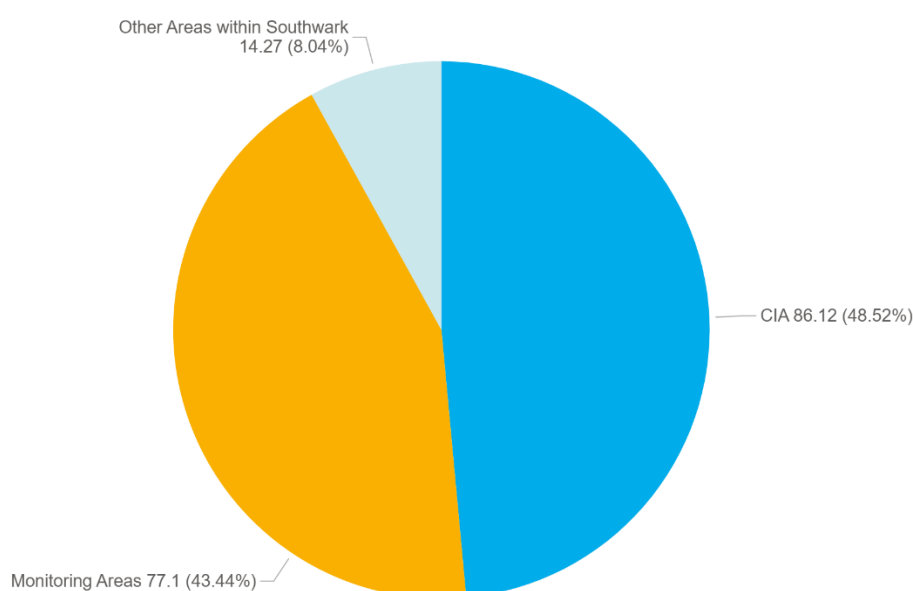


Figure 5 Proportion of Applications granted in Southwark

When comparing these proportions with the physical size of each area, the pattern becomes clearer. “Other Areas” cover most of Southwark’s land (24.24 km²), but they only hold 14.27 premises per km², which is the lowest density. Even though they contain the largest number of premises overall (346 premises), their share of total density is only 8.04%, as shown in the doughnut chart.

By contrast, CIA Areas are very small (3.1 km²) but have the highest density of premises at 86.12 per km², making up 48.52% of all density on the chart. Monitoring Areas, which also have a small land area (1.66 km²), show a similarly high density of 77.10 premises per km², accounting for 43.44% of the total.

This means that although most licences (46.69%) are located outside CIA and Monitoring Areas, the highest concentration of premises is within the CIA and Monitoring Areas, not the wider borough.

The trend in granted applications supports this. While Other Areas remain the largest group, approvals have fallen over time — from 85 in 2020–2021 to 54 in 2024–2025 — reflecting an overall decline in licence applications across Southwark. The drop is sharper in the wider borough than in the more pressured CIA and Monitoring zones, which continue to show the strongest concentration of licensed premises.

Area	Area (km ²)	Density per km ² (No.) 2020-21	Density per km ² (No.) 2021-22	Density per km ² (No.) 2022-23	Density per km ² (No.) 2023-24	Density per km ² (No.) 2024-25
CIA	3.1	17.41(54)	19.67(61)	17.41(54)	18.06(56)	13.54(42)
Monitoring Areas	1.66	19.27(32)	15.66(26)	9.63(16)	12.65(21)	19.87(33)
Other Areas in Southwark	24.24	3.50(85)	3.46(84)	2.35(57)	2.72(66)	2.22(54)

Table 6 Density of Licence applications granted in Southwark from 2020/2021 to 2024/2025

Density of Applications granted by Financial Year and Area

Area ● CIA ● Monitoring Areas ● Other Areas within Southwark

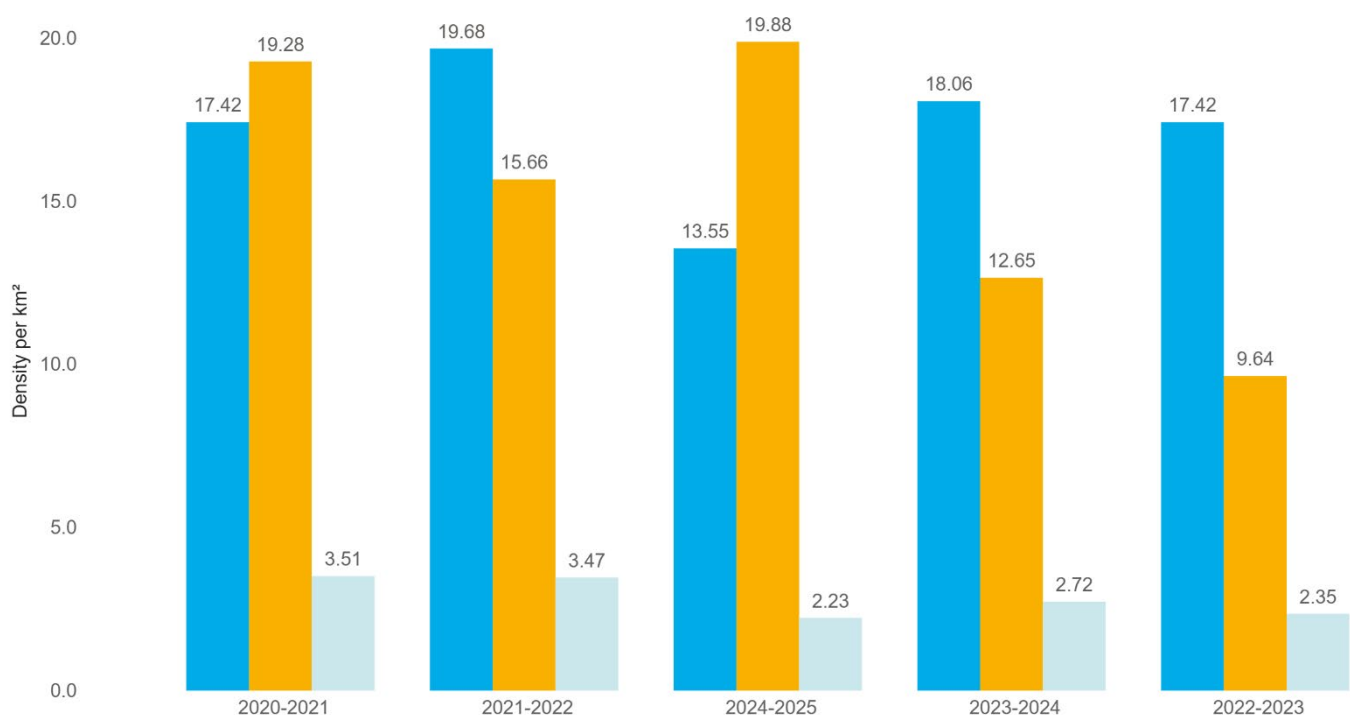


Figure 6 Applications granted by area

Despite covering only 3.1 km², the CIA areas continue to generate a large share of approvals, peaking at 61 in 2021–22 and ending at 42 in 2024–25. Monitoring Areas (1.66 km²) show a clear increase: approvals rose from a low of 16 in 2022–23 to 33 in 2024–25, lifting density back to 19.87 per km². Other Areas, covering most of Southwark, remain low in density and fell from 85 to 54 approvals over the period. Borough-wide, applications declined by 13% and approvals by 24%, dropping the approval rate from 67% to 58%. Overall, approvals are more concentrated in the small CIA and Monitoring areas than in the wider borough, with Monitoring showing the recent upswing.

4.3 Complaint Trends in Southwark

This section analyses the volume and distribution of complaints submitted to the local authority concerning licenced premises covering the period from FY2020/21 to FY2024/25.

Density per sq km by Financial Year

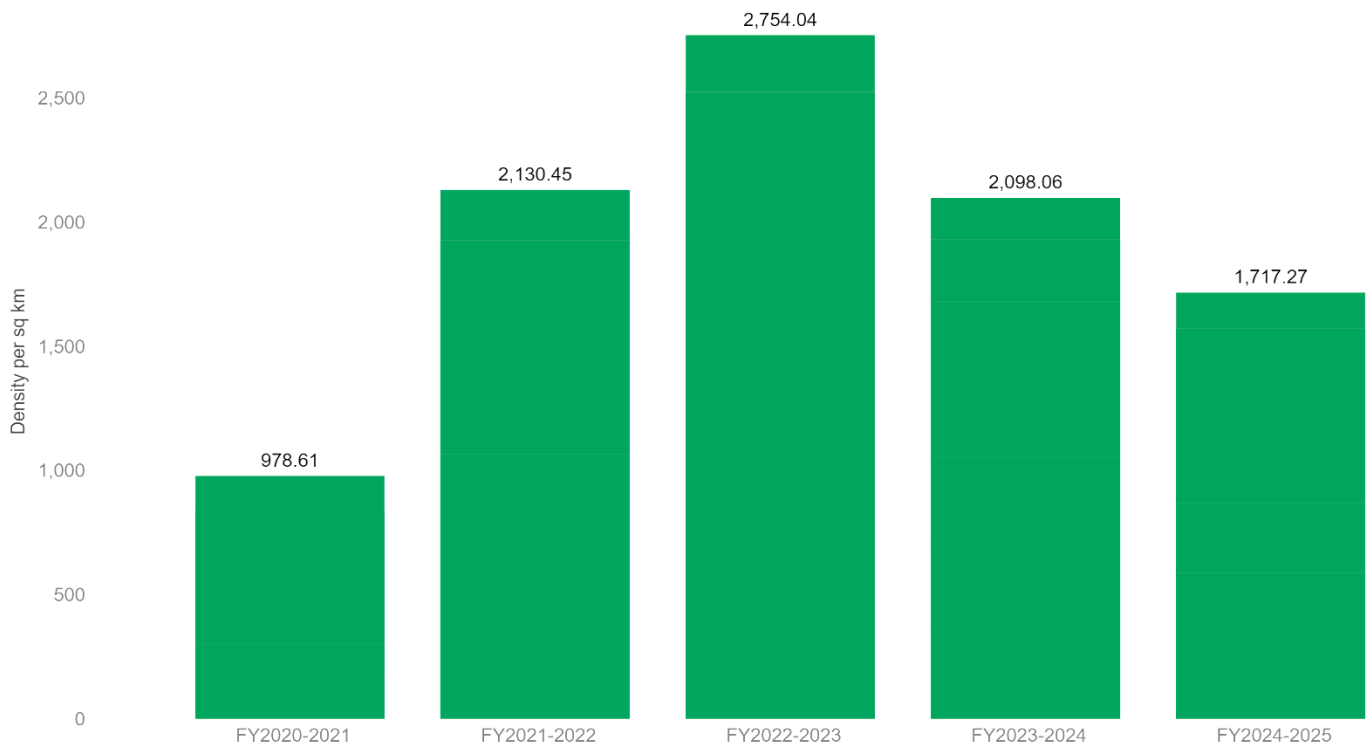


Figure 7 Summary of complaints from 2020/2021 to 2024/2025

The findings highlight the disproportionate concentration of complaints within CIAs and designated monitoring areas, as well as persistent hotspot areas.

4.3.1.1.1 Key Insights

- Complaint density rises sharply to a peak in FY2022/2023 (2,754.04), then declines through FY2023/2024 (2,098.06) and FY2024/2025 (1,717.27).
- The highest density occurs in FY2022/2023 (2,754.04). That's +29.3% higher than FY2021/2022 (2,130.45) and +181.4% above FY2020/2021 (978.61).
- From the peak to FY2024/2025, density falls by 37.6% (2,754.04 → 1,717.27). The year-over-year change from FY2023/2024 to FY2024/2025 is -18.2% (2,098.06 → 1,717.27).
- Five-year average density: 1,935.69 per sq km (mean across FY2020/2021–FY2024/2025).
- The data indicates a mid-period surge in complaint density followed by a two-year decline, but FY2024/2025 density remains 75.5% higher than FY2020/2021 (978.61 → 1,717.27).

4.4 Complaints related to Licenced Premises in Southwark.

Average Density – CIA & Monitoring areas vs Other areas in Southwark

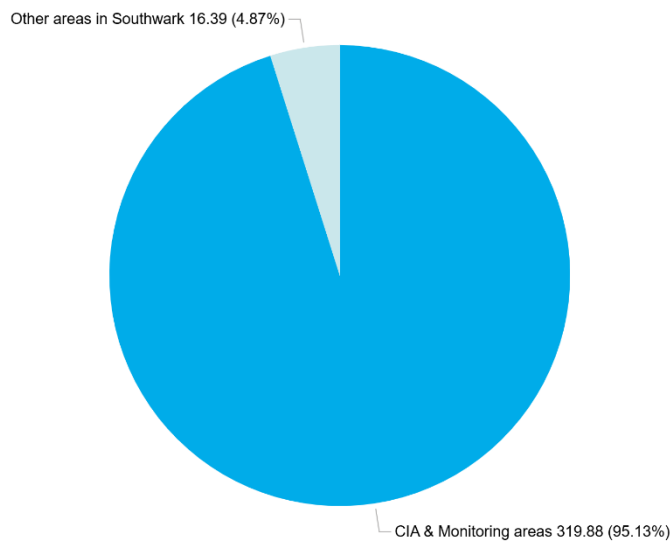


Figure 8 Proportion of Complaints in Southwark from 2020/2021 to 2024/2025 - CIA and Monitoring areas vs Rest of borough

The Breakdown of Complaints data⁹ related to licensed premises shows that the CIAs and monitoring areas account for 95.13% of complaints regarding licensing (6,613 cases), while the remainder of the borough (other areas) contributes 4.87% (1,986 cases). This indicates that the majority of issues linked to licensed premises are concentrated in designated areas.

⁹ Data source: APP Civica

4.4.1 Trend analyses of complaints by area

Density per sq km by Financial Year

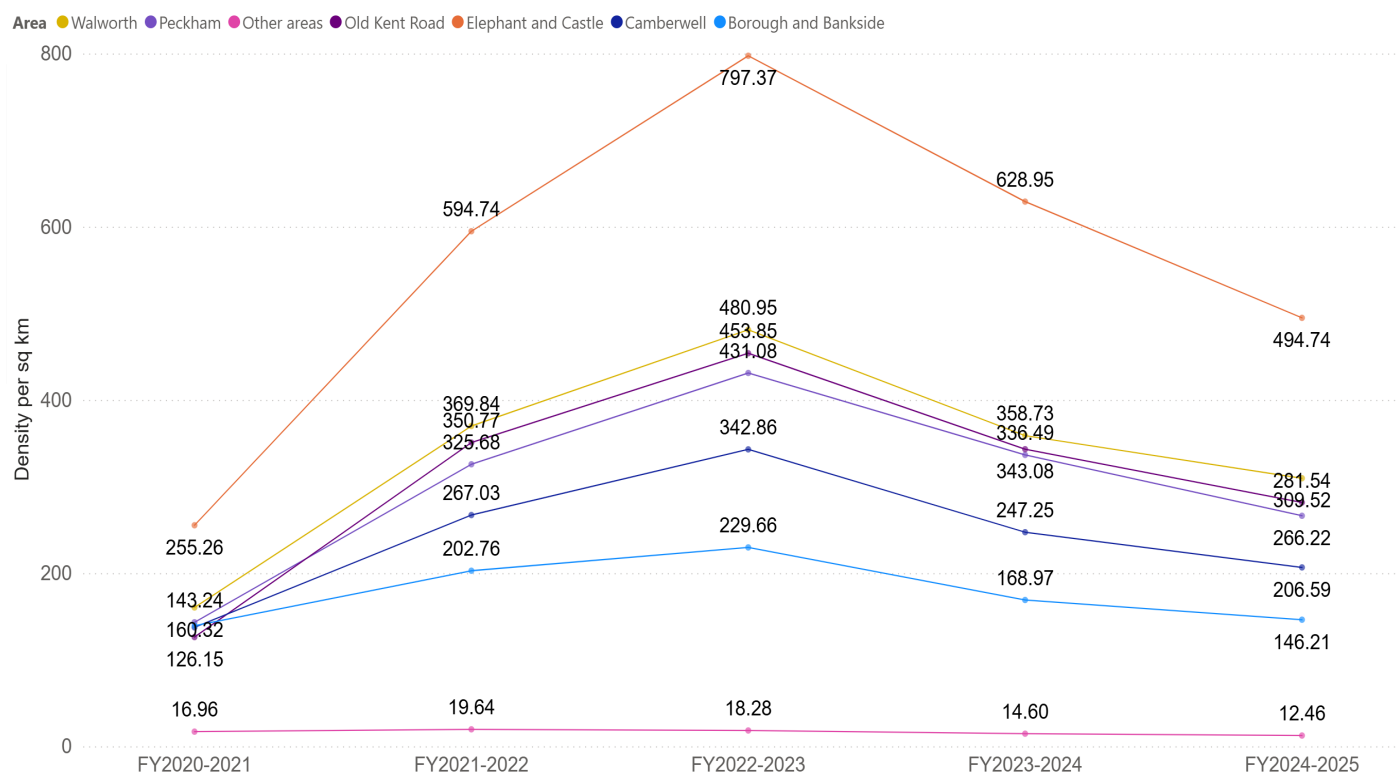


Figure 9 Trend analyses of complaints in Southwark from 2020/2021 to 2024/2025 by area

The Complaints related to Licensed Premises data breaks down complaints by location within the CIAs and monitoring areas.

- Elephant & Castle records the highest densities throughout, rising to 797.37 in FY2022–2023 before easing to 628.95 in FY2023–2024 and 494.74 in FY2024–2025.
- Walworth is consistently the second highest, reaching 480.95 in FY2022–2023, then moderating to 358.73 (FY2023–2024) and 309.52 (FY2024–2025).
- Old Kent Road and Peckham sit in the mid-tier, each peaking in FY2022–2023 (Old Kent Road 453.85; Peckham 431.08) and declining by FY2024–2025 (Old Kent Road 281.54; Peckham 266.22).
- Camberwell peaks at 342.86 in FY2022–2023 and settles to 206.59 by FY2024–2025.
- Borough & Bankside shows the lowest CIA density across the period (excluding “Other areas”), ranging from 139.31 (FY2020–2021) up to 229.66 (FY2022–2023) before falling to 168.97 (FY2023–2024) and 146.21 (FY2024–2025).
- Other areas remain minimal throughout—approximately 13–20 per sq km—with a gentle downward trend by FY2024–2025.

Overall pattern: Densities rise across all CIAs into FY2022–2023 (the clear peak year), then decline through FY2023–2024 and further into FY2024–2025.

5 Alcohol Associated Incidents in Southwark.

This section analyses crime data in Southwark using four datasets:

- Three datasets from Local MPS crime data covering the financial year 2024/2025
- One dataset from the London Ambulance Service (LAS) alcohol-related call-out data covering 2023/2024 to 2024/2025

Datasets Included

- Alcohol-Flagged Violence:
This dataset includes all violent crime reports where:
 - Alcohol was consumed at the scene by the suspect/accused
 - The suspect/accused had been drinking prior to the offence
 - The victim had been drinking prior to the offence
- Alcohol Related Violent Crime:
A bespoke violent crime dataset introduced in 2018/19, excluding incidents of domestic abuse, road rage, and safeguarding offences.
- London Ambulance Service (LAS) Alcohol Callouts:
Covers incidents where LAS responded to alcohol-related emergencies during the specified period.
- Anti-Social Behaviour (ASB) Calls:
Includes ASB calls to the police categorised as rowdy behaviour or street drinking, flagged as alcohol related.

5.1 Boroughwide Summary

A total of 3,545 alcohol associated incidents¹⁰ were recorded in 2024/2025 across the borough, with 225(72.58 incidents per Sq. km) incidents within CIA zones and 118.67 (197 incidents per sq km) incidents occurring in Monitoring Areas.

Incident Type	Total in Southwark	CIA's	Monitoring Areas	Other areas in Southwark
	No.	Density per km ² (No.)	Density per km ² (No.)	Density per km ² (No.)
Alcohol Related Violent Crime	937	72.58 (225)	118.67 (197)	21.24 (515)
Alcohol Related Crime	1,645	147.74 (458)	206.02 (342)	34.85 (845)
Alcohol related rowdy behaviour and street drinking	445	59.03 (183)	41.56 (69)	7.96 (193)
LAS Calls out	1,455	100.64 (312)	118.67 (197)	39.02 (946)

Table 7 Data Summary - Alcohol related incidents in Southwark

Key Insights:

- CIAs have a high concentration of harm-related incidents, especially when looking at incident density (per km²). For alcohol-related rowdy behaviour and street drinking, CIAs record 59.03 incidents per km², which is 41.1% of all incidents in this category.
- Alcohol-related violent crime is the largest category borough-wide, with 937 incidents in total. This shows strong concentration in CIAs at 225 incidents (24.0%) and especially in Monitoring Areas at 197 incidents (21.0%).
- Monitoring Areas show consistently high levels of harm, despite being small in size. They record the highest incident density for both alcohol-related violent crime (118.67 per km²) and alcohol-related crime more broadly (206.02 per km²). This means Monitoring Areas experience more harm per km² than any other part of the borough.
- Ambulance callouts for alcohol-related incidents remain high, especially in the wider borough. CIAs account for 312 callouts (21.4%), while Monitoring Areas contribute 197 callouts (13.5%). However, because Monitoring Areas are so small, their callout density is higher at 118.67 per km², second only to their density of alcohol-related crime.

It is important to note that the alcohol-related crime and violent crime datasets do not include data for FY2023/2024, which limits direct year-on-year comparisons. These gaps should be considered when interpreting trends; accordingly, additional datasets were incorporated and a methodology benchmarked against those used by other councils was adopted. See the Limitations section on page 11 for further details.

¹⁰ Total of Alcohol flagged violence, Alcohol related rowdy behaviour and street drink and LAS Calls out

5.1.1 Alcohol Related Rowdy Behaviour & Street Drink

The heatmap illustrates the distribution of incidents across the borough, with density ranging from low (light yellow) to high (dark red). The highest concentration of activity is observed in Elephant and Castle, which features multiple dark red clusters, indicating significant incident density. Borough and Bankside also show elevated density, though slightly less intense. Camberwell and Walworth exhibit moderate hotspots, while Old Kent Road and Peckham display relatively sparse clusters, suggesting lower levels of incidents.

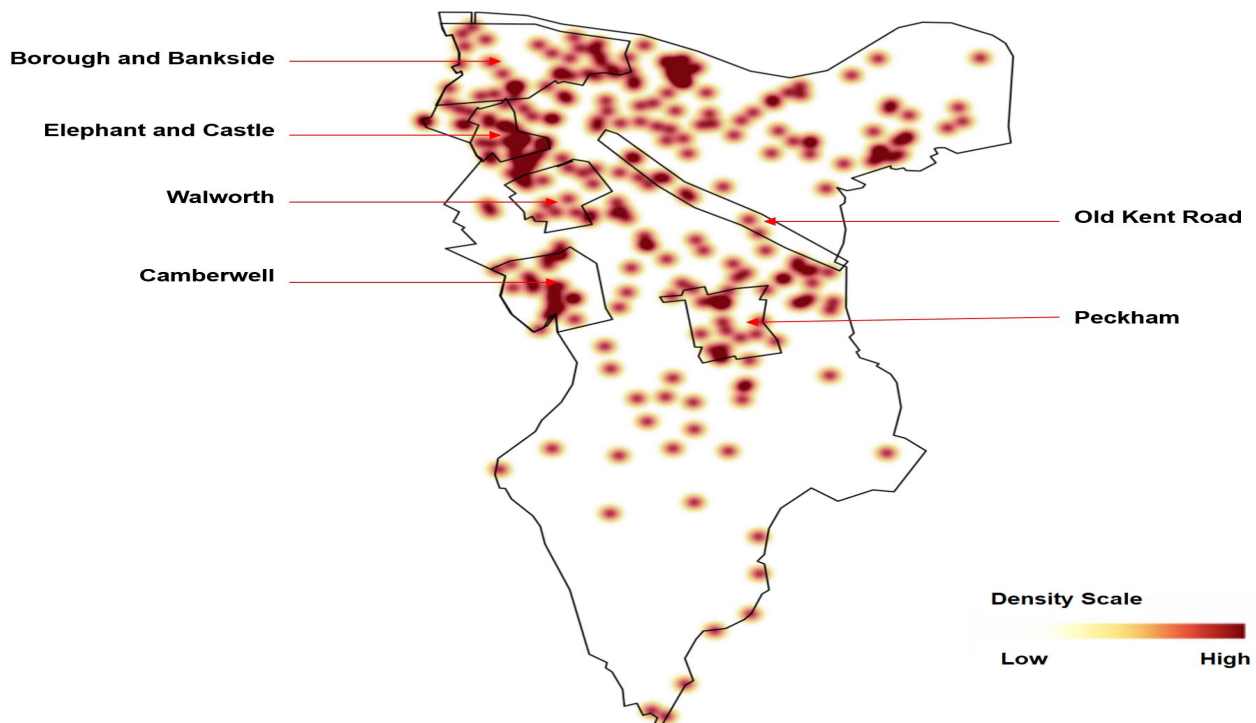


Figure 10 Map of Alcohol related rowdy behaviour and street drinking in Southwark

	Density of incidents FY23/24 (No.)	Density of incidents FY24/25 (No.)	% change in the density of incidents between 23/24 to 24/25
Borough and Bankside	54.48(79)	37.93(55)	-30.37%
Camberwell	76.92(70)	90.1(82)	14.28%
Peckham	59.45(44)	62.16(46)	4.54%
Elephant and Castle	73.68(28)	94.73(36)	28.57%
Old Kent Road	20(13)	16.92(11)	-15.38%
Walworth	34.92(22)	34.92(22)	0
Other areas	17.78(431)	18.77(455)	5.56%

Table 8 Density of Alcohol related rowdy behaviour and street drinking in Southwark

The assessment data for FY2023/2024 and FY2024/2025 show mixed trends across the six areas. Borough and Bankside experienced the largest decline, dropping by 30.37%, despite a higher percentage share in FY2024/2025. Camberwell and Elephant and Castle recorded notable increases of 14.28% and 28.57% respectively. Peckham saw a modest rise of 4.54%, while Old Kent Road declined by 15.38%. Walworth remained unchanged. Overall, the data highlights significant shifts, with Elephant and Castle seeing a higher increase in incidents and Borough and Bankside showing the most substantial reduction.

5.1.2 LAS Calls out

Elephant and Castle record the highest density of LAS call-outs, forming the clearest hotspot. Borough and Bankside show high but slightly lower concentrations. Camberwell and Walworth present moderate levels of activity. Old Kent Road and Peckham have low call-out density, with sparse clusters indicating comparatively fewer incidents.

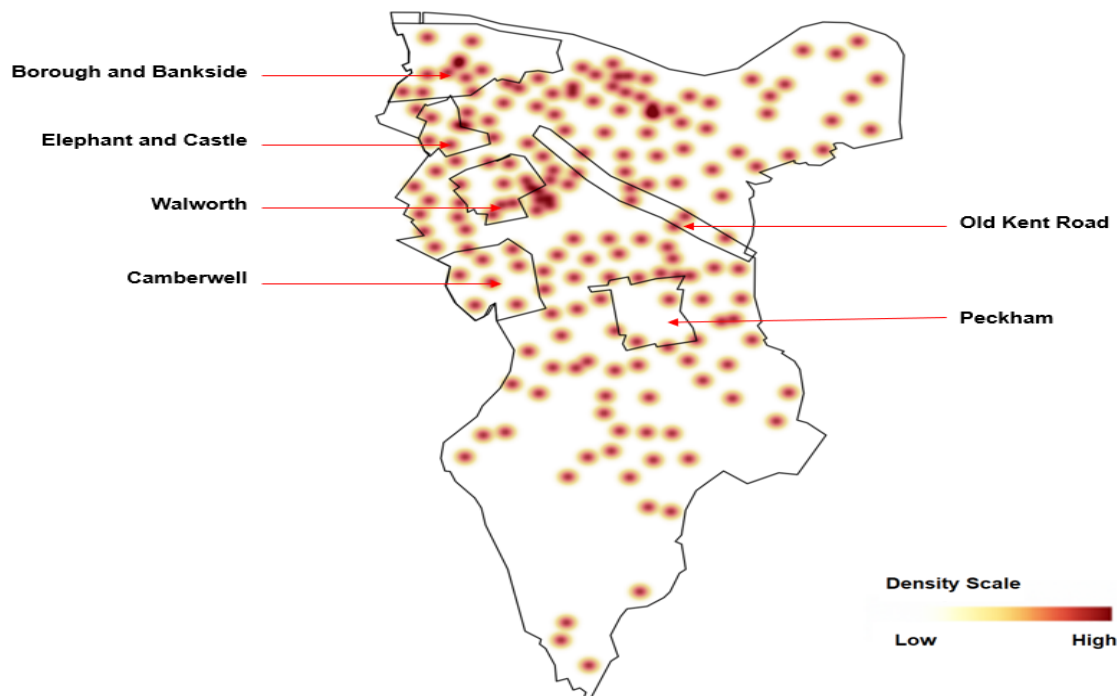


Figure 11 Map of Southwark - LAS callouts

Assessment undertaken in 2025	Density of incidents 23/24 (No.)	Density of incidents 24/25 (No.)	% change in the density of incidents between 23/24 to 24/25
Borough and Bankside	148.27(215)	121.37(176)	-18.13%
Camberwell	136.26(124)	90.1(82)	-33.87%
Peckham	78.37(58)	72.97(54)	-6.89%
Elephant and Castle	202.63(77)	176.31(67)	-12.98%
Old Kent Road	70.76(46)	66.15(43)	-6.52%
Walworth	134.92(85)	138.09(87)	2.35%
Other areas	64.31(1559)	60.02(1455)	-6.67%

Table 9 Density of LAS call out - by Area and Financial year

The comparison between FY2023/24 and FY2024/25 shows an overall decline in reported assessments across most areas. Borough and Bankside recorded the largest volume of incidents in both years but saw a significant decrease of 18.13%. Camberwell experienced the sharpest decline at 33.87%. Peckham and Old Kent Road also decreased by 6.89% and 6.52% respectively, while Elephant and Castle dropped by 12.98%. Walworth was the only area to show an increase, with a 2.35%. Despite reductions, Borough and Bankside continues to hold the largest share.

5.1.3 Alcohol Related Crime

The heatmap highlights Elephant and Castle shows the highest density of alcohol-related crime, followed by Borough and Bankside with strong concentrations. Camberwell and Walworth have moderate levels, while Old Kent Road and Peckham show low density, indicating fewer incidents.

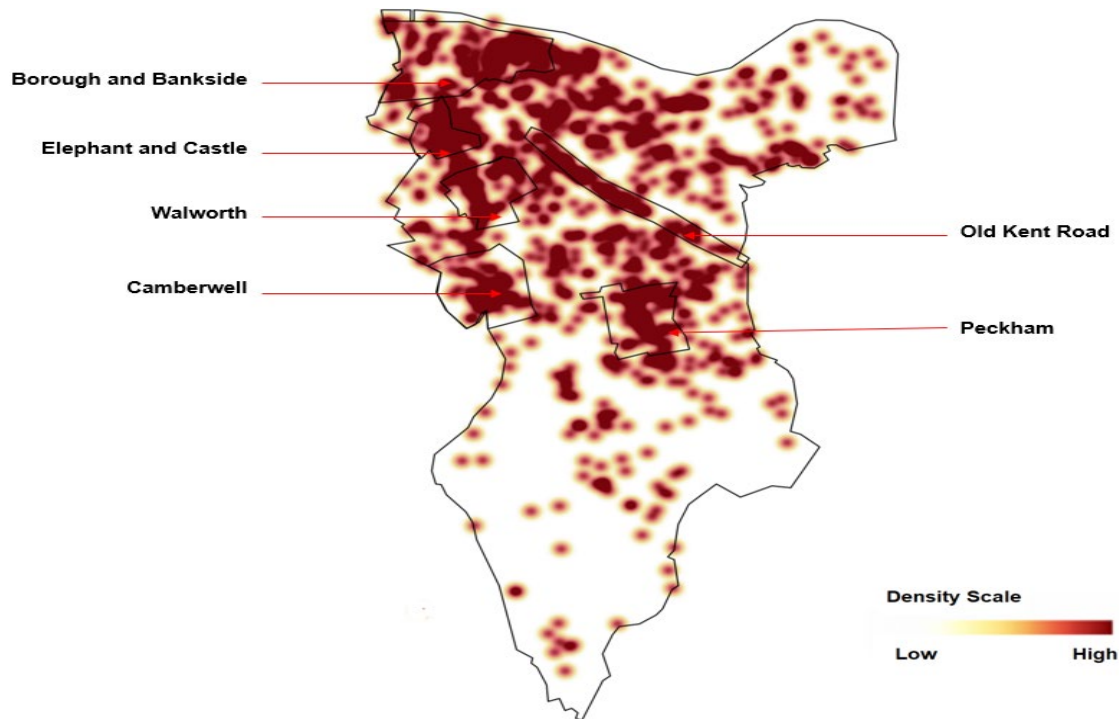


Figure 12 Map of Southwark - Alcohol related crime

Assessment undertaken in 2025	Density of incidents 23/24 (No.)	Density of incidents 24/25 (No.)	% change in the no. of incidents between 23/24 to 24/25
Borough and Bankside	-	167.58(243)	N/A
Camberwell	-	115.38(105)	N/A
Peckham	-	148.64(110)	N/A
Elephant and Castle	-	350(133)	N/A
Old Kent Road	-	160(104)	N/A
Walworth	-	166.66(105)	N/A
Other areas in Southwark	-	34.85 (845)	N/A

Table 10 Alcohol Related Crime by area and year as a percentage of the borough's total

Elephant & Castle shows the highest incident density at 350 (133 incidents), followed by Borough & Bankside at 167.58 (243), Walworth at 166.66 (105), Old Kent Road at 160 (104), Peckham at 148.64 (110), and Camberwell at 115.38 (105).

This limitation affects trend analysis and should be considered when interpreting results (see Data Limitations section for details Page 11).

5.1.4 Alcohol Related Violent Crime

The heatmap reveals a clear spatial pattern in alcohol-related violent crime across the borough. Borough and Bankside and Elephant and Castle emerge as the most significant hotspots, with dense dark red clusters indicating high incident volumes. Camberwell shows moderate-to-high density, suggesting sustained but less intense activity. Walworth presents a mixed profile with scattered clusters, reflecting moderate levels of crime. In contrast, Old Kent Road and Peckham exhibit low density, with sparse yellow zones indicating minimal alcohol-related violent incidents.

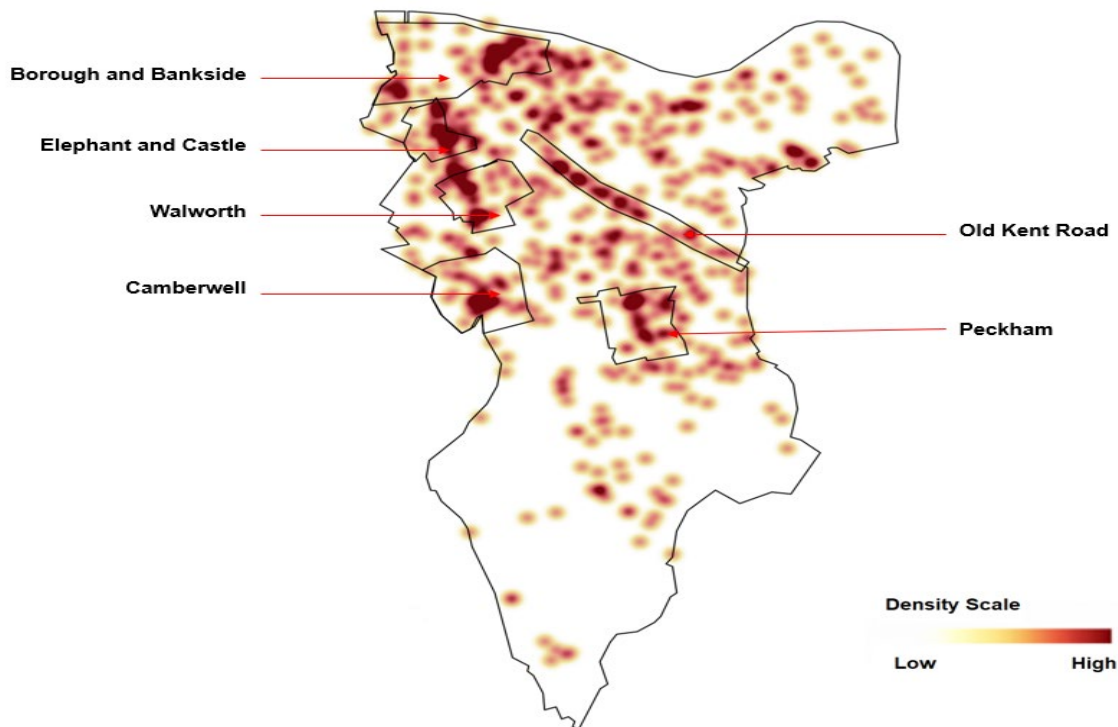


Figure 13 Map of Southwark - Density of Alcohol related crime

Area	Density of incidents 24/25 (No.)	Density of incidents 24/25 (No.)	% change in incidents between 23/24 to 24/25
Borough and Bankside	-	71.03 (103)	N/A
Camberwell	-	68.13(62)	N/A
Peckham	-	81.08(60)	N/A
Elephant and Castle	-	205.26(78)	N/A
Old Kent Road	-	101.53 (66)	N/A
Walworth	-	84.12(53)	N/A
Other areas in Southwark	-	21.24 (515)	N/A

Table 11 Alcohol related violent crimes by area and financial year

The above table details Alcohol related violent crimes for FY2024/2025 with a total of 422 reported incidents within the CIA and monitoring areas. Borough and Bankside recorded the highest number with 103 reports, while Walworth had the lowest at 53 reports. Other areas reported between 60 and 78 incidents, with Elephant and Castle ranking second highest. Data for FY2023/2024 is unavailable and this limitation affects trend analysis and should be considered when interpreting results (see Data Limitations section for details Page 11).

CIA Temporal Grids - Alcohol Linked Reports

The analysis of incident timing across the CIAs and monitoring areas reveals clear peaks associated with the late-night economy.

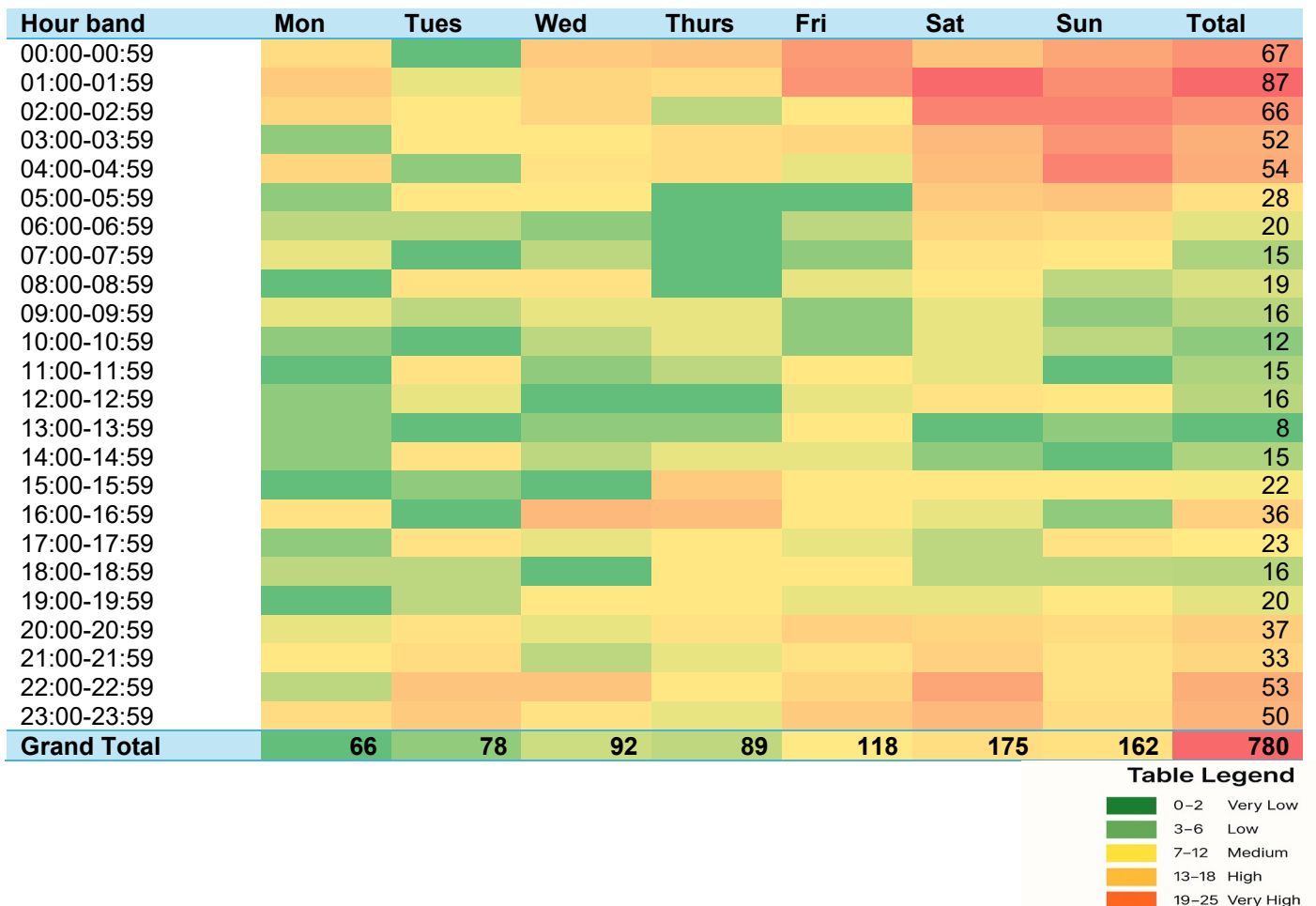


Figure 14 CIA Temporal Grid - Alcohol linked incidents

- A total of 780 incidents were recorded, with the highest concentrations occurring during the early morning hours of weekends. Saturday (175 incidents) and Sunday (162 incidents) together account for 43% of all incidents, followed by Friday (118 incidents). Weekdays show significantly lower volumes, ranging from 66 to 92 incidents per day.
- Hourly patterns indicate that the critical risk window is between 00:00 and 03:59, which accounts for the majority of incidents. The single highest hour is 01:00–01:59, with 87 incidents, followed by 00:00–00:59 (67 incidents) and 02:00–02:59 (66 incidents).
- After 04:00, incident levels decline sharply, dropping below 30 per hour. Secondary peaks occur during the late evening, particularly between 21:00 and 23:59, with 37 incidents recorded at 21:00–21:59.
- These patterns strongly suggest that there are concentrated activities from Friday to Sunday nights, particularly between midnight and 4 AM.

6 Statistical Conclusion

This section provides the full step-by-step calculations used to construct a Z-scores and the Composite Index for the seven indicators used to assess CIAs in Southwark.

Cumulative Impact Areas are designated where evidence shows that the number, type, or density of licensed premises is likely to lead to problems such as crime, disorder, or public nuisance.

This review assesses current designations across the borough using the most recent data on:

- Licensed premises density
- Alcohol-related crime
- Complaints to the council
- ASB Density
- LAS Callout Density
- Alcohol-related Violent crime
- Licence applications granted

Purpose of the Review

- to determine whether existing CIA designations remain justified.
- to identify areas where pressures have intensified and may now meet CIA thresholds.
- To highlight areas where issues have stabilised and CIA designation may no longer be necessary.

6.1.1 Input Dataset

Area	Premises Density per sq. km	Alcohol Related Crime Density per sq. km	Complaints 2024/2025 Density per sq. km	ASB Density per sq. km	LAS Callout Density per sq. km	Licence Granted Density per sq. km	Alcohol Related Violent Crime Density per sq. km
Borough & Bankside	275.44	167.58	146.2	37.93	121.37	21.66	71.03
Elephant & Castle	193.46	350	494.73	94.73	176.31	28.95	205.26
Camberwell	90.09	115.38	206.59	90.1	90.1	9.67	68.13
Peckham	176.05	148.64	266.21	62.16	72.97	17.84	81.08
Walworth	93.84	166.66	309.52	34.92	138.09	9.52	84.12
Old Kent Road	91.13	160	281.53	16.92	66.15	13.23	101.53
Others	66.74	34.85	12.45	8.37	39.02	4.25	21.24
Average of borough	140.96	163.3	245.32	49.3	100.57	15.01714	90.34142857

Table 12 Recommendation - Input dataset

Key decision drivers:

- **Premises Concentration:** Borough & Bankside continues to show the highest premises density (275.44 per sq. km), confirming its strong cluster of licensed venues. Peckham (176.05) and Elephant & Castle (193.46) also remain key concentration zones. Camberwell (90.09) and Old Kent Road (91.13) continue to show far lower densities.
- **Crime Hotspots:** Elephant & Castle stands out with a crime density of 350 per sq. km, far above the borough average (163.3). Borough & Bankside (167.58), Walworth (166.66), and Old Kent Road (160) also sit above the mean, identifying sustained crime pressure in these areas.
- **Complaints and Community Impact (2024/2025):** Complaint density peaks in Peckham (266.21 per sq. km) and Elephant & Castle (494.73), highlighting significant resident concerns. Old Kent Road (281.53) and Walworth (309.52) also show elevated complaint levels. Other areas in Southwark records low density (12.45) due to its large geographic area despite a substantial absolute number of complaints.
- **ASB and Emergency Risks:** Elephant & Castle records the highest ASB density (94.73) and the highest LAS callout density (176.31), solidifying its status as a high-risk locality. Camberwell also presents high ASB density (90.10), while Borough & Bankside (121.37 callout density) shows notable demand for emergency services. Walworth sees relatively low ASB (34.92) but high complaints and elevated violent crime (84.12), indicating complex local dynamics.
- **Licensing Activity:** Elephant & Castle has the highest rate of licences granted (28.95 per sq. km), followed by Borough & Bankside (21.66) and Peckham (17.84). These areas also correlate with higher crime and complaints, suggesting potential regulatory pressure points.
- **Violent Crime:** Violent crime density is highest in Elephant & Castle (205.26) and Old Kent Road (101.53). Peckham (81.08), Walworth (84.12), and Borough & Bankside (71.03) remain moderate but above the lower-risk areas such as Camberwell (68.13) and Others (21.24).
- **Overall Patterns:** Elephant & Castle consistently exceeds borough averages across nearly all metrics, premises, crime, complaints, ASB, callouts, and violent crime, strongly marking it as the highest-priority risk area. Peckham, Walworth, and Old Kent Road follow closely depending on indicator type. Borough & Bankside remains a major concentration zone for premises and callouts but shows mid-range ASB and complaints.
- **The borough averages provide clear benchmarks:** 140.96 premises density, 163.3 crime density, 245.32 complaints, 49.3 ASB, 100.57 LAS callouts, and 90.34 violent crime, helping contextualise how far above (or below) each area sits relative to typical borough conditions.

6.1.2 Results

Average & Standard deviations used for z-scores Computed across the seven areas in the above table (the provided “Average” row was not used in calculations).

Metric	Average	Standard deviations
Premises Density	140.96	70.58
Crime Density	163.30	87.76
Complaints 2024/2025 (Density)	245.32	138.17
ASB Density	49.30	31.52
LAS callout Density	100.57	43.79
License granted	15.02	7.78
Violent crime	90.34	52.23

Table 13 Average and Standard deviation used for calculations

6.1.2.1 Z-scores and Composite Index (average Z across the 7 indicators):

Area	Premises	Alcohol Related Crime	Complaints 2024/2025	ASB	LAS Callout	Licence Granted	Alcohol Related Violent	Composite index
Borough & Bankside	1.91	0.05	-0.72	-0.36	0.47	0.85	-0.37	0.26
Elephant & Castle	0.74	2.13	1.81	1.44	1.73	1.79	2.2	1.69
Camberwell	-0.72	-0.55	-0.28	1.29	-0.24	-0.69	-0.43	-0.23
Peckham	0.5	-0.17	0.15	0.41	-0.63	0.36	-0.18	0.06
Walworth	-0.67	0.04	0.46	-0.46	0.86	-0.71	-0.12	-0.08
Old Kent Road	-0.71	-0.04	0.26	-1.03	-0.79	-0.23	0.21	-0.33
Others	-1.05	-1.46	-1.69	-1.3	-1.41	-1.38	-1.32	-1.37

Table 14 Recommendation evaluation result

- The Z-scores in the table show how each area compares with the borough average across seven indicators. A positive Z-score means an area is performing above the borough average, indicating higher levels of activity such as more crime, more complaints, or greater numbers of licences. A negative Z-score means the opposite: the area is below average and therefore experiences lower pressure in that category. The composite index takes all seven Z-scores and averages them to give an overall picture of cumulative impact. Positive composite values signal a generally higher-activity environment, while negative values reflect lower-activity areas with fewer recorded incidents.
- Across the borough, Elephant & Castle stands out clearly as the highest-activity location. Its composite score of 1.69 is far above the rest, driven by consistently high numbers across almost every indicator, alcohol-related crime, complaints, antisocial behaviour (ASB), violent incidents, licences granted, and emergency service callouts. This pattern indicates concentrated cumulative impact and a saturated nighttime economy. Borough & Bankside also sits above average, though to a lesser degree, reflecting a moderate concentration of premises and licensing activity balanced by slightly lower levels of complaints and ASB.
- In comparison, Peckham and Walworth are broadly average. Their composite scores hover close to zero, showing that neither area consistently stands out as high or low

risk or activity areas. Both show a mix of slightly elevated and slightly reduced indicators, suggesting typical levels of alcohol-related impact without strong upward or downward trends. Camberwell and Old Kent Road, meanwhile, fall modestly below the borough average overall. They tend to show lower crime and licensing activity, although both have somewhat higher ASB scores, pointing toward disorder-related issues rather than serious alcohol-related harms.

- Finally, the rest of the borough represents the lowest-risk cluster. With a composite score of -1.37 , these areas show strongly negative Z-scores across almost all indicators, meaning they experience fewer complaints, fewer alcohol-related incidents, lower licensing intensity, and overall reduced pressure compared with the borough norm.

The result from the table above is represented in the chart below.

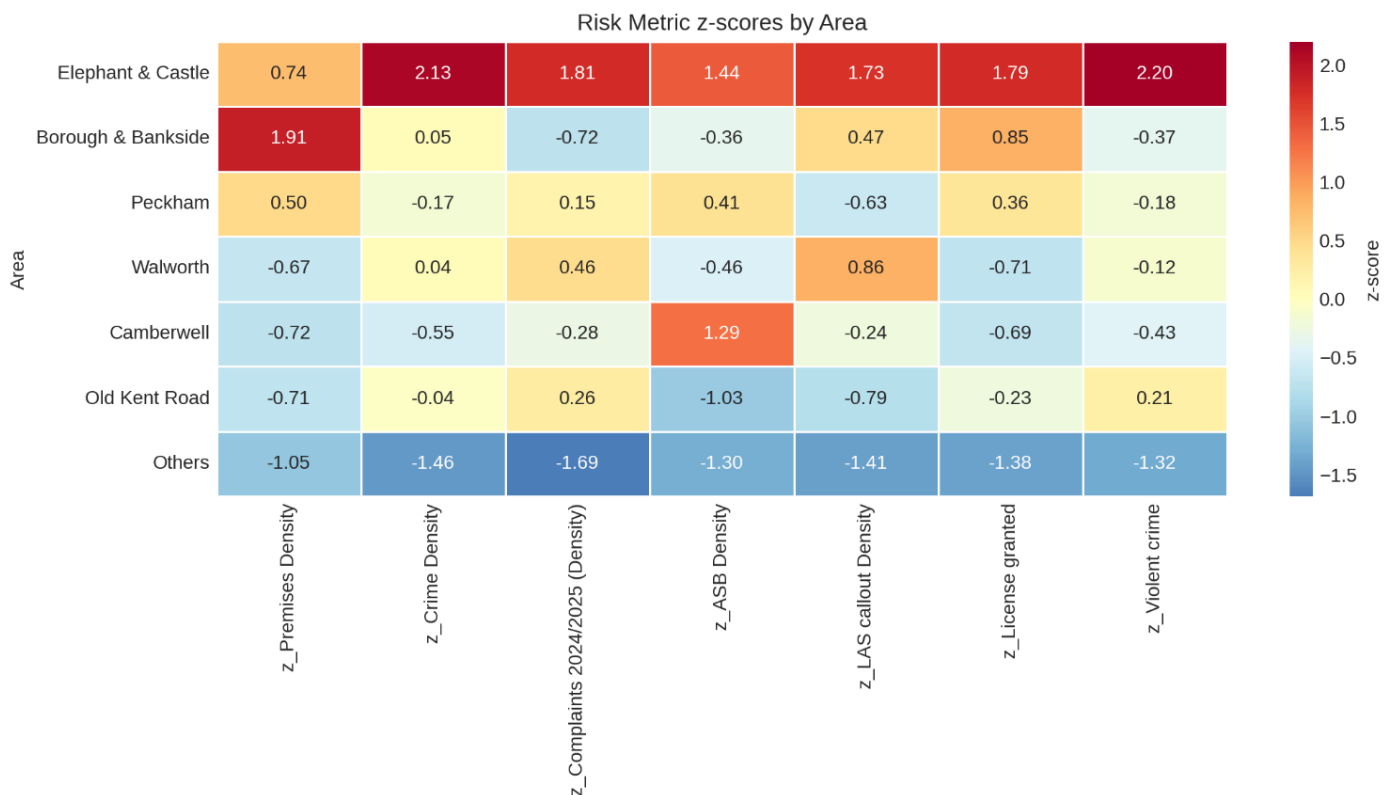


Figure 15 Recommendation evaluation returns using Z-Score and composite index

- Red cells indicate areas where the risk is higher than the average for this assessment. (positive z) and blue cells indicate lower than the average for this assessment. (negative z).
- Elephant & Castle shows consistently high z-scores across most metrics, driving the highest composite.

Composite z result chart

The chart below shows the plotting of the composite risk on a column chart.

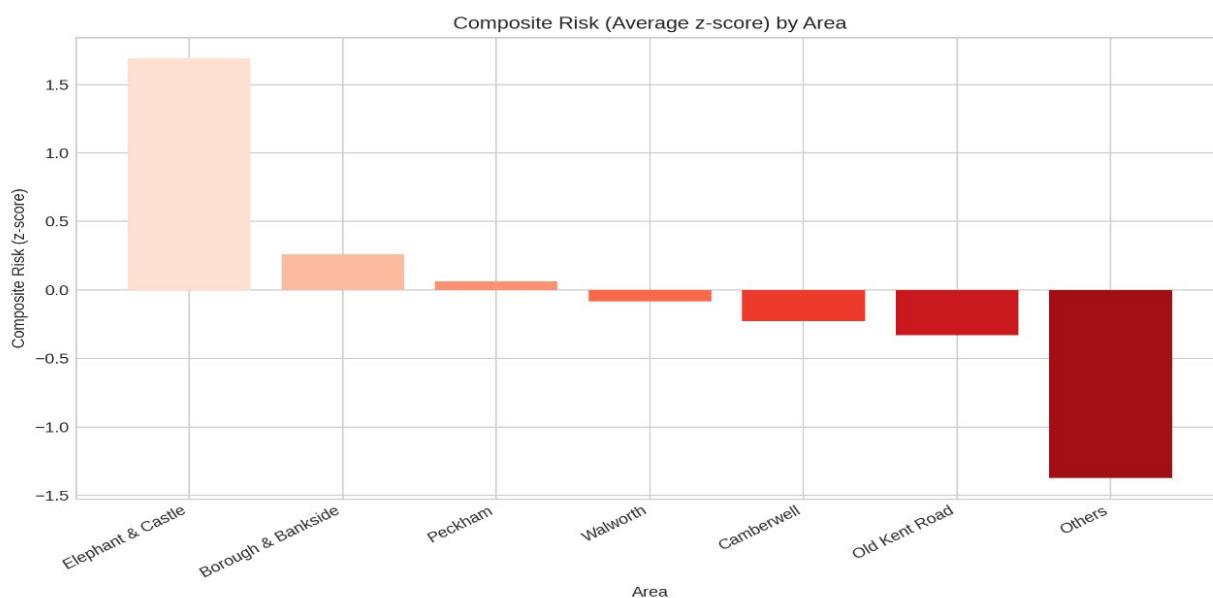


Figure 16 Composite index chart

The composite Z-score provides a single summary measure of cumulative impact by combining all seven indicators, including alcohol-related crime, violent incidents, complaints, antisocial behaviour, LAS callouts, and licensing activity. Positive composite values indicate that an area experiences higher-than-average levels of alcohol-related activity and associated pressures, while negative values reflect lower-than-average levels of harm. In the chart above, these positive values appear above the average (zero) line, helping to visually distinguish higher-risk areas from those below the borough norm. This allows for quick comparison across locations and highlights where cumulative impact is most concentrated.

- Elephant & Castle has the highest composite score (+1.69) and sits well above the average line. This shows it has consistently high levels across all indicators, including crime, violent crime, complaints, ASB, LAS callouts, and licensing activity.
- Borough & Bankside is also above the borough average (+0.26). This is mainly due to its very high number of premises, along with higher-than-average licensing activity and LAS callouts.
- Peckham is close to the borough average (+0.06). Its results are mixed, with some indicators slightly above average and others slightly below.
- Walworth and Old Kent Road are slightly below average (-0.08 and -0.33). Both areas show a mix of higher and lower indicators, but no clear overall trend.
- Camberwell is also slightly below average (-0.23). It has higher levels of ASB but lower scores across several other indicators.
- The rest of the borough records the lowest composite score (-1.37) and sit well below the borough average. This reflects consistently low levels across most indicators.

7 Recommendation

Based on the assessments above, the following recommendations are made:

- Retain existing CIA for Borough & Bankside and Peckham
- Designate Elephant & Castle as a new CIA.
- Remove Camberwell as CIA designation.
- Remove all other monitoring areas.

Peckham CIA Area	Camberwell CIA Area		Borough & Bankside CIA Street		ELEPHANT AND CASTLE MONITORING AREA
ALMOND CLOSE ALPHA STREET ATWELL ROAD BASING COURT BEATON CLOSE BELLENDEN ROAD BISHOP WILFRED WOOD CLOSE BLACKPOOL ROAD BLENHEIM GROVE BOURNEMOUTH ROAD BRAYARD'S ROAD BULL YARD CERISE ROAD CHADWICK ROAD CHOUMERT GROVE CHOUMERT MEWS CHOUMERT ROAD CICELY ROAD CLAUDE ROAD CLAYTON ROAD COLLYER PLACE CONSORT ROAD COPELAND ROAD COPELAND ROAD CORBDEN CLOSE COSTA STREET ELM GROVE GATONBY STREET GOLDSMITH ROAD GODMAN ROAD GRUMMANT ROAD HANOVER PARK HEATON ROAD HIGHSHORE ROAD HOLLY GROVE JOCELYN STREET	ADDINGTON SQUARE ALLENDALE CLOSE ARTICHOKE PLACE ASHWORTH CLOSE BADSWORTH ROAD BALDWIN CRESCENT BANTRY STREET BENHILL ROAD BLUCHER ROAD BOWYER PLACE BRISBANE STREET BROOME WAY BULLACE ROW CAMBERWELL STATION ROAD CAMBERWELL CHURCH STREET CAMBERWELL GREEN CAMBERWELL GROVE = 68-73 CAMBERWELL NEW ROAD 225-253 / 200- 228 CAMBERWELL ROAD CHURCHYARD PASSAGE COMBER GROVE COLDHARBOUR LANE 19-93 COUNCILLOR STREET COUNTY GROVE CRAWFORD ROAD DANEVILLE ROAD	HOPEWELL STREET HORSNELL CLOSE JAGO WALK JEPHSON STREET JOINERS ARMS YARD KERFIELD CRESCENT KERFIELD PLACE KIMPTON ROAD KNATCHBULL ROAD LOMOND GROVE LOVE WALK LOWTH ROAD MARY DATCHELOR CLOSE McDOWALL ROAD MEDLAR STREET MILKWELL YARD MORNA ROAD MORNINGTON MEWS NEW CHURCH ROAD NOTLEY STREET ORPHEUS STREET PHELAN CLOSE PICTON STREET REDCAR STREET RIBBON DANCE MEWS SAM KING WALK SANSOM STREET SCENA WAY SEARS STREET SELBORNE ROAD STATION TERRACE TILLINGS CLOSE	AMERICA STREET AYRES STREET BANK END BANKSIDE BARGE HOUSE STREET BARON'S PLACE BATTLE BRIDGE LANE BEAR LANE BEAR GARDENS BEDALE STREET BELVEDERE BUILDINGS BELVEDERE PLACE BITTERN STREET BLACKFRIARS ROAD BOROUGH HIGH STREET BOROUGH ROAD BOUNDARY ROW BOWLING GREEN PLACE BOYFIELD STREET BRIDGE YARD Brinton Walk BROADWALL BURRELL STREET BURROWS MEWS CALEB STREET CANVEY STREET CASTLE YARD CATHEDRAL STREET CHANCEL STREET CHAPLIN CLOSE CLINK STREET COLLINSON STREET COLOMBO STREET COPPERFIELD STREET COTTONS LANE COUNTER STREET CROSBY ROW	MARSHALSEA ROAD MELIOR STREET MELIOR PLACE MERMAID COURT MEYMOTT STREET MILCOTE STREET MINT STREET MONTAGUE CLOSE NELSON SQUARE NEW GLOBE WALK NEWCOMEN STREET NICHOLSON STREET O'MEARA STREET PARIS GARDEN PARK STREET PEPPER STREET PERKINS SQUARE PICKWICK STREET PLANTAIN PLACE POCOCK STREET PORTER STREET PONTYPOOL PLACE PRICE'S STREET QUILP STREET RAILWAY APPROACH REDCROSS WAY RENNIE STREET RISBOROUGH STREET ROCHESTER WALK ROSE ALLEY ROTARY STREET Rotherham Walk RUSHWORTH STREET SANCTUARY STREET SAWYER STREET SCORESBY STREET SCOVELL ROAD	CHURCHYARD ROW DANTE PLACE DANTE ROAD ELEPHANT AND CASTLE ELEPHANT ROAD ELLIOTT'S ROW GARDEN ROW GAUNT STREET GAYWOOD STREET GEORGE MATHERS ROAD = 1 AND 2 HAMPTON STREET HAYLES STREET HOLYOAK ROAD HOWELL WALK KELL STREET KEYWORTH PLACE KEYWORTH STREET LAMLASH STREET LONDON ROAD LONGVILLE ROAD NEWINGTON BUTTS = 1-98 NEWINGTON CAUSWAY N 91-101/66- 70 ONTARIO STREET OSWIN STREET PASTOR STREET PRINCESS STREET RAILWAY TRACK ELEPHANT STATION TO BOROUGH ROAD ROCKINGHAM STREET THOMAS DOYLE STREET TIVERTON STREET = 1 WALWORTH ROAD = 14-92A / 1-141 WOLLASTON CLOSE

Peckham CIA Area	Camberwell CIA Area	Borough & Bankside CIA Street	ELEPHANT AND CASTLE MONITORING AREA
KELLY AVENUE = 32-52 / 43-57 LISFORD STREET =18-22 / 11-17 LYNDHURST WAY WILLIAM MARGRIE CLOSE MARMONT ROAD MAXTED ROAD MCDERMOTT ROAD McKERRELL ROAD MEETING HOUSE LANE MELON ROAD MISSION PLACE MONCRIEFF PLACE MONCRIEFF STREET NEW THEATRE WALK OLIVER MEWS OPHIR TERRACE PARKSTONE ROAD PECKHAM ROAD = 83-109 / 78-110 PECKHAM HIGH STREET PECKHAM HILL STREET PILKINGTON ROAD PORTBURY CLOSE QUANTOCK MEWS RAUL ROAD REEDHAM STREET ROBERT KEEN CLOSE RYE LANE SANDISON STREET SANDLINGS CLOSE SPRING TIDE CLOSE	DENMARK HILL = 45-97 DENMARK ROAD = Evens D'EYNSFORD ROAD DE CRESPIGNY PARK DON PHELAN CLOSE DRAYCOTT CLOSE EDMUND STREET ELMINGTON ROAD EVESHAM WALK FLODDEN ROAD=ODDS GRACE'S ROAD GRACE'S MEWS GROVE LANE = 1-55 / 2-72 HARBORD CLOSE HARVEY ROAD	TOULON STREET VALMAR ROAD VICARAGE GROVE WARNER ROAD WILSON ROAD WREN ROAD WYNDHAM ROAD DAVIDGE STREET DIRTY LANE DISNEY PLACE DISNEY STREET DOLBEN STREET DORRIT STREET DOYCE STREET DUKE STREET HILL EMERSON STREET EWER STREET FARNHAM PLACE FENNING STREET GAMBIA STREET GLADE PATH GLASSHILL STREET GRAY STREET =EVEN GREAT GUILDFORD STREET GREAT MAZE POND GREAT SUFFOLK STREET GROTTA COURT HATFIELDS 1- 2 / 5-53 HAY'S LANE HILARY MEWS HOLLAND STREET HOPTON STREET ISABELLA STREET JOAN STREET JOINER STREET KELL STREET KING JAMES COURT KING JAMES STREET KING'S BENCH STREET KING'S HEAD YARD KING'S PLACE LONDON ROAD 119-130 LANCASTER STREET	SHORT STREET 17 -25 SILEX STREET SNOWSFIELDS SOUTHWARK BRIDGE ROAD SOUTHWARK STREET ST GEORGE'S CIRCUS ST MARGARET'S COURT ST THOMAS STREET STAMFORD STREET 2-62 / 1-45 STONES END STREET STONEY STREET STURGE STREET SUDREY STREET SUMNER STREET SURREY ROW TABARD STREET TALBOT YARD TENNIS STREET THE CUT 33-53 The Queen's Walk THRALE STREET THOMAS DOYLE STREET = North Side TOOLEY STREET TOULMIN STREET TREVERIS STREET TRUNDLE STREET UFFORD STREET = EVENS AFTER 56 UNION STREET UPPER GROUND VALENTINE PLACE VINE YARD VINEGAR YARD WARDENS GROVE

Peckham CIA Area	Camberwell CIA Area		Borough & Bankside CIA Street		ELEPHANT AND CASTLE MONITORING AREA
STAFFORDSHIRE STREET STERNHALL LANE SUMNER ROAD SUMNER AVENUE			LANT STREET LAVINGTON STREET LIBRARY STREET LITTLE DORRIT COURT LOMAN STREET LONDON BRIDGE STREET MAIDEN LANE	WATERLOO ROAD = 187- 259 /19-302 WEBBER ROW WEBBER STREET WELLER STREET WHITE HART YARD WINCHESTER SQUARE WINCHESTER WALK ZOAR STREET	



Equality Impact and Needs Analysis Guidance

Cumulative Impact Areas

Guidance notes

Things to remember:

Under the Public Sector Equality Duty (PSED) public authorities are required to have due regard to the aims of the general equality duty when making decisions and when setting policies. Understanding the affect of the council's policies and practices on people with different protected characteristics is an important part of complying with the general equality duty. Under the PSED the council must ensure that:

- Decision-makers are aware of the general equality duty's requirements.
- The general equality duty is complied with before and at the time a particular policy is under consideration and when a decision is taken.
- They consciously consider the need to do the things set out in the aims of the general equality duty as an integral part of the decision-making process.
- They have sufficient information to understand the effects of the policy, or the way a function is carried out, on the aims set out in the general equality duty.
- They review policies or decisions, for example, if the make-up of service users changes, as the general equality duty is a continuing duty.
- They take responsibility for complying with the general equality duty in relation to all their relevant functions. Responsibility cannot be delegated to external organisations that are carrying out public functions on their behalf.
- They consciously consider the need to do the things set out in the aims of the general equality duty not only when a policy is developed and decided upon, but when it is being implemented.

Best practice guidance from the Equality and Human Rights Commission recommends that public bodies:

- Consider all the [protected characteristics](#) and all aims of the general equality duty (apart from in relation to marriage and civil partnership, where only the discrimination aim applies).
- Use equality analysis to inform policy as it develops to avoid unnecessary additional activity.
- Focus on the understanding the effects of a policy on equality and any actions needed as a result, not the production of a document.
- Consider how the time and effort involved should relate to the importance of the policy to equality.
- Think about steps to advance equality and good relations as well as eliminate discrimination.
- Use good evidence. Where it isn't available, take steps to gather it (where practical and proportionate).
- Use insights from engagement with employees, service users and others can help provide evidence for equality analysis.

Equality analysis should be referenced in community impact statements in Council reports. Community impact statements are a corporate requirement in all reports to the following meetings: the cabinet, individual decision makers, scrutiny, regulatory committees and community councils. Community impact statements enable decision makers to identify

more easily how a decision might affect different communities in Southwark and to consider any implications for equality and diversity.

The public will be able to view and scrutinise any equality analysis undertaken. Equality analysis should therefore be written in a clear and transparent way using plain English. Equality analysis may be published under the council's publishing of equality information, or be present with divisional/departmental/service business plans. These will be placed on the website for public view under the council's Publications Scheme. All Cabinet reports will also publish related

Equality analysis should be reviewed after a sensible period of time to see if business needs have changed and/or if the effects that were expected have occurred. If not then you will need to consider amending your policy accordingly. This does not mean repeating the equality analysis, but using the experience gained through implementation to check the findings and to make any necessary adjustments.

Engagement with the community is recommended as part of the development of equality analysis. The council's Community Engagement Division and critical friend, the Forum for Equality and Human Rights in Southwark can assist with this (see section below on community engagement and www.southwarkadvice.org.uk).

Whilst the equality analysis is being considered, Southwark Council recommends considering implications arising from socio-economic disadvantage, as socio-economic inequalities have a strong influence on the environment we live and work in. As a major provider of services to Southwark residents, the council has a policy commitment to reduce socio-economic inequalities and this is reflected in its values and aims. For this reason, the council recommends considering impacts/needs arising from socio-economic disadvantage in all equality analyses, not forgetting to include identified potential mitigating actions. **The Council has adopted the Socio-Economic Duty as part of its overall equality, diversity and inclusion policy commitments in the Southwark Equality Framework.** This requires us to ensure we do not make any conditions worse for those experiencing socio-economic disadvantage through our policies and practices.

Section 1: Equality impact and needs analysis details

Proposed policy/decision/business plan to which this equality analysis relates		REVIEW OF CUMULATIVE IMPACT AREAS IN SOUTHWARK.			
Equality analysis author		Esther Jones			
Strategic Director:		Aled Richards			
Department		Environment and Leisure	Division	Licensing	
Period analysis undertaken		October 2025			
Date of review (if applicable)		December 2025			
Sign-off		Position		Date	

Section 2: Brief description of policy

1.1 Brief description of policy/decision/business plan

The Licensing Act 2003 came into effect on 25 November 2005. The Act introduced a regime for the licensing of alcohol, regulated entertainment and late night refreshment, to be administered by the local licensing authority.

Under the Act, cumulative impact is the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one geographical area, which goes beyond that which can be dealt with via premises specific enforcement.

The CIA is a location which the Council has identified as experiencing cumulative impact and to which a CIA Policy will apply. The CIA policy placed a presumption that any new licensed premises within the defined areas would have a rebuttable presumption against the grant of the licence or the variation of the licence to increase the capacity or hours of the premises. The policy did allow for an exception if the applicant could demonstrate that the premises operation would not adversely impact the intention of the policy and add to the CIA.

The implementation and assessment of a CIA Policy must be based on data specific to alcohol-related crime. The Policy is to be kept under review, but is statutorily required to be reviewed every 3 years.

The Committee has been asked to assess the current CIA Policy, using the dataset and now the outcome of the public and statutory consultation in order to determine whether to maintain the status quo, i.e. leave it as it is, disapply it for certain areas i.e. Peckham and Camberwell and include Elephant and Castle or remove it completely.

Section 3: Overview of service users and key stakeholders consulted

2. Service users and stakeholders	
Key users of the department or service	• Premises licence holders • Personal licence holders • Members of the public
Key stakeholders were/are involved in this policy/decision/business plan	• Internal data analysts • The Licensing Committee • Legal and Finance

Section 4: Pre-implementation equality impact and needs analysis

This section considers the potential impacts (positive and negative) on groups with 'protected characteristics', the equality information on which this analysis is based and any mitigating actions to be taken, including improvement actions to promote equality and tackle inequalities. An equality analysis also presents as an opportunity to improve services to meet diverse needs, promote equality, tackle inequalities and promote good community relations. It is not just about addressing negative impacts.

The columns include societal issues (discrimination, exclusion, needs etc.) and socio-economic issues (levels of poverty, employment, income). As the two aspects are heavily interrelated it may not be practical to fill out both columns on all protected characteristics. The aim is, however, to ensure that socio-economic issues are given special consideration, as it is the council's intention to reduce socio-economic inequalities in the borough. Key is also the link between protected characteristics and socio-economic disadvantage, including experiences of multiple disadvantage.

Socio-economic disadvantage may arise from a range of factors, including:

- poverty
- health
- education
- limited social mobility
- housing
- a lack of expectations
- discrimination
- multiple disadvantage

The public sector equality duty (PSED) requires us to find out about and give due consideration to the needs of different protected characteristics in relation to the three parts of the duty:

1. Eliminating discrimination, harassment and victimisation
2. Advancing equality of opportunity, including finding out about and meeting diverse needs of our local communities, addressing disadvantage and barriers to equal access; enabling all voices to be heard in our engagement and consultation undertaken; increasing the participation of underrepresented groups
3. Fostering good community relations; promoting good relations; to be a borough where all feel welcome, included, valued, safe and respected.

The PSED is now also further reinforced in the two additional Fairer Future For All values: that we will

- Always work to make Southwark more equal and just
- Stand against all forms of discrimination and racism

Age - Where this is referred to, it refers to a person belonging to a particular age (e.g. 32 year olds) or range of ages (e.g. 18 - 30 year olds).	
Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential Socio-Economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Any policy reviews must take into account protected characteristics. There is anecdotal evidence to suggest that younger independent businesses may be run by younger people. The licensing authority looks to encourage the diversity of local businesses, which would include businesses run by younger entrepreneurs.	No potential impacts are identified
Equality information on which above analysis is based	Socio-Economic data on which the above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
No mitigation is necessary.	

Disability - A person has a disability if s/he has a physical or mental impairment which has a substantial and long-term adverse effect on that person's ability to carry out normal day-to-day activities. Please note that under the PSED due regard includes: Giving due consideration in all relevant areas to "the steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities." This also includes the need to understand and focus on different needs/impacts arising from different disabilities.	
Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
No specific impacts have been identified or raised in relation to this. It is acknowledged that businesses should make 'reasonable adjustments' to accommodate people who identify as having a disability. See Page 83 of the Southwark Statement of Licensing Policy. No health impacts are identified	N/A

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
N/A	N/A

Gender reassignment: - The process of transitioning from one gender to another. Gender Identity: Gender identity is the personal sense of one's own gender. Gender identity can correlate with a person's assigned sex or can differ from it.	
Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
This policy review will not specifically benefit or disadvantage non-binary residents or licence holders.	N/A
Equality information on which above analysis is based.	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
N/A	N/A

Marriage and civil partnership – In England and Wales marriage is no longer restricted to a union between a man and a woman but now includes a marriage between a same-sex couples. Same-sex couples can also have their relationships legally recognised as 'civil partnerships'. Civil partners must not be treated less favourably than married couples and must be treated the same as married couples on a wide range of legal matters. (Only to be considered in respect to the need to eliminate discrimination.)	
Potential impacts (positive and negative) of proposed policy review this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
CIAs will have no particular impact on marital status and does not treat same sex couples or those in civil partnerships less or more favourably than anyone else	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating or improvement actions to be taken	
N/A	N/A

Pregnancy and maternity - Pregnancy is the condition of being pregnant or expecting a baby. Maternity refers to the period after the birth, and is linked to maternity leave in the employment context. In the non-work context, protection against maternity discrimination is for 26 weeks after giving birth, and this includes treating a woman unfavourably because she is breastfeeding.	
Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
The licensing policy must not disadvantage pregnant women or those on maternity leave. No impacts are therefore identified.	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A

Mitigating and/or improvement actions to be taken	
N/A	N/A

Race - Refers to the protected characteristic of Race. It refers to a group of people defined by their race, colour, and nationality (including citizenship) ethnic or national origins. N.B. Gypsy, Roma and Traveller are recognised racial groups and their needs should be considered alongside all others

Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
The cultural markup of the Borough is wide and varied. The Licensing Authority would want to encourage this diversity. Policy would never be intended to prevent any particular ethnic group from enjoying alcohol, late night refreshment or regulated entertainment. It should however be noted that the Borough is continually changing in terms of regenerating community areas. This has had an effect on local amenities. It has been mooted that some of the late-night economy may face sterilization with either the continuation of CIAs. However, this is a generalisation and not directed at any particular community groups. This is a potential continuation of an existing policy. No negative impacts are identified. Paragraph 162 of the Southwark Statement of Licensing Policy 2021 to 2026 states that Members of a Licensing Sub Committee may take into account factors when granting additional licences within a CIA. Members may take steps to grant a premises licence outside of the recommendations of the Policy to promote the use of licensed premises by groups that are not well serviced with licensed premises within the Borough. The groups referenced are those within a protected characteristic.	CIAs are not intended to benefit or disadvantage people because of their socioeconomic status. It is however acknowledged that there is a continuing trend for increases in business rates and rent costs to all premises adding an additional financial burden to some businesses, which is likely passed on to customers.

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
N/A	N/A

Religion and belief - Religion has the meaning usually given to it but belief includes religious and philosophical beliefs including lack of belief (e.g. Atheism). Generally, a belief should affect your life choices or the way you live for it to be included in the definition.

Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
CIA policy will have no apparent benefit or disadvantage to any particular religion. It should be noted that places of worship are exempt from licensing restrictions, as long as they are not being used for non-religious, commercial purposes.	N/A
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
N/A	

Sex - A man or a woman.

Potential impacts (positive and negative) of proposed policy review; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
CIA continuation will have no apparent benefit or disadvantage to any particular sex.	N/A

Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A
Mitigating and/or improvement actions to be taken	
N/A	

Sexual orientation - Whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes	
Potential impacts (positive and negative) of proposed policy/decision/business plan; this also includes needs in relation to each part of the duty.	Potential socio-economic impacts/ needs/issues arising from socio-economic disadvantage (positive and negative)
Concerns are ongoing on the impacts that face LGBTIQ+ premises remaining open to provide safe spaces for that community. Significant numbers of premises have closed across London in recent years, yet this is likely to be as a result of commercial redevelopment, rather than a direct intention to reduce the number of such venues. Southwark seeks to protect all such venues. Licensing Policy changes are not intended to prevent any particular group based on LGBTIQ+ self-identification from enjoying alcohol or entertainment at night. Paragraph 162 of the Southwark Statement of Licensing Policy 2021 to 2026 currently under review, states that Members of a Licensing Sub Committee may take into account factors when granting additional licences within a CIA. Members may take steps to grant a premises licence outside of the recommendations of the Policy to promote the use of licensed premises by groups that are not well serviced with licensed premises within the Borough. The groups referenced are those within a protected characteristic.	CIAAs are not intended to benefit or disadvantage people because of their socioeconomic status. It is however acknowledged that there is a continuing trend for increases in business rates and rent costs to all premises adding an additional financial burden to some businesses, which is likely passed on to customers
Equality information on which above analysis is based	Socio-economic data on which above analysis is based
Census Data	N/A

Mitigating and/or improvement actions to be taken
N/A

Human Rights There are 16 rights in the Human Rights Act. Each one is called an Article. They are all taken from the European Convention on Human Rights. The Articles are The right to life, Freedom from torture, inhuman and degrading treatment, Freedom from forced labour , Right to Liberty, Fair trial, Retrospective penalties, Privacy, Freedom of conscience, Freedom of expression, Freedom of assembly, Marriage and family, Freedom from discrimination and the First Protocol
Potential impacts (positive and negative) of proposed policy review.
Diversity is encouraged to ensure a night time economy that is representative of and meets the needs of the borough's communities.
Information on which above analysis is based
Census Data.
Mitigating and/or improvement actions to be taken
N/A

Section 5: Further equality actions and objectives

5. Further actions			
Based on the initial analysis above, please detail the key mitigating and/or improvement actions to promote equality and tackle inequalities; and any areas identified as requiring more detailed analysis.			
Number	Description of issue	Action	Timeframe
1	None	N/A	N/A

Implementation Equality Impact and Needs Analysis

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LICENSING COMMITTEE DISTRIBUTION LIST (OPEN)**MUNICIPAL YEAR 2026-27**

NOTE: Original held by Constitutional Team; all amendments/queries to
Andrew Weir Tel: 020 7525 7222

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